

# LETTER OF TRANSMITTAL

June 6, 2000

The Honorable George W. Bush  
The Honorable Rick Perry  
The Honorable James E. "Pete" Laney  
Members of the 76<sup>th</sup> Legislature  
Commissioner James E. Nelson

Ladies and Gentlemen:

I am pleased to present our performance review of the Galveston Independent School District (GISD), the first district to request a review under the provisions of HB 2553 passed by the 76<sup>th</sup> Legislature, signaling the district's willingness to pay 25 percent of the cost of the review.

This review is intended to help GISD hold the line on costs, streamline operations and improve services to ensure that more of every education dollar goes directly into the classroom, with the teacher and children, where it belongs. To aid in this task, I contracted with WCL Enterprises.

We have made a number of recommendations to improve GISD's efficiency. We also have highlighted a number of "best practices" in district operations-model programs and services provided by GISD's administrators, teachers and staff. This report outlines 130 detailed recommendations that could save GISD more than \$12.6 million over the next five years, while reinvesting more than \$8.3 million to improve educational services and other operations. Net savings are estimated to reach nearly \$4.4 million-savings that GISD can redirect to the classroom.

We are grateful for the cooperation of GISD's board, staff, parents and community members. We commend them for their dedication to improving the educational opportunities for our most precious resource in GISD--our children.

I also am pleased to announce that the report is available on our Web site at <http://www.window.state.tx.us/tspr/galveston/>.

Sincerely,

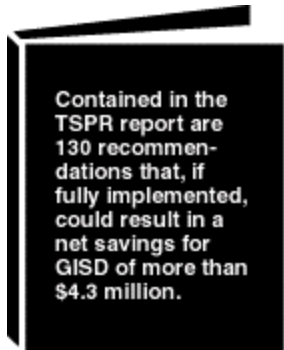
A handwritten signature in cursive script that reads "Carole Keeton Rylander". The signature is fluid and elegant, with a long, sweeping tail on the final letter.

Carole Keeton Rylander  
Comptroller of Public Accounts

# Galveston Independent School District

## June 2000

**S**tudent performance—particularly among low-income students—has dramatically improved over the last four years in the Galveston Independent School District (GISD). In the 1998-99 school year, more than 75 percent of all GISD students passed the Texas Assessment of Academic Skills (TAAS) test, compared to only 45.2 percent in 1994-95. The percentage of low-income students who passed doubled from only 33.6 percent in 1994-95 to 66.6 percent in 1998-99.



These impressive gains in student performance, however, are overshadowed by the Galveston community's frustrations with the district's various administrative and financial problems, including controversial travel expenses. To help restore confidence in the district and garner the community support needed to move forward, the GISD Board of Trustees became the first school district in Texas to request a Texas School Performance Review (TSPR) and put up 25 percent of the review's cost.

After approximately six months of reviewing every aspect of the GISD operations, I am offering 130 recommendations that, if fully implemented, could result in net savings for GISD of more than \$4.3 million over the next five years. These recommendations will help restore community confidence in the board and district leadership, as well as drive more of every education dollar directly into the classroom.

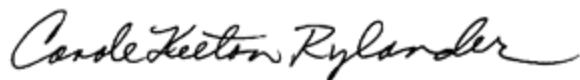
My number one recommendation that I want to see implemented is a significant pay raise for every teacher in the district beyond entry level with no tax increase. This will bring teacher salaries at least up to par with neighboring districts. GISD needs to focus on our most

precious resource—our children. And, recruiting and retaining high-quality teachers is a key to continued improvement in student performance. The fact is that the district's salaries are not competitive with area school districts, and it is losing 125-130 teachers per year, most with one to five years of experience. Basically, GISD is training teachers for other districts!

To get their financial house in order, GISD needs to attract and retain talented people for their top administrative positions, particularly those who deal with district finances. That is why I want to see administrative and staff salaries raised to compete with neighboring school districts.

Next, I recommend the immediate creation of a strong internal control system for oversight of board, administration and employee travel. The policy should require proof of the trip's value, as well as guidelines on what expenses are, and are not, covered. To further help restore confidence in the district's management, I recommend the hiring of an outside auditor to perform annual internal audits of the district's finances along with the creation of a formal procedure to ensure that swift corrective action will be taken on any discovered irregularities.

GISD has a lot of work ahead. However, I am confident that school board members and school administrators are committed to restoring community confidence and providing the children of GISD the very best education possible.

A handwritten signature in cursive script that reads "Carole Keeton Rylander".

Carole Keeton Rylander  
Comptroller of Public Accounts

# Key Findings and Recommendations

During its six-month review, TSPR examined GISD operations and interviewed employees, school board members, teachers, students, parents, and community and business leaders. TSPR also held a public forum at a district high school, hosted focus groups with community members and district stakeholders, and conducted written and telephone surveys.

## Major Proposals

### Personnel\*

- *Raise salaries to competitive levels.* GISD has a hard time attracting and retaining highly qualified teachers and administrators due in part to the fact that salaries are lower than those in similar school districts. To help GISD overcome these salary disparities, TSPR recommends that the district increase salaries for experienced teachers and administrators at least to the average for area districts.
- *Improve recruitment efforts.* While GISD annually recruits about 125 to 130 new teachers, the district had 45 teacher vacancies in December 1999, or the equivalent of one fully staffed elementary school. As a result of this chronic inability to recruit teachers, the district's issuance of temporary or emergency permits increased from two in 1994-95 to 40 in 1998-99. To reverse this trend, the district should develop a specific focus for its recruiting efforts and study best practices used by other school districts.
- *Create a controlled retirement incentive plan.* More than 200 teachers and other professional employees are eligible for retirement over the next five years. To avoid a critical staff shortage, TSPR recommends a controlled retirement incentive plan that gives retiring staff an incentive to leave at an opportune time for the school district. A controlled retirement plan is estimated to save the district \$3.2 million over five years.

\* *The money for pay raises for teachers, administrators and staff could be financed without a tax increase by implementing a controlled retirement plan and increasing secondary class size by one student per class.*

## **District Organization and Management**

- *Establish strong internal controls for oversight of board, administration and employee travel.* Board travel was a major concern with the public at the time we began our review. While the district has adopted new board and staff travel policies, its internal control processes fail to ensure compliance with accepted practices and do not specifically address out-of-country travel. The district must include procedures to review the status of travel requests and advances on a monthly basis, create timelines for submitting requests in advance, and develop budget preparation guidelines for travel expenses. The internal controls also must include punitive measures for noncompliance.
- *Develop self-policing guidelines for board governance.* GISD's board increasingly is divided, making it difficult for the board to meet its responsibilities as trustees to govern and oversee the management of the district. This relationship is undermined further by the lack of trust some board members have in the superintendent, and by a lack of mutual respect between and among board members and the superintendent. To function more effectively, the board should examine, implement and institutionalize the Texas Association of School Board's guidelines for "self-policing" with the assistance of a facilitator. The guidelines will help the board identify good governance practices and avoid micro management.
- *Examine cost-effective options for improving educational opportunities on Bolivar Peninsula.* Bolivar Elementary School, which houses elementary and middle school students, is located on Bolivar Peninsula and only is accessible via ferry. Because of geographic and other factors, the parents of 123 GISD students opted to pay tuition in 1999-2000 to

the neighboring High Island ISD (HIISD). Problems cited with Bolivar Elementary include access to extracurricular activities in middle school and transportation problems in getting to Galveston Island by ferry.

A number of options have been considered over the years for dealing with the challenges facing the Bolivar school, including detaching the lower peninsula and permitting HIISD to annex this area. Other options explored include allowing HIISD to operate the Bolivar campus, contracting with HIISD for handling students on Bolivar, or granting a local charter to the Bolivar area.

- *Increase student-teacher ratios by one student per class in secondary schools.* GISD classes are below both state and regional averages. At least ten classes had fewer than 10 students, and some had fewer than five students. TSPR recommends classes be increased by one student per class on the secondary level for estimated five-year savings of \$3.4 million.

## **Financial Management**

- *Reorganize the business management structure.* GISD has had widely publicized reports of financial problems, including budgetary shortfalls. Our review also found that the district operates a costly tax collection office, has a lack of written responses to external audit findings, and has no internal audit function. Compounding these financial concerns is a fractured business organizational structure with long-term vacancies in key positions.

We strongly recommend a reorganization of the business management structure to include:

- Contracting with an external auditing firm for annual internal audits;
- Creating formal procedures to ensure recommended corrections from the audits are quickly implemented;

- Conducting actuarial studies to determine appropriate premium contributions for annual health and workers' compensation claims, and adjusting funding to the self-funded health workers' compensation plans accordingly which would give the district an estimated one-time savings of \$300,000;
- Transferring its tax levy and collection functions to the Galveston County Tax Office for an estimated 5-year savings of \$960,000; and
- Reorganizing central administration.

Prior to the completion of this report, the district addressed one of these concerns by contracting with a tax specialist to conduct legal reviews of all debt issues and hired an assistant superintendent for Business Services.

### **Food Services**

- *Meet and maintain proper sanitation and health standards to be in compliance with all applicable state and local laws.* Texas Department of Health and Galveston County Health Department found 50 violations in GISD kitchens during their 1999-2000 inspections. TSPR observed such problems as inadequate storage facilities, containers and equipment; inconsistently labeled and dated food items; and improper refrigeration. It is imperative that GISD's Child Nutrition Services Department meets and maintains proper sanitation and health standards.

### **Safety and Security**

- *Update the student code of conduct in easy-to-read language with standard discipline policies and the consequences for violations.* GISD's campuses do not handle discipline consistently. The district's current student code of conduct is not written in language that is easy to understand, which has resulted in several GISD principals producing their own, individual student handbooks. By standardizing the discipline process in easy-to-read language, district



teachers and administrators will be able to apply punishment consistently throughout the district.

- *Develop a district policy that defines the disciplinary roles and responsibilities of police officers, safety officers, assistant principals and teachers to include the requirement of an administrator signature for all disciplinary actions.* GISD does not have a discipline policy that clearly defines the roles and responsibilities of personnel such as police officers, safety officers, assistant principals and teachers. This has resulted in key people being left out of the discipline decision-making process. For example, some special needs students were expelled because they had exceeded their maximum of ten days suspension for the school year, as mandated by law. The police officers who expelled the students were unaware the students had special needs and were exempt. A well-defined policy would ensure that all interested parties were consulted before a disciplinary action was taken.

## **Facilities**

- *Create a prioritized, long-term facilities plan with a corresponding funding plan.* The district has reviewed its facilities and maintenance requirements twice in the last two years, and prepared comprehensive assessments of its needs. However, it has not translated these assessments into a long-term plan complete with priorities and funding sources. Consequently, the district and the community remain divided over which facility needs should receive the highest levels of priority. The development of a long-range facilities master plan is critical to GISD's maintaining its aging facilities.

## **Special Education**

- *Improve communication with parents of special education students.* GISD lacks a formal strategy for communicating with parents of special education students, and has few support groups, training or communication channels for these parents to voice their opinions. Teachers, principals and parents said

the Special Education Department is unresponsive to the informational needs and other concerns of the students or parents. Developing and implementing training for parents of special education students on their rights and responsibilities is a first step in attaining and maintaining a positive rapport among principals, teachers, parents and students.

### **Business Outreach**

- *Improve community and business outreach efforts.* GISD's lack of a comprehensive community and business outreach plan results in citizens feeling alienated by, and frustrated with, the district. To improve relations with its citizens, the district should prepare a plan that guides its annual outreach activities. The plan should include elements that identify parental concerns and issues; provide a description of strategies for maximizing parent, community, business, alumni and foundation involvement in schools; and outline strategies for providing feedback to citizens who voice concerns and share ideas.

## Exemplary Programs and Practices in the Galveston Independent School District

The following programs and practices in the Galveston Independent School District are models for other school districts.

- Every student graduating from a GISD high school can attend college with help through the Universal Access Program, beginning with the Fall 2001 semester. GISD collaborated with Galveston College and local companies and civic groups to provide a scholarship of up to \$1,000 per year to cover tuition and fees for full-time study at Galveston College for up to two years.
- GISD continues to improve student performance by implementing innovative programs.
  1. The Success For All (SFA) reading program, developed by Johns Hopkins University specifically for children from low-income backgrounds, involves students in grades K-6. SFA concentrates on learning to read through intensive daily instruction, continual assessment and, if needed, one-on-one tutoring. Since implementing the program in 1994-95, the percentage of GISD students in grades 3-8 passing the reading TAAS has increased from 65.4 percent to 84.5 percent in 1998-99.
  2. In 1995, district officials rewrote the grades K-8 math curriculum with emphasis in the area of oral and written communication of math concepts. They incorporated the standards of the National Council of Teachers of Math and the Texas Essential Knowledge and Skills (TEKS). Since its implementation in 1998-99, the overall percentage of students in grades 3-8 passing the math TAAS increased from 79.1 percent in 1997-98 to 84.6 percent in 1998-99.

3. The Students That Are Reaching program (STAR Lab), offered at Parker Elementary School, is staffed by three special education teachers and two aides. Following the SFA reading period at the start of the day, the STAR Lab is used as a special education resource for students who need additional help in language arts, math and reading. When the resource sessions end at noon, the Lab becomes a content mastery learning center where instruction is designed to supplement education for students, particularly those considered "at risk."
- Dial-up Internet access is available at a discounted price for teachers, students and parents. The normal cost to access the Internet through a local Internet Service Provider (ISP) ranges from \$10 to \$20 per month. However, the district arranged for the service to be provided for only \$4.99 per month through the Region 4 Education Service Center.
  - Energy audits of the school district's facilities have produced more than \$700,000 in annual savings since its inception in 1990. The energy management program has resulted in central control of HVAC units; retrofits of various pieces of equipment; installation of efficient lighting; and utility bill audits.
  - In a unique move for a school district, GISD used a grant from the Galveston Area Council to bid for trash disposal. GISD purchased a cardboard baler and required the vendor to recycle waste cardboard. This reduced trash pick-ups from three per week to two and saved the district \$15,000 a year.

## What Is TSPR?

The Texas School Performance Review (TSPR), a program of the Texas Comptroller's office, is the nation's first state-level vehicle designed to improve the management and finances of public school districts.

Since its creation in 1991, TSPR has conducted in-depth, on-site management reviews of 36 Texas school districts serving 1 million students, or 26 percent of the state's 3.9 million public school students. More than \$464 million in five-year net savings have been identified in the previous 36 reviews conducted to date.

These reviews diagnose districts' administrative, organizational, and financial problems and recommend ways to cut costs, increase revenues, reduce overhead, streamline operations, and improve the delivery of educational services. TSPR's overall goal is to ensure that every possible education dollar is directed to the classroom.

A TSPR review is more than a traditional financial audit. Instead, TSPR examines the entire scope of district operations, including organization and management, educational service delivery, personnel management, community involvement, facilities use and management, financial management, asset and risk management, purchasing and warehousing functions, computers and technology, food services, transportation, and safety and security.

Reviews can be requested or districts can be selected for a review. A cross-section of Texas school districts—large and small, wealthy and poor, urban and rural—are selected so that a wide variety of other districts can apply TSPR's recommendations to their own circumstances. Priority is given to districts with a poor academic performance and/or a poor financial performance, and where the greatest number of students will benefit from an audit.

Nearly 91 percent of all recommendations are being voluntarily implemented to date in the 26 districts that

have had more than one year to implement TSPR recommendations.

# EXECUTIVE SUMMARY

In November 1999, the Comptroller's office began a performance review of the Galveston Independent School District (GISD). This review signaled the first time a school district's Board of Trustees took advantage of legislation enacted during the 1999 Legislative Session, which requires a district to pay 25 percent of the cost of a review if a majority of the school district's board requests the review.

On August 11, 1999, the board passed a resolution to request a review and pay up to \$37,500 toward the estimated \$150,000 cost. On September 8, 1999, the Comptroller and the GISD board president signed an interlocal agreement at a public announcement of the review in Galveston.

After nearly six months of work, this report identifies GISD's exemplary programs and suggests concrete ways to improve district operations. If fully implemented, the Comptroller's 130 recommendations could result in net savings of more than \$4.3million over the next five years.

One key recommendation is a pay raise for every teacher in the district, beyond entry level, with no tax increase. This will bring teacher salaries at least to the average for area districts.

## **Improving the Texas School Performance Review**

Soon after taking office in January 1999, Texas Comptroller Carole Keeton Rylander consulted school district officials, parents and teachers from across Texas and carefully examined past reviews and progress reports to make the Texas School Performance Review (TSPR) more valuable to the state's school districts. With the perspective of a former teacher and school board president, the Comptroller has vowed to use TSPR to increase local school districts' accountability to the communities they serve.

Recognizing that only 51 cents of every education dollar is spent on instruction, Comptroller Rylander's approach is designed to give local school officials in Galveston and in other Texas communities the ability to move more of every education dollar directly into the classroom. Comptroller Rylander also has ordered TSPR staff to share best practices and exemplary programs quickly and systematically with all the state's school districts and with anyone else who requests such information. Comptroller Rylander has directed TSPR to serve as a clearinghouse of the best ideas in Texas public education.

Under Comptroller Rylander's approach, consultants and the TSPR team will work with districts to:

- Ensure students and teachers receive the support and resources necessary to succeed;
- Identify innovative ways to address the district's core management challenges;
- Ensure administrative duties are performed efficiently, without duplication, and in a way that fosters education;
- Develop strategies to ensure the district's processes and programs are continuously assessed and improved;
- Challenge any process, procedure, program or policy that impedes instruction and recommend ways to reduce or eliminate obstacles; and
- Put goods and services to the "Yellow Pages Test": government should do no job if a business in the Yellow Pages can do that job better and at a lower cost.

Finally, Comptroller Rylander has opened her door to Texans who share her optimism about the potential for public education. Suggestions to improve Texas schools or the school reviews are welcome at any time. The Comptroller believes public schools deserve all the attention and assistance they can get.

*For more information, contact TSPR by calling toll-free 1-800-531-5441, extension 5-3676, or see the Comptroller's Website at [www.window.state.tx.us](http://www.window.state.tx.us).*

### **TSPR in Galveston ISD**

In September 1999, when Comptroller Rylander announced the GISD review, the district was suffering from a loss of public trust over board travel and related travel advances and expenditures that some members of the public believed were not justified. Citizens filed complaints with the Texas Education Agency (TEA), which performed a special investigation of administration, board member and employee travel budgets in fall 1999. Some citizens also filed ethics complaints with the State Board for Educator Certification against the superintendent and assistant superintendent for Business Services.

Members of the community had expressed doubt that the district could adequately manage its financial affairs. For the last two years, the board has wrestled with budget shortfalls of several million dollars.

Facilities were not receiving necessary maintenance and repairs in a timely manner. The board had not prepared or approved a plan that addressed all of the district's facilities needs or identified funding alternatives to meet those needs. The district and its citizens also disagreed which facilities projects should receive the highest priority.



Moreover, GISD was steadying itself for a loss of about \$900,000 in state funding because of a decline in student attendance. In addition, the superintendent was operating the district with a limited senior staff and with vacancies in the assistant superintendent of Administration Services position and the assistant superintendent of Business Services position.

Despite these administrative and financial difficulties, GISD was experiencing significant gains in student performance.

During TSPR's review, GISD made several changes to restore public trust and avoid further financial management problems. The district hired an assistant superintendent of Business Services. The district also adopted new board and staff travel policies that:

- require board members to use an expense voucher form;
- preclude payment of cash advances to board members without appropriate documentation and approval by the board and the superintendent or assistant superintendent of Business Services;
- prohibit paying the expenses of spouses and others who accompany board members on education-related trips; and
- address mileage reimbursements for the business use of personally owned vehicles, out-of-district travel expenses and local business expenses.

As this report is released, the district has a unique opportunity to capitalize on its rich heritage and move into the 21<sup>st</sup> century in a position of leadership. This report contains a series of recommendations and implementation steps to help the district to achieve this objective.

To maintain its fiscal health and sustain and improve student performance, the district must institutionalize strong internal controls that provide a system of checks and balances and ensure compliance with sound business practices and generally accepted accounting principles. The board members must set aside their differences and develop "self-policing" efforts to allow the board to meet its responsibilities to govern and oversee, not micromanage, the district's administration. The district also must tie its allocation of resources to the district and campus improvement plans. This practice would help the board identify the district's greatest needs and appropriately shift resources to meet those needs.

The Comptroller's office selected WCL Enterprises, a consulting firm based in Katy, Texas, to assist the agency with this review. The TSPR team interviewed district employees, school board members, parents, business leaders and community members and held a community meeting in GISD's Scott Elementary School. To obtain additional comments, the review team conducted focus group sessions with parents, teachers,

principals, business leaders and representatives from community organizations. The Comptroller also received letters from a wide array of parents, teachers and community members, and staff received calls to the Comptroller's toll-free hotline.

One hundred ninety-three campus and 48 central administrators and support staff; 18 principals and assistant principals; 378 teachers; 251 parents and 380 students completed written surveys as part of the review. Details from the surveys and public forums appear in Appendices A through G.

The review team also consulted two databases of comparative educational information maintained by the Texas Education Agency (TEA)-the Academic Excellence Indicator System (AEIS) and the Public Education Information Management System (PEIMS).

GISD selected peer districts for comparisons based on similarities in student enrollment, student performance and community and student demographics. The selected peer districts were Brazosport, Bryan, College Station, Longview, Lufkin, Port Arthur, Waco and Wichita Falls ISDs. TSPR also compared GISD to district averages in TEA's Region 4 Education Service Center, to which GISD belongs and the state as a whole (**Exhibit 1**).

**Exhibit 1**  
**Demographic Characteristics of GISD**  
**and Peer School Districts**  
**1998-99**

District	Student Enrollment	5-Year Change in Enrollment	Racial/Ethnic Percentage				
			% Hispanic	% African-American	% Anglo	% Other	% Economically Disadvantaged
Brazosport	13,247	5.8%	33%	9%	56%	2%	39%
Bryan	13,664	6.4%	32%	24%	43%	1%	56%
<b>College Station</b>	7,194	12.2%	10%	13%	70%	7%	26%
Galveston	<b>9,873</b>	<b>-0.5%</b>	<b>32%</b>	<b>36%</b>	<b>29%</b>	<b>3%</b>	<b>58%</b>
Longview	8,567	5.9%	12%	50%	36%	1%	59%
Lufkin	8,098	1.4%	21%	32%	46%	1%	53%
Port	11,658	-2.6%	19%	58%	15%	9%	71%

Arthur							
Waco	15,574	0	38%	40%	22%	1%	77%
Wichita Falls	15,293	-3.9%	18%	16%	63%	3%	46%
<b>Region 4</b>	843,912	9.6%	35%	22%	38%	5%	45%
<b>State</b>	3,945,367	7.5%	39%	14%	44%	3%	49%

*Source: Texas Education Agency, 1994-95 - 1998-99 Academic Excellence Indicator System (AEIS).*

During its six-month review of the district, TSPR developed 131 recommendations to improve operations and save taxpayers more than \$12.6 million by 2004-05. Cumulative net savings from all recommendations (savings less recommended investments) would reach more than \$4.3 million by 2004-05.

A detailed list of costs and savings by recommendation appears in **Exhibit 3**. Many TSPR recommendations would not have a direct financial impact but would improve the district's overall operations.

### **Acknowledgments**

The Comptroller's office and WCL Enterprises wish to express appreciation to the GISD Board of Trustees, Superintendent Henry Boening, district employees, students, parents and community residents who helped during the review. Special thanks are due to Sheila Lidstone, director of Communications, who acted as GISD's liaison by arranging for office space, equipment and meeting rooms and otherwise accommodating the review team's needs.

### **Galveston ISD**

GISD served 9,873 students during 1998-99, a 1.3-percent decrease from the 1997-98 enrollment of 10,007. GISD has one high school, three middle schools, nine elementary schools, a pre-K campus and an alternative education campus for secondary and elementary students for a total of 15 campuses.

From 1994-95 to 1998-99, the district's enrollment decreased 0.5 percent; a slightly smaller reduction than the dip in enrollment over the past year. At the same time, GISD's property value of \$212,278 per student is 11.6 percent higher than the state average of \$190,769 per student.

Thirty-two percent of GISD's students are Hispanic, 36 percent are African-American, 29 percent are Anglo and three percent are classified as Other. Fifty-eight percent of GISD's students were classified economically disadvantaged in 1998-99.

GISD has improved its student performance in the last few years. In 1994-95, GISD had two "low-performing" schools, using TEA's measurement criteria. In 1998-99, the district received an "Academically Acceptable" rating from TEA with one low-performing school. The number of schools receiving the designation "exemplary" rose from zero to one over the same period, while the number "recognized" rose from zero to two.

While GISD's student performance remains below state and regional averages, the district has made significant strides in closing the performance gap over the last five years. In 1998-99, 75.3 percent of all GISD students passed the TAAS compared to 45.2 percent in 1994-95. The performance gains over this same period are even more significant for minority students and economically disadvantaged students.

In 1998-99, 60.2 percent of African American students passed the TAAS compared to 26.8 percent in 1994-95; 76 percent of Hispanic students passed the TAAS in 1998-99, compared to 42 percent in 1994-95; and 66.6 percent of economically disadvantaged students passed the TAAS in 1998-99, compared to 33.6 percent in 1994-95. This is not to say that GISD does not have more work to do, but the district is moving in the right direction.

During 1998-99, the district employed a staff of 1,426 employees, with teachers accounting for 702 or 49 percent of GISD staffing. The district had expenditures of \$55.4 million in 1998-99. Sixty percent of GISD's revenues were generated locally, 30 percent came from the state and less than 5 percent came from the federal government. Some 5 percent came from other sources. The district's budget in 1999-2000 is \$57.3 million.

### **Exemplary Programs and Practices**

TSPR identified numerous "best practices" in GISD. Through commendations in each chapter, the report highlights model programs, operations and services provided by GISD administrators, teachers and staff. Other school districts throughout Texas are encouraged to examine these exemplary programs and services to see if they could be adapted to meet local needs. TSPR's commendations are listed below.

- By implementing innovative programs, GISD continues to improve student performance. The Success For All (SFA) reading program, developed by Johns Hopkins University specifically for children

from low-income backgrounds, involves students in grades K-6 and concentrates on every child learning to read through intensive daily instruction, continual assessment, and, if needed, timely one-on-one tutoring. Since implementing the program in 1994-95, the percentage of GISD students in grades 3-8 passing the reading TAAS has increased from 65.4 percent to 84.5 percent in 1998-99.

- In 1995, the district began a project to increase students' conceptual understanding of mathematics by rewriting the math curriculum for grades K-8, incorporating the standards of the National Council of Teachers of Math and the Texas Essential Knowledge and Skills (TEKS) with emphasis in the area of oral and written communication of math concepts. Since the project's implementation in 1998-99, the overall percentage of students in grades 3-8 passing the math TAAS increased from 79.1 percent in 1997-98 to 84.6 percent in 1998-99.
- The Students That Are Reaching (STAR Lab) program, offered at Parker Elementary School, is staffed by three special education teachers and two aides. Following the Success For All reading period at the start of the day, the STAR Lab is used as a special education resource classroom where students who need additional help in language arts, math and reading receive assistance. When the resource sessions end at noon, the lab becomes a content mastery learning center where instruction is designed to supplement students' education, especially "at risk" students.
- GISD effectively uses external media sources to publicize school activities and student accomplishments. The district not only regularly publicizes school events and news in the local daily paper, it uses billboards to announce the athletic banquet at the high school, which has resulted in high participation. The district also includes news of the annual orientation held at the high school in the local African American Chamber of Commerce's publication. This practice substantially increased the attendance of African American parents, whose past participation had been low.
- GISD entered into a collaboration with a local community college, a local foundation, religious and civic organizations and corporations to provide an avenue for every student graduating from a Galveston high school to attend college. The Universal Access program, which will begin in fall 2001, will provide a scholarship, funded by the above groups, for up to \$1,000 per year to cover tuition and fees for full-time study at Galveston College for up to two years.
- GISD uses innovative methods to attract and train teachers. The district serves as a professional development site for the University of Houston-Clear Lake by hosting interns during the last year of their teacher or administrator educational programs. Since 1997-98, GISD has hired 16 students from the university. The district

also created a tuition assistance program that helps its employees pursue certification in bilingual education, reading, special education and math specialties, in programs at regional colleges and universities. Participants must commit to work in the district for three years after completing certification, take 12 semester hours per year and maintain a 2.5 grade-point average.

- GISD's energy management efforts save the district more than \$700,000 annually. The program involves energy audits when facilities are occupied and unoccupied; central control of HVAC units; equipment retrofits; installation of efficient lighting alternatives; and utility bill audits.
- GISD designed a bid for trash disposal that is unique to school districts. Using a grant from the Galveston Area Council, the district purchased a cardboard baler and required the vendor to recycle waste cardboard, reducing trash pick-ups from three per week to two, which saves the district \$15,000 a year.
- GISD obtained special discount pricing for after-school, dial-up Internet access for teachers, students and parents. The normal cost to access the Internet through a local Internet provider ranges from \$10 to \$20 per month. The district, through the Region 4 Education Service Center, however, arranged for service for \$4.99 per month.

### **Key Findings and Recommendations**

TSPR's recommendations emphasize stricter internal controls; increased board, staff and public cooperation and communication; efficient and effective business management and structure; improved resource allocation; and greater districtwide coordination. The district must be able to make sound business decisions, communicate those decisions to the community and work hand in hand with the community to see them implemented. As the district puts its business in order and regains the trust of the community, it can shift its and the community's attention to student performance and maintaining the significant gains that appear to be one of GISD's best kept secrets.

*Improved Recruiting:* While GISD annually recruits about 125 to 130 new teachers, the district had 45 teacher vacancies in December 1999, or the equivalent of one fully staffed elementary school. As a result of this chronic inability to retain teachers, the district's issuance of temporary or emergency permits increased from two in 1994-95 to 40 in 1998-99. To reverse this trend, the district should focus its recruiting efforts on issues such as what mix of experienced and beginning teachers should be hired. Recruiting visits should be based upon the number of teacher graduates available, critical needs, prior successes in attracting candidates from the school and the performance of teachers previously recruited from the school.

Compounding GISD's inability to recruit and retain highly qualified teachers and administrators is the fact that the district's salaries are not competitive with salaries offered in area districts. To help GISD overcome the disparities, TSPR recommends the district increase salaries for experienced teachers and administrators at least to the average for area districts. To finance these salary increases, GISD should consider an early retirement incentive and eliminating smaller than average class sizes at the secondary level.

*Internal Controls:* While the district has adopted new board and staff travel policies, its internal control processes fail to ensure compliance with accepted practice and do not specifically address out-of-country travel. The district must enforce its revised travel policies by instituting strong procedural controls that include procedures to review the status of travel requests and advances each month, timelines for submitting requests in advance and budget preparation guidelines for the travel expenses of the board and staff. The internal controls also must include punitive measures for noncompliance with travel policies.

*District Organization and Management:* GISD's board members increasingly are divided, making it difficult for them to meet their responsibilities to govern and oversee the district's management. This situation is undermined further by the lack of trust some board members have in the superintendent, and by a lack of mutual respect between and among board members and the superintendent. To function more effectively, the board should examine, implement and institutionalize the Texas Association of School Board's guidelines for "self-policing" with the assistance of a facilitator. The guidelines will help the board identify good governance practices and avoid micromanagement.

*Bolivar Peninsula:* Bolivar Elementary School, which houses elementary and middle school students, is located on Bolivar Peninsula and only is accessible via a ferry. Providing educational services to GISD students on Bolivar is costly and students and parents have voiced considerable dissatisfaction with the current system. Problems cited with Bolivar Elementary include unequal educational service delivery, inadequate food services operation, access to extracurricular activities in middle school and transportation problems in getting to Galveston Island by ferry.

A number of options has been considered over the years for dealing with the challenges facing the school on Bolivar, including detaching the lower peninsula and permitting HIISD to annex this area. Other options explored include allowing HIISD to operate the Bolivar campus, contracting with HIISD for handling students on Bolivar, or granting a local charter to the Bolivar area. GISD should examine all options for improving educational

opportunities and support services for students in the GISD section of Bolivar.

*Business Management and Structure:* GISD's financial problems-including budgetary shortfalls-have been widely publicized. Additional concerns include the district's operation of a costly tax collection office, absence of written responses to external audit findings and no internal audit function. Compounding these financial issues is a fractured business organizational structure.

Before this report's completion, the district addressed one concern by contracting with a tax specialist to conduct legal reviews of all debt issues and hired an assistant superintendent for Business Services. Other efforts that TSPR recommends to help the district achieve efficient and effective business management and organizational structure include:

- contracting with an external audit firm to perform annual internal audits;
- creating formal procedures to ensure corrections recommended in audits are implemented in a timely manner;
- conducting actuarial studies to determine appropriate premium contributions for annual health and workers' compensation claims and adjusting funding to the self-funded health workers' compensation plans accordingly;
- transferring its tax levy and collection functions to the Galveston County Tax Office; and
- reorganizing central administration and other areas of the district.

*Resource Allocation:* The district does not link the district and campus improvement plans to their corresponding budgets, nor does it identify funds with established priorities throughout the district. Tying the allocation of resources to the district and campus improvement plans would help the board identify the district's greatest needs and shift resources to meet those needs. It also would make communicating the district's budget to the community much easier.

*Food Services:* The Texas Department of Health and the Galveston County Health Department found 50 violations in GISD kitchens during their inspections. Some of the problems observed by TSPR include inadequate storage facilities, containers and equipment; inconsistently labeled and dated food items; and improper refrigeration and recorded temperatures for food. GISD must meet and maintain proper sanitation and health standards to be in compliance with all applicable state and local laws.



*Student Discipline:* GISD's campuses do not handle discipline consistently. The student code of conduct is not written in language that is easy to understand and GISD principals felt compelled to produce their own student handbooks, which are not standardized and therefore reflect inconsistencies. By updating the student code of conduct and standardizing the discipline process, district teachers and administrators will apply punishment consistently throughout the district.

*Facilities Planning:* While the district has reviewed its facilities and maintenance requirements twice in the last two years and prepared comprehensive assessments of its needs, the district has not translated these assessments into a long-term plan that identifies and addresses all of the district's facilities needs and identifies funding alternatives for each project. Consequently, the district and the community remain divided over which facility needs should receive the highest priority. The development of a long-range facilities master plan is not only critical to GISD's success in guiding the district's facilities planning and decision-making process, it is critical to the overall success of school district operations because it coordinates the district's educational programs, physical space and resources.

*Communication with Parents of Special Education Students:* GISD lacks a formal strategy for communicating with parents of special education students. It also has few special education parent support groups or communication channels for these parents to voice their opinions. Some teachers and principals and many parents said the Special Education Department is unresponsive to the needs of the students or parents. Developing and implementing training for parents of special education students on their rights and responsibilities is a first step to creating and maintaining positive relationships among principals, teachers and parents.

*Improved Community and Business Outreach:* GISD lacks a comprehensive community and business outreach plan to counter citizens' frustration with the district. To improve relations with its citizens, the district should prepare an annual plan to guide its outreach activities. The plan should identify parents' concerns; describe strategies for increasing parent, community, business, alumni and foundation involvement in schools; and outline ways to provide feedback to citizens who voice concerns and share ideas.

*Combine Maintenance and Operations Departments:* GISD has two separate departments that are responsible for portions of the facility maintenance and custodial operations. By combining these departments, GISD could improve intra-district communication and cut costs.

## **Savings and Investment Requirements**

Many TSPR's recommendations would result in savings and increased revenue that could be used to improve classroom instruction. The savings opportunities identified in this report are conservative and should be considered minimums. Proposed investments of additional funds usually are related to increased efficiencies or savings or improved productivity and effectiveness.

Full implementation of the recommendations in this report could produce net savings of more than \$121,650 in the first year (**Exhibit 2**). If all TSPR recommendations are implemented, GISD could achieve total net savings of more than \$4.3 million by 2004-05.

**Exhibit 2**  
**Summary of Net Savings**  
**TSPR Review of Galveston Independent School District**

<b>Year</b>	<b>Total</b>
2000-01 Initial Annual Net Savings	\$121,650
2001-02 Additional Annual Net Savings	\$356,574
2002-03 Additional Annual Net Savings	\$358,674
2003-04 Additional Annual Net Savings	\$1,347,828
2004-05 Additional Annual Net Savings	\$1,347,828
One Time Net Savings	\$800,903
<b>TOTAL SAVINGS PROJECTED FOR 2000-2005</b>	<b>\$4,333,457</b>

A detailed list of costs and savings by recommendation appears in **Exhibit 3**. The page number for each recommendation is listed in the summary chart for reference purposes. Detailed implementation strategies, timelines and the estimates of fiscal impact follow each recommendation in this report. The implementation section associated with each recommendation highlights the actions necessary to achieve the proposed results. Some items should be implemented immediately, some over the next year or two and some over several years.

TSPR recommends the GISD board ask district administrators to review the recommendations, develop an implementation plan and monitor its progress. As always, TSPR staff is available to help implement proposals.

# EXECUTIVE SUMMARY

	<b>Recommendation</b>	<b>2000-2001</b>	<b>2001-2002</b>	<b>2002-2003</b>	<b>2003-2004</b>	<b>2004-2005</b>	<b>Total 5-Year (Costs) or Savings</b>	<b>One Time (Costs) or Savings</b>
<b>Chapter 1 District Organization and Management</b>								
1	Establish "self-censorship" guidelines and obtain additional guidance concerning governance issues from a variety of sources. p. 26	\$0	\$0	\$0	\$0	\$0	\$0	\$0
2	Complete the process of revising and updating the district's board policies and related administrative procedures. p. 27	\$0	\$0	\$0	\$0	\$0	\$0	\$0
3	Amend the mission statement to identify and communicate clearly the values and beliefs that guide the district and serve as the basis for all policies and actions. p. 29	\$0	\$0	\$0	\$0	\$0	\$0	\$0
4	Tie the	\$0	\$0	\$0	\$0	\$0	\$0	\$0



8	Create a director of Community and Employee Relations position. p. 41	(\$36,347)	(\$72,694)	(\$72,694)	(\$72,694)	(\$72,694)	(\$327,123)	\$0
9	Reorganize central administration to provide an efficient and effective business operation. p. 43	\$0	\$0	\$0	\$0	\$0	\$0	\$0
10	Develop an internal management training program. p. 45	\$0	\$0	\$0	\$0	\$0	\$0	\$0
11	Develop strategies to involve principals in the decision-making process on key district initiatives. p. 47	\$0	\$0	\$0	\$0	\$0	\$0	\$0
12	Assess the organizational health in each school annually using a qualified survey instrument. p. 49	(\$2,500)	(\$2,500)	(\$2,500)	(\$2,500)	(\$2,500)	(\$12,500)	\$0
13	Create a model assigning specific responsibilities for decision making among schools, administrators and the board. p. 51	\$0	\$0	\$0	\$0	\$0	\$0	\$0

1 4	Institute strong procedural controls to enforce revised board and staff travel policies. p. 55	\$0	\$0	\$0	\$0	\$0	\$0	\$0
1 5	Examine all of the options for improving educational opportunities and support services for students in the GISD section of Bolivar. p. 60	\$0	\$0	\$0	\$0	\$0	\$0	\$0
	<b>Totals-Chapter 1</b>	<b>\$63,152</b>	<b>\$26,805</b>	<b>\$26,805</b>	<b>\$26,805</b>	<b>\$26,805</b>	<b>\$170,372</b>	<b>\$0</b>
<b>Chapter 2 Educational Service Delivery</b>								
1 6	Develop individual plans for each GISD student in third through eighth grade using the benchmark testing results. p. 92	\$0	\$0	\$0	\$0	\$0	\$0	\$0
1 7	Increase the student-teacher ratio at all secondary campuses by an average of one student per teacher. p. 95	\$679,477	\$679,477	\$679,477	\$679,477	\$679,477	\$3,397,385	\$0
1 8	Coordinate GISD's testing, counseling and guidance services under	\$0	\$0	\$0	\$0	\$0	\$0	\$0

	one department head to improve the coordination of these programs. p. 101							
19	Develop a formal program evaluation process. p. 103	(\$14,400)	(\$14,400)	(\$14,400)	(\$14,400)	(\$14,400)	(\$72,000)	\$0
20	Pay a stipend to a GISD librarian to head the library program and develop a plan to address issues related to library operations. p. 106	(\$3,000)	(\$3,000)	(\$3,000)	(\$3,000)	(\$3,000)	(\$15,000)	\$0
21	Develop a comprehensive staff development policy that includes mechanisms for monitoring and evaluating GISD's training programs. p. 110	\$0	\$0	\$0	\$0	\$0	\$0	\$0
22	Redesignate Morgan Fine Arts Academy as a districtwide academy for two-way bilingual immersion. p. 122	\$0	\$0	\$0	\$0	\$0	\$0	\$0
23	Redefine job descriptions of the CATE coordinator and	\$0	\$0	\$0	\$0	\$0	\$0	\$0

	the career academies facilitator to reflect CATE program coordination in the context of the new career academies. p. 129							
2 4	Redesign the courses offered in the CATE program to reflect targeted occupations identified by the Texas Workforce Commission in the area. p. 132	\$0	\$0	\$0	\$0	\$0	\$0	\$0
2 5	Establish a second group of enrichment students in the gifted and talented education program based on a combination of achievement and economic disadvantage to identify more minority candidates. p. 139	(\$48,000)	(\$15,000)	(\$15,000)	(\$15,000)	(\$15,000)	(\$108,000)	\$0
2 6	Develop and implement training for parents of special education	\$0	\$0	\$0	\$0	\$0	\$0	(\$1,250)



	students on their rights and responsibilities. p. 150							
27	Document services provided to the visually-impaired cooperative and seek reimbursement from each member of the cooperative. p. 151	\$2,500	\$2,500	\$2,500	\$2,500	\$2,500	\$12,500	\$0
28	Transfer supervisory responsibility for the physical education/athletics function to the assistant superintendent for Curriculum and Instruction. p. 156	\$0	\$0	\$0	\$0	\$0	\$0	\$0
	<b>Totals-Chapter 2</b>	<b>\$616,577</b>	<b>\$649,577</b>	<b>\$649,577</b>	<b>\$649,577</b>	<b>\$649,577</b>	<b>\$3,214,885</b>	<b>(\$1,250)</b>
<b>Chapter 3 Community Involvement</b>								
29	Create a coordinator of Partnerships and Volunteers position. p. 163	(\$21,000)	(\$42,000)	(\$42,000)	(\$42,000)	(\$42,000)	(\$189,000)	\$0
30	Prepare an annual community outreach plan to guide the district's community	\$0	\$0	\$0	\$0	\$0	\$0	\$0

	outreach activities. p. 165							
3 1	Create a PTO-PTA Council consisting of PTO and PTA presidents and vice presidents. p. 166	\$0	\$0	\$0	\$0	\$0	\$0	\$0
3 2	Post notices of board meetings on the Internet, on the marquees at each school, and in district newsletters. p. 167	\$0	\$0	\$0	\$0	\$0	\$0	\$0
3 3	Convene a town hall meeting of the entire board twice a year to identify and address the needs and concerns of parents and other citizens. p. 168	\$0	\$0	\$0	\$0	\$0	\$0	\$0
3 4	Reorganize community involvement efforts. p. 171	\$0	\$0	\$0	\$0	\$0	\$0	\$0
3 5	Publish a bi-monthly newsletter that informs the public of GISD activities. p. 172	(\$9,549)	(\$9,549)	(\$9,549)	(\$9,549)	(\$9,549)	(\$47,745)	\$0
3 6	Use student interns to help post board information, school menus	\$0	\$0	\$0	\$0	\$0	\$0	\$0

	and school closing information on the GISD Web site. p. 173							
37	Increase efforts to develop and/or nurture partnerships with foundations, business organizations and nonprofit agencies. p. 177	\$0	\$0	\$0	\$0	\$0	\$0	\$0
	<b>Totals-Chapter 3</b>	<b>(\$30,549)</b>	<b>(\$51,549)</b>	<b>(\$51,549)</b>	<b>(\$51,549)</b>	<b>(\$51,549)</b>	<b>(\$236,745)</b>	<b>\$0</b>
<b>Chapter 4 Personnel Management</b>								
38	Clearly define the roles of Personnel Department staff. p. 190	\$0	\$0	\$0	\$0	\$0	\$0	\$0
39	Transfer the employee benefits coordinator to the Personnel Department. p. 191	\$0	\$0	\$0	\$0	\$0	\$0	\$0
40	Make the executive director of Personnel GISD's primary recruiter. p. 194	\$0	\$0	\$0	\$0	\$0	\$0	\$0
41	Develop a formal employee recruiting process. p. 197	\$0	\$0	\$0	\$0	\$0	\$0	\$0

4 2	Create a controlled retirement incentive plan. p. 200	\$0	\$307,938	\$307,938	\$1,270,745	\$1,270,745	\$3,157,366	\$0
4 3	Increase salaries for experienced teachers and administrators at least to the average for area districts. p. 206	(\$957,485)	(\$957,485)	(\$957,485)	(\$957,485)	(\$957,485)	(\$4,787,425)	\$0
4 4	Transfer all personnel files to the Personnel Department. p. 207	\$0	\$0	\$0	\$0	\$0	\$0	\$0
4 5	Eliminate the storage of unnecessary information in employee files and institute a document imaging program. p. 209	(\$10,000)	(\$5,000)	(\$5,000)	(\$5,000)	(\$5,000)	(\$30,000)	(\$20,000)
4 6	Redesign the paraprofessional applicant testing process to test for specified skills, such as spelling, math and grammar, as a prerequisite for that position. p. 210	(\$6,000)	(\$10,500)	(\$10,500)	(\$10,500)	(\$10,500)	(\$48,000)	(\$4,000)
	<b>Totals-Chapter 4</b>	<b>(\$973,485)</b>	<b>(\$665,047)</b>	<b>(\$665,047)</b>	<b>\$297,760</b>	<b>\$297,760</b>	<b>(\$1,708,059)</b>	<b>(\$24,000)</b>
<b>TOTALS FOR ALL CHAPTERS</b>								
	<b>TOTAL</b>	<b>\$1,706,871</b>	<b>\$2,036,267</b>	<b>\$2,036,267</b>	<b>\$2,999,074</b>	<b>\$2,999,074</b>	<b>\$11,777.55</b>	<b>\$893.96</b>



# EXECUTIVE SUMMARY

	<b>Recommendation</b>	<b>2000-2001</b>	<b>2001-2002</b>	<b>2002-2003</b>	<b>2003-2004</b>	<b>2004-2005</b>	<b>Total 5-Year (Costs) or Savings</b>	<b>One Time (Costs) or Savings</b>
<b>Chapter 5 Facilities Use and Management</b>								
47	Develop a long-range facilities master plan. p. 225	\$0	\$0	\$0	\$0	\$0	\$0	\$0
48	Review current attendance zones and revise their boundaries to more equitably distribute students across schools. p. 228	\$0	\$0	\$0	\$0	\$0	\$0	\$0
49	Combine the Maintenance and Operations Departments. p. 230	\$88,030	\$66,187	\$66,187	\$66,187	\$66,187	\$352,778	\$0
50	Contract with Galveston County for school grounds maintenance. p. 231	\$51,389	\$51,389	\$51,389	\$51,389	\$51,389	\$256,945	\$0
51	Identify appropriate sources of skilled craftspeople and contract for necessary services. p. 234	(\$76,500)	(\$153,000)	(\$153,000)	(\$153,000)	(\$153,000)	(\$688,500)	\$0

5 2	Develop a process that ties maintenance needs to the budget and involves all Maintenance Department supervisors in the process. p. 235	\$0	\$0	\$0	\$0	\$0	\$0	\$0
5 3	Develop a maintenance work priority list and distribute it to all schools. p. 239	\$0	\$0	\$0	\$0	\$0	\$0	\$0
5 4	Develop and distribute to principals a list of acceptable sweep team work activities and provide feedback to the schools on the status of work order requests. p. 240	\$0	\$0	\$0	\$0	\$0	\$0	\$0
5 5	Reevaluate custodial cleaning areas of responsibility at each school using industry standards to more effectively distribute custodial staff. p. 245	\$0	\$0	\$0	\$0	\$0	\$0	\$0
5 6	Establish an energy management plan that is	\$0	\$0	\$0	\$0	\$0	\$0	\$0





6 1	Contract for payroll processing. p. 266	\$11,871	\$11,871	\$11,871	\$11,871	\$11,871	\$59,355	\$0
6 2	Transfer GISD tax levy and collection functions to the Galveston County Tax Office. p. 270	\$189,212	\$193,212	\$193,212	\$193,212	\$193,212	\$962,060	\$0
	<b>Totals-Chapter 6</b>	<b>\$179,708</b>	<b>\$183,708</b>	<b>\$183,708</b>	<b>\$183,708</b>	<b>\$183,708</b>	<b>\$914,540</b>	<b>\$0</b>
<b>Chapter 7 Asset and Risk Management</b>								
6 3	Place unused bank balances in higher-yielding investments overnight to increase investment earnings. p. 278	\$43,848	\$58,463	\$58,463	\$58,463	\$58,463	\$277,700	\$0
6 4	Revise internal control procedures to provide for a complete separation of duties between the cash and investment maintenance function and the bookkeeping function. p. 281	\$0	\$0	\$0	\$0	\$0	\$0	\$0
6 5	Close the Lovenberg Retirement Trust account and transfer its balance to the general fund. n.	\$0	\$0	\$0	\$0	\$0	\$0	\$141,502

	281							
6 6	Use \$800,000 from the Lovenberg Maintenance Trust Fund on middle school facility improvements over the next fiscal year and develop a plan for using funds from the trust in each subsequent year. p. 282	\$0	\$0	\$0	\$0	\$0	\$0	\$444,794
6 7	Use the existing automated financial system modules to perform annual inventories and track fixed assets, and consider using a request for proposals to identify a qualified service provider for initial fixed-asset counts and data entry. p. 285	\$0	\$0	\$0	\$0	\$0	\$0	(\$35,000)
6 8	Conduct actuarial studies to determine appropriate premium contributions for annual health and workers' compensation claims and	\$0	\$0	\$0	\$0	\$0	\$0	\$307,667

	adjust funding to the self-funded health workers' compensation plans accordingly. p. 292							
6 9	Change policies to pay accumulated sick leave amounts to terminating employees only in the event of retirement through the Teacher Retirement System of Texas. p. 295	\$52,657	\$52,657	\$52,657	\$52,657	\$52,657	\$263,285	\$0
7 0	Review current debt issues to determine compliance with federal tax laws. p. 298	(\$5,875)	(\$3,000)	(\$3,000)	(\$3,000)	(\$3,000)	(\$17,875)	\$0
	<b>Totals-Chapter 7</b>	<b>\$90,630</b>	<b>\$108,120</b>	<b>\$108,120</b>	<b>\$108,120</b>	<b>\$108,120</b>	<b>\$523,110</b>	<b>\$858,963</b>
<b>Chapter 8 Purchasing and Warehousing Services</b>								
7 1	Establish procedures to ensure compliance with all state and local purchasing laws and policies. p. 308	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>
7 2	Revise GISD purchasing procedures to include a	\$0	\$0	\$0	\$0	\$0	\$0	\$0





	approve all technology solicitations. p. 317							
8 2	Reassign the duties of coordinating district telephones and pagers from the director of Purchasing to the MIS director. p. 318	\$0	\$0	\$0	\$0	\$0	\$0	\$0
8 3	Lease or purchase warehouse space to replace the existing GISD warehouse. p. 320	(\$120,000)	(\$120,000)	(\$120,000)	(\$120,000)	(\$120,000)	(\$600,000)	\$0
8 4	Develop a comprehensive warehouse procedures manual. p. 321	\$0	\$0	\$0	\$0	\$0	\$0	\$0
8 5	Order replacements for lost textbooks earlier in the summer so they will arrive before the start of school, and require each school to pay for all lost textbooks from its principal's activity fund balances. p. 323	\$19,541	\$19,541	\$19,541	\$19,541	\$19,541	\$97,705	\$0
8 6	Use the district-owned textbook	\$0	\$0	\$0	\$0	\$0	\$0	\$0

	inventory software where available. p. 324							
8 7	Contract with Harris County Department of Education to develop and maintain records retention schedules, as required by state law. p. 326	(\$17,500)	(\$12,000)	(\$12,000)	(\$12,000)	(\$12,000)	(\$65,500)	\$0
8 8	Convert high school transcript records to CD-ROM and maintain those records at Ball High School. p. 326	(\$1,400)	(\$1,400)	(\$1,400)	(\$53)	(\$53)	(\$4,306)	\$0
	<b>Totals Chapter 8</b>	<b>(\$119,359)</b>	<b>(\$113,859)</b>	<b>(\$113,859)</b>	<b>(\$112,512)</b>	<b>(\$112,512)</b>	<b>(\$572,101)</b>	<b>\$0</b>
<b>TOTALS FOR ALL CHAPTERS</b>								
	<b>TOTAL SAVINGS</b>	<b>\$1,706,871</b>	<b>\$2,036,267</b>	<b>\$2,036,267</b>	<b>\$2,999,074</b>	<b>\$2,999,074</b>	<b>\$11,777,553</b>	<b>\$893,963</b>
	<b>TOTAL COSTS</b>	<b>(\$1,585,221)</b>	<b>(\$1,679,693)</b>	<b>(\$1,677,593)</b>	<b>(\$1,651,246)</b>	<b>(\$1,651,246)</b>	<b>(\$8,244,999)</b>	<b>(\$93,060)</b>
	<b>NET SAVINGS (COSTS)</b>	<b>\$121,650</b>	<b>\$356,574</b>	<b>\$358,674</b>	<b>\$1,347,828</b>	<b>\$1,347,828</b>	<b>\$3,532,554</b>	<b>\$800,903</b>
	<b>5 Year Gross Savings</b>			<b>\$12,671,516</b>				
	<b>5 Year Gross Costs</b>			<b>(\$8,338,059)</b>				
	<b>Grand Total</b>			<b>\$4,333,457</b>				

# EXECUTIVE SUMMARY

	<b>Recommendation</b>	<b>2000-2001</b>	<b>2001-2002</b>	<b>2002-2003</b>	<b>2003-2004</b>	<b>2004-2005</b>	<b>Total 5-Year (Costs) or Savings</b>	<b>One Time (Costs) or Savings</b>
<b>Chapter 9 Child Nutrition Services</b>								
89	Develop formal job descriptions with required competencies for each position in the Child Nutrition Services Department. p. 337	\$0	\$0	\$0	\$0	\$0	\$0	\$0
90	Revise Child Nutrition Services Department's personnel policies to conform to districtwide personnel policies. p. 338	\$0	\$0	\$0	\$0	\$0	\$0	\$0
91	Provide job descriptions, training materials and recipes for Child Nutrition Services employees in English and Spanish. p. 339	\$0	\$0	\$0	\$0	\$0	\$0	\$0
92	Increase meal participation by eliminating barriers and	\$65,239	\$65,239	\$65,239	\$65,239	\$65,239	\$326,195	\$0







1	report all hazardous routes to TEA. p. 370							
10 2	Identify and report all career and technology education miles to TEA. p. 372	\$6,890	\$6,890	\$6,890	\$6,890	\$6,890	\$34,450	\$0
10 3	Collect data on key performance indicators to measure and monitor the performance of the Transportation Department. p. 373	\$0	\$0	\$0	\$0	\$0	\$0	\$0
10 4	Purchase and implement computer-based route scheduling software. p. 375	\$10,225	\$34,911	\$34,911	\$34,911	\$34,911	\$149,869	(\$27,810)
10 5	Develop a list of all required personnel records for Transportation employees and determine where each document will be stored and how the records will be maintained. p. 378	\$0	\$0	\$0	\$0	\$0	\$0	\$0
10 6	Perform behind-the-wheel evaluations of all bus drivers at least once a semester p. 379	\$0	\$0	\$0	\$0	\$0	\$0	\$0
10	Restrict the	\$0	\$0	\$0	\$0	\$0	\$0	\$0

7	handling of bus-riding suspensions to school principals and assistant principals. p. 379							
10 8	Increase the mileage charge for non-school groups to equal the district's actual cost of providing transportation. p. 380	\$26,316	\$26,316	\$26,316	\$26,316	\$26,316	\$131,580	\$0
10 9	Purchase and implement an automated fleet maintenance system. p. 382	\$0	(\$2,500)	(\$400)	(\$400)	(\$400)	(\$3,700)	\$0
11 0	Purchase regular instead of premium unleaded fuel for all gasoline-powered buses. p. 383	\$4,050	\$4,050	\$4,050	\$4,050	\$4,050	\$20,250	\$0
11 1	Adopt a 15-year bus replacement cycle. p. 384	(\$95,000)	(\$95,000)	(\$95,000)	(\$95,000)	(\$95,000)	(\$475,000)	\$0
11 2	Lease-purchase a new bus washing system. p. 385	(\$25,000)	(\$25,000)	(\$25,000)	\$0	\$0	(\$75,000)	\$0
11 3	Conduct a study to determine the feasibility of outsourcing transportation services. p. 388	\$0	\$0	\$0	\$0	\$0	\$0	\$0
	<b>Totals-Chapter 10</b>	<b>(\$64,916)</b>	<b>(\$42,730)</b>	<b>(\$40,630)</b>	<b>(\$15,630)</b>	<b>(\$15,630)</b>	<b>(\$179,536)</b>	<b>(\$27,810)</b>







129	Develop a policy and procedure for responding to burglar alarms that does not allow custodians to answer burglar alarm calls. p. 441								
		(\$700)	(\$700)	(\$700)	(\$700)	(\$700)	(\$3,500)	\$0	
130	Provide communication devices in every classroom or at strategic locations at every campus. p. 443								
		(\$30,000)	(\$30,000)	(\$30,000)	(\$30,000)	(\$30,000)	(\$150,000)	(\$5,000)	
	<b>Totals-Chapter 12</b>	<b>\$199,862</b>	<b>\$199,862</b>	<b>\$199,862</b>	<b>\$199,862</b>	<b>\$199,862</b>	<b>\$999,310</b>	<b>(\$5,000)</b>	
<b>TOTALS FOR ALL CHAPTERS</b>									
	<b>TOTAL SAVINGS</b>	<b>\$1,706,871</b>	<b>\$2,036,267</b>	<b>\$2,036,267</b>	<b>\$2,999,074</b>	<b>\$2,999,074</b>	<b>\$11,777,553</b>	<b>\$893,963</b>	
	<b>TOTAL COSTS</b>	<b>(\$1,585,221)</b>	<b>(\$1,679,693)</b>	<b>(\$1,677,593)</b>	<b>(\$1,651,246)</b>	<b>(\$1,651,246)</b>	<b>(\$8,244,999)</b>	<b>(\$93,060)</b>	
	<b>NET SAVINGS (COSTS)</b>	<b>\$121,650</b>	<b>\$356,574</b>	<b>\$358,674</b>	<b>\$1,347,828</b>	<b>\$1,347,828</b>	<b>\$3,532,554</b>	<b>\$800,903</b>	
		<b>5 Year Gross Savings</b>		<b>\$12,671,516</b>					
		<b>5 Year Gross Costs</b>		<b>(\$8,338,059)</b>					
		<b>Grand Total</b>		<b>\$4,333,457</b>					



# Chapter 1

## DISTRICT ORGANIZATION AND MANAGEMENT

This chapter describes the organization and management of the Galveston Independent School District (GISD) in five areas:

- A. Board Governance
- B. Planning
- C. Organization and Staffing
- D. Site-Based Decision-Making
- E. Policies and Procedures
- F. Bolivar Peninsula

The organization and management of a school district requires cooperation between elected members of the Board of Trustees and staff of the district. The board's role is to set goals and objectives for the district in both instructional and operational areas, determine the policies that will govern the district, approve the plans to implement those policies and provide the funding necessary to carry out the plans.

The staff is responsible for managing the day-to-day implementation of the plans approved by the board and recommending modifications to ensure the district operates effectively. The superintendent, as the chief executive officer of the district, recommends the staffing levels and the amount of resources necessary to operate and accomplish the board's goals and objectives.

### **BACKGROUND**

The district's mission is "to develop the highest potential in each of its students by providing exemplary educational opportunities." GISD provides students these opportunities at 13 schools and a separate alternative education campus for secondary and elementary students. In 1998-99, the Texas Education Agency (TEA) rated GISD Academically Acceptable. TEA also gave one campus an Exemplary rating and two campuses were rated as Recognized. All other campuses received an Acceptable rating, except for the alternative school, which was rated Low Performing. Enrollment for 1998-99 reached 9,873 students. The district is served by Regional Education Service Center 4 (Region 4), located in Houston.

For this review, GISD selected peer districts for comparative purposes based upon certain similarities in student enrollment, student performance, and community and student demographics. Those districts are Brazosport,

Bryan, College Station, Longview, Lufkin, Port Arthur, Waco and Wichita Falls.

# Chapter 1

## DISTRICT ORGANIZATION AND MANAGEMENT

### A. Board Governance

An elected Board of Trustees governs each Texas school district, which governs and oversees the management of the schools. District residents elect school board members either at-large, districtwide, or from single-member districts that cover only a portion of the school district.

Each board derives its legal status from the Texas Constitution and the Texas Legislature. The board must function in accordance with applicable state and federal statutes, controlling court decisions and applicable regulations pursuant to state and federal law. Under Section 11.151 of the Texas Education Code, each board has specific statutory powers and duties, including:

- Governing and overseeing the management of the district's public schools;
- Adopting such rules, regulations and bylaws as the board deems proper;
- Approving a district-developed plan for site-based decision-making and providing for its implementation;
- Levying, collecting taxes and issuing bonds;
- Selecting tax officials, as appropriate to the district's need;
- Preparing, adopting and filing a bud get for the next succeeding fiscal year and filing a report of disbursements and receipts for the preceding fiscal year;
- Having the district's fiscal accounts audited at district expense by a certified public accountant holding a permit from the Texas State Board of Public Accountancy following the close of each fiscal year;
- Publishing an annual report describing the district's educational performance, including campus performance objectives and the progress of each campus toward those objectives;
- Receiving bequests and donations or other money coming legally into its hands in the name of the district;
- Selecting a depository for district funds;
- Ordering elections, canvassing the returns, declaring results and issuing certificates of election as required by law;
- Disposing of property no longer necessary for the school district's operation;
- Acquiring and holding real and personal property in the name of the district; and

- Holding all powers and duties not specifically delegated by statute to the Texas Education Agency or the State Board of Education.

The GISD board has seven members elected from single-member districts for three-year terms (**Exhibit 1-1**). Terms are staggered so no more than three seats are filled each election. Elections are held each year on the first Saturday of May.

The board meets monthly on the third Wednesday at 7:30 pm in the boardroom in the Administration Building. Each year, following installation of newly elected board members, the board elects officers.

**Exhibit 1-1  
GISD Board Members  
December 1999**

<b>District</b>	<b>Board Member</b>	<b>Board Position</b>	<b>Term Expires</b>	<b>Occupation</b>
1A	Michael E. Bell, Sr.	Trustee	May 2000	Church pastor
2B	David H. O'Neal, Jr.	Vice President	May 2001	Postal worker
3C	Deborah Jones	Trustee	May 2000	University administrator
4D	Ann Simmons	President	May 2000	College administrator
5E	Johnny Enriquez	Trustee	May 2002	Not-for-profit organization administrator
6F	Walt Syers	Trustee	May 2002	Bank president
7G	Sandy Standridge	Secretary	May 2001	Retired nurse

*Source: GISD superintendent.*

**FINDING**

The GISD board is divided, making it difficult for the board to meet its responsibilities as trustees, to govern and oversee the management of the district. This deteriorating relationship is further undermined by the lack of trust some board members have in the superintendent, and by a lack of mutual respect between and among board members and the superintendent. Issues are often personalized.

Focus group participants, GISD staff and residents told TSPR the following:

- "Community distrust of the administration and the board creates low morale in the district."
- "Lack of support for the administration by the board."
- "The issue is accountability. I see no gross mis-management."
- "There must be true budget leadership and oversight."
- "The district needs leadership that can envision solutions to school problems and solve them within available community resources."
- "Make the board members responsible for their actions."
- "People want to believe in and have confidence in the district."
- "They want the confidence re-established."
- "There is a crisis of confidence and credibility in GISD toward the school board."
- "Trust and honesty issues must be addressed."
- "It seems that the district identifies needs and studies problems, but no action is taken, usually because there is no money."
- "Without a disciplined budget process, groups become enemies, i.e., athletics and academics, etc."
- "We need to know what's working and what's not working in the district. If it's not working, it should go!"

Seventy percent of the teachers responding to TSPR's written survey disagreed or strongly disagreed with the statement, "The school board has a good image in the community." Forty-five percent of the principals and assistant principals responding to the survey disagreed or strongly disagreed with the statement, "School board members understand their role as policymakers and stay out of the day-to-day management of the district." Only 33 percent of the parents responding strongly agreed or agreed with the statement, "School board members listen to the opinions and desires of others."

Board micromanagement is not uncommon. Board members seek the position because they are concerned about education and are problem-solvers, and it is not surprising they may tend to jump in to try to "fix" some situations. The Spring Independent School District board offers a best-practice model in this arena. Spring ISD's board and superintendent team have been repeatedly commended on their ability to govern and oversee their district. The members practice self-discipline and monitor themselves to avoid imposing their wills on the district's day-to-day operations. This "self-policing" is supported by a combination of one-on-one talks among the superintendent, board president and board members, as well as discussions during board work sessions.

Since the mid-1990s, Spring ISD's board presidents and administrators have made presentations to other school district boards on board management, using board committees, and long-range planning at state and national educational conferences and in other school districts.

**Recommendation 1:**

**Establish "self-censorship" guidelines and obtain additional guidance concerning governance issues from a variety of sources.**

The GISD board could benefit from examining the Texas Association of School Boards (TASB) guidelines for self-policing, as Spring ISD has done. Future GISD board meetings should include ongoing discussion of good governance practices. The board has used a private facilitator for specific purposes in the past, and a facilitator would be beneficial in the future.

As specific governance issues are addressed, the board can discuss specific remedies or practices that would support their efforts to avoid micromanagement. For example, in the case of concerns voiced by parents or community members about classroom activities, the board should establish written guidelines outlining how citizens can properly use the district's chain of command for resolving such issues, with the board being the last resort after other avenues have been exhausted.

While the board and administration have specific roles and functions that should be clearly delineated, their roles and functions are interdependent. Additional internal GISD board training and discussions on governance should focus on updating board policy and procedures and on guidelines for planning, accountability and personnel.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The board obtains TASB's self-censorship guidelines through the director of Communications.	July 2000
2.	The board reviews the guidelines as a group in a special meeting.	August 2000
3.	The superintendent's office obtains the training schedule from TASB and other vendors and provides those to the board along with information on meeting facilitators.	September 2000
4.	Board members attend training sessions and use a facilitator in district meetings when necessary.	September 2000 and Ongoing
5.	Board members use an evaluation instrument developed by the facilitator to assess the need for additional training.	January 2001 and yearly

	thereafter
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## **FISCAL IMPACT**

Additional costs for training and facilitators would be approximately \$2,000 per year based on a facilitator fee of \$250 per hour for one eight-hour session. The cost of this training could be covered within the board's current training budget.

## **FINDING**

The GISD's school board policies and the administrative procedures necessary to implement the policies are not current. The policies and procedures were last updated and approved by the board following the 1995 Texas Legislature, using the Texas Association of School Board's (TASB) *Policy Reference Manual* to assist them in updating the policies and procedures. The manual provides model policies, which districts can adapt to local circumstances.

In 1997, GISD considered using TASB's Localized Policy Service, which develops local policies and administrative procedures that are consistent with federal and state law, rules and regulations. The district concluded, however, that the approximate \$9,000 annual cost was excessive.

As an alternative, in May 1998, GISD chose the Public Policy Center, Inc., of Austin, Texas, to develop and provide board policies and administrative procedures. The center updates all materials and makes them available on diskettes and online at an annual cost of \$3,800.

GISD's board policy review committee and staff have worked with representatives of the center to convert the TASB materials previously used by the district to the center's revised format. Meetings called to work on policy revisions, however, have often turned into work sessions on other priority issues, such as the board's travel policy.

GISD is using a booklet compiled by the district's attorney as a reference as if it were the board's policy manual. It only addresses state laws, not local policies, nor administrative regulations.

Clearly, updating policies and procedures is not a priority of the board. The district is at potential legal risk if policies and procedures are not clear and are not consistently followed.

## **Recommendation 2:**

**Complete the process of revising and updating the district's board policies and related administrative procedures.**

GISD should complete the current policy revision process. One position within GISD should be given the responsibility for monitoring policy changes and for ensuring that updates and revisions are issued regularly.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The board and superintendent develop a schedule for revising and updating the district's policies and administrative procedures.	July 2000
2.	The superintendent assigns a member of the staff to coordinate the task of revising and updating the district's policies and administrative procedures.	July 2000
3.	The superintendent and the assigned staff member meet with the board to receive input on issues, policies or situations that should be addressed in the revision process.	September 2000
4.	The superintendent and the staff member present the proposed revisions to the board for consideration.	December 2000
5.	The board considers and approves the proposed revisions.	January 2001
6.	The superintendent meets with the principals and district department heads to review the changes.	March 2001
7.	The superintendent distributes the revised policies and procedures throughout the district and to other locations as appropriate.	March 2001

**FISCAL IMPACT**

This recommendation can be implemented with existing district resources.

**FINDING**

GISD adopted its current mission statement in 1989. The district's mission is "to develop the highest potential in each of its students by providing exemplary educational opportunities." Board members and staff said the mission statement has never been taken seriously. Neither board members nor staff consider it as a framework for district planning and decision making.



GISD does not have a statement of core values and beliefs supporting the mission statement. Board and staff members said it was never discussed, nor considered an important priority. The core values and beliefs of a district are those values and beliefs that never change. They give an organization its identity and character and provide the individuals who work in the organization a reliable source of stability. Core values and beliefs are the standards against which all policies and actions are measured and are expressed in every aspect of district behavior and operation.

In 1999, Houston ISD adopted core values (**Exhibit 1-2**).

**Exhibit 1-2  
Core Values Adopted by Houston ISD**

<b>Core Value</b>	<b>Brief Description</b>
Safety above all else.	Safety takes precedence over all else. A safe environment must be provided for every student and employee.
Student learning is the main thing.	All decisions and actions, at any level, focus on and support "the main thing": effective student learning.
Focus on results and excellence.	Each employee focuses on results and excellence in individual and organizational efforts.
Parents are partners.	Parents are valued partners in the education process, serving as the child's teacher in the home. All school and district activities will give proper consideration to the involvement of parents.
Common decency.	All members of the organization, both students and employees, deserve and must receive respectful and courteous treatment.

*Source: HISD Office of the Superintendent.*

Once a district has established core values, they then are reflected in the mission statement, goals, objectives, and strategic plans.

**Recommendation 3:**

**Amend the mission statement to identify and communicate clearly the values and beliefs that guide the district and serve as the basis for all policies and actions.**

Once the mission statement is amended and core values and beliefs are adopted, they should be communicated to the community and all decisions of the board should be measured against that statement.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The board, assisted by the superintendent, amends the mission statement and adopts a statement of values and beliefs for GISD.	July 2000
2.	The superintendent meets with the district's senior staff to review the mission statement and the statement of core values and beliefs.	August 2000
3.	The superintendent develops a plan for sharing the mission statement and core values and beliefs and for emphasizing their importance as a frame of reference for all future district policies, actions and decisions.	August 2000
4.	The superintendent assigns responsibilities and the plan is implemented.	Ongoing

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

# Chapter 1

## DISTRICT ORGANIZATION AND MANAGEMENT

### **B. Planning**

Planning and budgeting are critical to effective management. Planning enables a district to define goals and objectives, establish priorities, select appropriate implementation strategies and determine critical performance measures to achieve the goals and objectives.

The budget process should follow the plan's development and implementation by allocating the resources necessary to reach the plan's performance targets. When coordinated properly, the combination of planning and budgeting reduces confusion and conflict over how scarce resources are distributed.

School districts with effective planning systems divide the process into a series of key components that provide the information necessary to develop the plan, update it or implement plan priorities. These key components include annual district priorities; campus improvement plans; a regular program evaluation cycle; ongoing evaluation of the personnel implementing the plan; a budget tied to the plan's priorities; and a management information system.

Annual priorities are adopted by the board each year and indicate what the district will do during the year to achieve the district's goals and objectives. This plan can be either the state's required District Improvement Plan (DIP) or a freestanding strategic plan that incorporates the DIP as well as other areas that are not required in the DIP. The plan must set priorities and clearly measurable objectives, assign responsibility for implementation at each level and define a mechanism to measure how and when priorities are achieved.

Campus Improvement Plans (CIPs) are developed through a combined effort of the principal and the site-based decision-making committee on each campus. They identify what each school will do in a given year to help achieve district and school objectives.

The program evaluation cycle for every educational program implemented in the district begins by documenting what is expected to happen in each program taught in the district. Then, in each year of the plan, progress is measured and key leaders and participants determine whether new programs or modifications to existing ones are necessary.

The personnel evaluation system measures how well district personnel perform in accomplishing objectives. A summary annual evaluation provides information for individual and system improvement.

Through its District Improvement Plan (DIP), GISD has established 12 long-range goals that cover six different areas (**Exhibit 1-3**). The goals were established by the district's Decision-Making Council and form the basis for the district's annual improvement plans.

**Exhibit 1-3  
GISD Long-Range Goals  
1999-2000**

Area/Goal	Description
<b>Curriculum</b>	
1.0	To develop districtwide curriculum standards for all subjects and grades.
<b>Instruction</b>	
2.0	To plan and implement instructional techniques, resources, and technology that complement the curriculum and optimize the learning environment.
3.0	To develop and implement districtwide guidelines, which address the special learning needs of all students.
4.0	To develop and implement districtwide guidelines to govern the appropriation of funds and related resources to students at all campuses.
<b>Social and Family Development</b>	
5.0	To develop and implement a parent orientation and referral system that will include a community outreach and support network.
6.0	To develop and implement a plan that increases family involvement and strengthens parental accountability in the educational process.
7.0	To establish joint partnerships between schools and all aspects of the community to foster active involvement in learning.
<b>Learning Environment</b>	
8.0	To develop and enforce a consistent, comprehensive, inclusive, districtwide discipline plan developed cooperatively with GISD, juvenile authorities and all aspects of the community, which hold students and their parents accountable for their actions.
<b>Staff Development</b>	

9.0	To establish systematic, ongoing staff development programs, which are cohesive and relevant, which encompass district goals, and which include components for extensive follow-up and utilization of district staff.
<b>Assessment and Evaluation</b>	
10.0	To develop an evaluation system that will determine the proficiency of districtwide curriculum and instructional programs and practices based on multiple criteria.
11.0	To develop student performance measures and other assessments based on district curriculum standards.
12.0	To develop a system that fosters student accountability academically and behaviorally at all levels.

*Source: GISD District Improvement Plan, 1999-2000.*

According to the Texas Education Code (Section 11.251), the DIP should reflect the instructional priorities of a school district. The annual improvement plan for 1999-2000 has five goals: to improve student achievement in reading, math, and writing; to improve student attendance; to reduce the frequency of student dropout; to improve parent participation; and to improve delivery of services to special-population students. **Exhibit 1-4** describes some of GISD's key strategies to accomplish these goals.

**Exhibit 1-4**  
**GISD Annual Improvement Goals and Key Strategies**  
**1999-2000**

<b>Goal</b>	<b>Strategy</b>
To improve student achievement - reading	Continue to implement and monitor Success For All program
	Design and develop K-12 curriculum including tutorials
To improve student achievement - math	Implement new math curriculum
	Continue to align math curriculum with TEKS and other standards
To improve student achievement -	Implement strategies to develop skills in the areas of elaboration, proof reading, and grammar

writing	
	Train teachers in Holistic scoring of writing samples
To improve student attendance	Convene community-based attendance task force
	Promote public awareness of GISD attendance rates
To reduce the frequency of student dropout	Site-teams will implement programs that foster student participation in after-school activities
	Social workers will visit homes of students with special needs as requested
	Site-teams will implement programs that foster positive pupil/teacher relationships
To improve parent participation	Develop programs to encourage parental participation in site-based and program-based committees (for example, G/T advisory, District Decision-Making Council, Campus Council)
	Increase communication of school events and activities to parents via media resources
To improve delivery of service to Special-population students	Create advisory councils of GISD staff, parents of students and community members for each special population program
	Conduct standards-based assessment of special-populations program compliance

*Source: GISD District Improvement Plan, 1999-2000.*

Each campus' CIP must be aligned with the goals described in the DIP. The CIP takes each district goal and identifies what each campus must do to accomplish or maintain achievement of the district goal on that campus.

## **FINDING**

There is no link between the DIP and the district's budget. Department heads and other central office personnel said that there is very limited communication during the budget process and no feedback about why they received the budget allocation for the year and why other requested expenditures were cut. In the final DIP, no dollar amounts are tied to each priority

Principals said that individual campus budgets are not tied to the campus improvement plans. They also said they are reluctant to give up control of

the budget to the site-based committees or to specify the budget particulars in the CIP. The director of Planning and Evaluation also noted principals' reluctance to specify how much is actually spent by priority and then to be held accountable for achieving the priority.

However, the director of Planning and Evaluation and principals said that where the site-based committees are fully involved in the campus planning and decision-making process, budget resources are more closely tied to the CIP. For example, at Weis Middle School, the chair of the site-based decision-making committee (SBDM) said the principal shares the total budget amount available with the committee, and the committee makes the final determination on budget allocations and campus priorities.

In 1999-2000, due to lower scores in writing on the Texas Assessment of Academic Skills (TAAS), the required statewide test of all students at various grade levels, money was diverted from the budget of the science department to fund additional programs in writing. At Austin Middle School, however, the SBDM chair said the principal had not shared a campus budget with the committee.

School districts such as Spring and Houston include the management of the school budget as part of the evaluation of the principal. In Houston, incentive compensation is provided to schools based upon student achievement from one year to the next.

This link also makes communication of the district's budget to the community much easier. The community has complained that the budget priorities haven't been properly communicated. The district's current format, required by the Texas Education Agency, requires submitting the budget in the format of the state accounting system, for example, by specific functions, objects and sub-object codes. This format is confusing for the average person because it has functions that are then broken down into numerous line items called objects and sub-objects. To get an accurate total of the funding for any one program, figures must be added from several different line items, possibly across several functions, to get a total picture of the cost of any item.

Spring ISD has an effective system for displaying district priorities and the budget allocated to each one (**Exhibit 1-5**).

**Exhibit 1-5**  
**Spring ISD General and Special Revenue Funds Budget by Priorities**

<b>Goal</b>	<b>Budget</b>	<b>Percentage</b>
1. Enhance the quality of teachers and support staff		

	Recruiting	\$482,913	0.47%
	Salary and Benefits	\$59,026,039	57.58%
	Teacher Incentives and Recognition	\$2,352,032	2.29%
	Teacher Development and Improvement	\$1,578,837	1.54%
	<b>Total</b>	<b>\$63,439,821</b>	<b>61.89%</b>
	2. Strengthen student achievement and educational programs	\$12,502,709	12.20%
	3. Increase the quality and quantity of parent involvement	\$1,086,683	1.06%
	4. Provide strong fiscal management, protect the district' investment in facilities and equipment and meet instructional space needs	\$12,221,996	11.92%
	5. Reduce the number of students at risk for dropping out of school	\$1,417,880	1.38%
	6. Provide for safety of students and staff in the schools	\$969,734	0.95%
	7. Increase the effectiveness of student discipline	\$2,104,071	2.05%
	8. Eliminate substance abuse	\$800,104	0.78%
	9. Improve the transition of students from elementary to middle school, from middle school to high school, and from high school to college and work	\$1,149,095	1.12%
	10. Expand computer support applications for teachers and instructional services for students	\$1,517,800	1.48%
	11. Expand school-business partnerships	\$31,000	0.03%
	<b>Total Five Year Education Plan Priorities</b>	<b>\$97,240,893</b>	<b>94.86%</b>
	Other General Support (Transportation, tax office, school activity)	\$5,269,386	5.14%
	<b>Total General and Special Revenue Funds Budget</b>	<b>\$102,510,279</b>	<b>100.00%</b>

*Source: SISD Five-Year Education Plan Budget Priorities.*

**Recommendation 4:**

**Tie the allocation of resources to the District and Campus Improvement Plans.**



Part of the performance evaluation of principals and teachers should be how well they match their resources to identified priorities of the district and the success each campus has in using those resources to achieve the goals. SBDM committees should be involved in determining how resources are used to achieve district and campus priorities; however, a degree of flexibility must be left to the principal to meet unforeseen circumstances (for example, the opportunity to get an outside speaker for teacher staff development).

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The assistant superintendent of Business Services and the director of Planning and Evaluation develop a process for allocating funds, using the District Improvement Plan (DIP).	August - October 2000
2.	The assistant superintendent of Business Services and the director of Planning and Evaluation review the process with the assistant superintendent of Curriculum and Instruction and the superintendent.	October 2000
3.	The assistant superintendent of Business Services, the assistant superintendent of Curriculum and Instruction and the director of Planning and Evaluation develop a process so that each school can apply the same approach to its Campus Improvement Plan (CIP).	November - December 2000
4.	The assistant superintendent of Business Services and the director of Planning and Evaluation meet with each principal to discuss the approach and receive comments and suggested modifications.	January 2001
5.	The assistant superintendent of Business Services and the director of Planning and Evaluation finalize the process and present it to the superintendent for approval.	February 2001
6.	The superintendent approves the process and recommends it for approval to the board.	February 2001
7.	The board approves the process and directs the superintendent to implement it.	February 2001
8.	The superintendent directs the assistant superintendent of Business Services and the director of Planning and Evaluation to initiate the process.	February 2001 and Ongoing

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

## **FINDING**

The DIP is usually not approved by the board until September or October of each year, at least a month after the deadline for budget adoption on August 31 of each year. As a result, the CIPs cannot be prepared until at least three months into the school year. The timing limits the ability of schools to design programs to accomplish district objectives and for the district to hold individual campuses accountable.

Other districts' boards in the area, such as in Clear Creek, Spring, Klein, Spring Branch, and Katy, approve their DIPs as part of the annual budget process. The districts' boards then use the approved DIP to adjust the budget allocations to reflect any changes in priorities mandated in the DIP.

### **Recommendation 5:**

#### **Schedule the completion and approval of the District and Campus Improvement Plans before the beginning of the school year.**

The director of Planning and Evaluation, as chair of the DIP committee, should establish a schedule for reviewing the plan and updating it. This schedule should be shared with each principal, SBDM committee chair and CIP chair. The CIP chair on each campus should establish a schedule for the campus committee so the CIP is completed before the school year begins.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The assistant superintendent of Curriculum and Instruction, the director of Planning and Evaluation, the principals, the chairs of the site-based decision-making committees and the CIP chairs meet to establish a new timeframe for completion, submission and the board's approval of the DIP and the CIPs.	September - October 2000
2.	The assistant superintendent and the directors prepare a new schedule based upon this input and recommend it the superintendent for approval.	October 2000
3.	The superintendent approves the new schedule and recommends it to the board for approval.	November 2000
4.	The board approves the new schedule and authorizes the superintendent to implement the new schedule.	December 2000
5.	The director of Planning and Evaluation initiates the DIP process.	February 2001

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

# Chapter 1

## DISTRICT ORGANIZATION AND MANAGEMENT

### **C. Organization and Staffing**

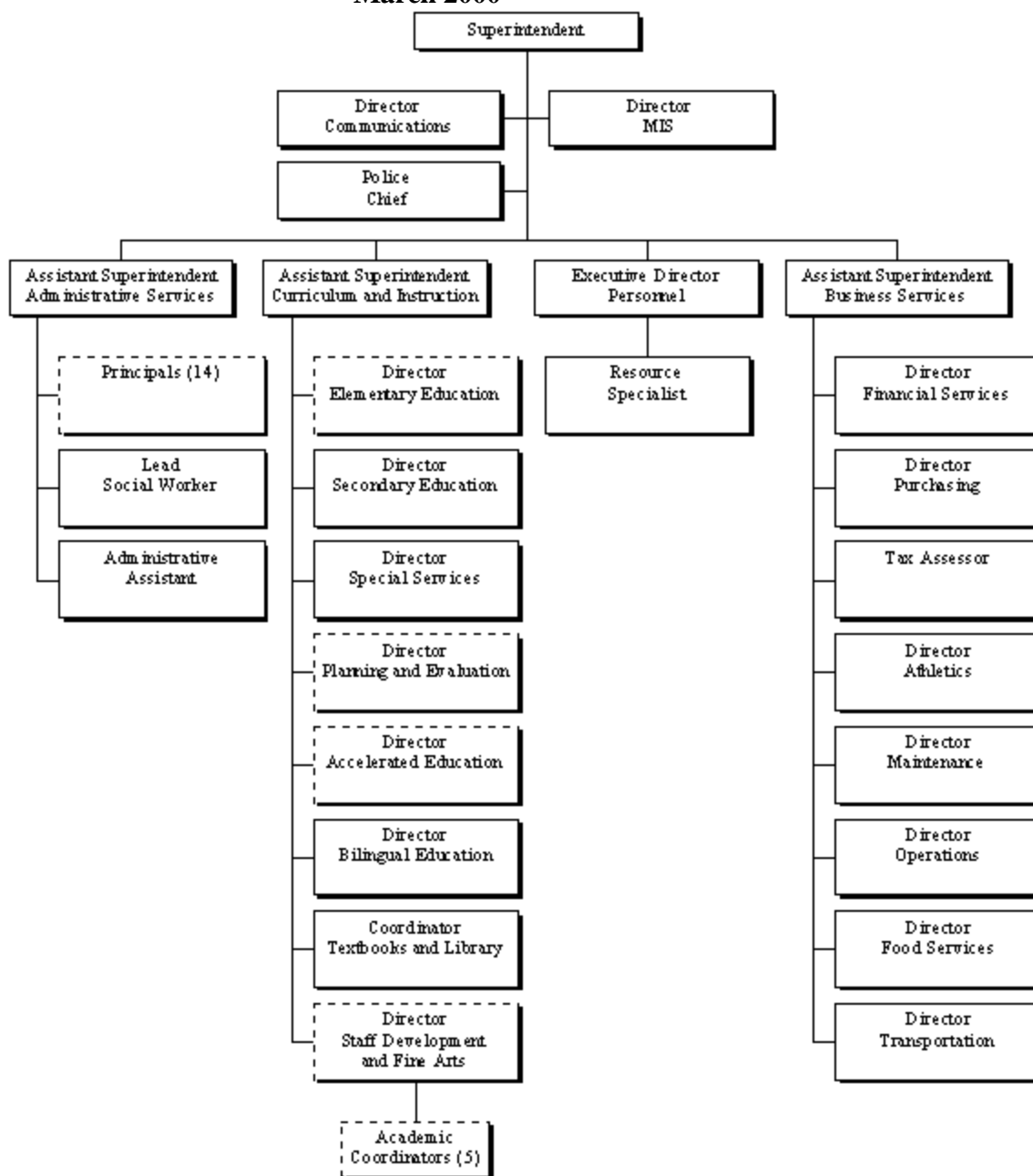
A superintendent and senior staff members who report to the superintendent manage GISD. As specified by Section 11.201 of the Texas Education Code, the superintendent is primarily responsible for:

- Planning, operation, supervision, and evaluation of the educational programs, services, and facilities of the district and for annual performance appraisals of the staff;
- Assigning and evaluating all district personnel;
- Terminating or suspending staff members or the non renewal of staff members' term contracts;
- Day-to-day management of district operations;
- Preparing district budgets;
- Preparing policy recommendations for the board and administration;
- Developing appropriate administrative regulations to implement board policies;
- Leadership in improving student performance; and
- Organizing the district's central administration.

**Exhibit 1-6** presents GISD's current organization.

### **Exhibit 1-6 GISD Organization**

March 2000



Source: Superintendent, GISD, March 2000.

## FINDING

There is no position responsible for coordinating the preparation of all the information necessary to prepare a long-range plan for the district. Instead, at least five different positions are involved in preparing information commonly found in a long-range or strategic plan:

- The director of Planning and Evaluation receives information from the district and campus committees to prepare the DIP and CIPs. No financial information is attached to these plans.
- The assistant superintendent of Business Services prepares the annual facilities construction and maintenance needs with assistance from the director of Maintenance. During 1999, a citizens committee prepared a prioritized list of key facility and maintenance needs; however, no facilities master plan and associated financial plan has been prepared.
- The director of Management Information Services (MIS) prepares information about technology initiatives or projects to be accomplished during the year and has created an informal technology plan. No financial information is attached to this plan.
- The assistant superintendent of Curriculum and Instruction prepared the district's plan to reach a TEA rating of Recognized. No financial information is attached to this plan.

As a result, there is no prioritization of resources and coordination concerning the district's priorities. Consequently, resource allocation decisions are made on an item-by-item basis rather than with a full understanding of the overall needs of the district.

Fort Bend ISD has a strategic plan that involves five key areas, including an instructional strategy, a service strategy, an organization and management strategy, a finance and facilities strategy, and a research and development strategy. One position, director of Administrative Services, is the coordinator who makes sure that all information is gathered, that work groups and committees are formed and scheduled and that key issues are addressed in each area.

GISD's director of Communications operates in a role that involves coordinating functions across all district departments. Having served in that position for 11 years, the director works with positions throughout the district gathering information to promote GISD programs.

The superintendent also uses the position for handling districtwide responsibilities that involve planning:

- In 1994, the director coordinated the bond election campaign and assisted in the development of financial, demographic and facility information necessary to support the total bonds requested.
- In 1998, the director coordinated a district evaluation of all extracurricular activities, excluding athletics. The evaluation examined participation, costs for participants and the district, recruitment and sponsor stipends.

- In 1999, the director coordinated the citizens committee that evaluated GISD facilities needs and scheduled meetings, coordinated the development of financial and other information needed by the committee and oversaw the preparation of the final report of the committee.
- In 1999, the director convened a summit of minority community representatives to discuss the issue of minority student exemption from TAAS. The director still meets regularly with these representatives.
- In 1999, the director served as the key contact person and coordinator for the TSPR management and performance audit.

**Recommendation 6:**

**Eliminate the director of Communications position and transfer the position's responsibilities to a new director of Planning position with the responsibility for coordinating all the district's key planning efforts.**

The director of Planning should be responsible for coordinating the positions involved in providing information that is required in each key area of the district's operations, such as financial management, personnel management, facilities use and maintenance and technology acquisition. In this way, issues and priorities that cut across functions within the district can be properly addressed and resources applied in the most effective way.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent and the executive director of Personnel develop a job description for the position of director of Planning and review it with the director of Communications.	July 2000
2.	The superintendent reviews the position with the Board of Trustees.	August 2000
3.	The board approves the new position and responsibilities and authorizes the superintendent to change the director of Communications position to director of Planning.	September 2000
4.	The superintendent implements the change.	October 2000

**FISCAL IMPACT**

Since this recommendation only involves a change in title and function of an existing position at the same level, this recommendation can be implemented with existing resources.

## **FINDING**

The now vacant assistant superintendent of Administrative Services position supervises 14 principals, the lead social worker and an administrative assistant. The position also promotes community involvement and outreach through the supervision of principals. The superintendent supervised the principals during 1999 while the assistant superintendent of Administrative Services was on disability leave. The principals said they don't see enough of the superintendent.

The administrative assistant to the assistant superintendent of Administrative Services responds to special project/problem issues, such as parent complaints or student transfer requests, while the social worker handles the needs of the students.

### **Recommendation 7:**

**Eliminate the assistant superintendent of Administrative Services position and transfer the position's responsibilities to the superintendent.**

The superintendent would become the primary supervisor for the principals, thereby encouraging more direct interaction between them. The superintendent would also supervise the social worker and the administrative assistant.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The elimination of the assistant superintendent of Administrative Services position and transfer of responsibilities is reviewed with the superintendent.	July 2000
2.	The superintendent approves the elimination and recommends it to the board.	August 2000
3.	The board approves the recommendation and directs the superintendent to implement the organizational change.	September 2000

## **FISCAL IMPACT**

The assistant superintendent position's salary is \$81,599. With 25 percent of salary for benefits (\$20,400), the total savings of eliminating the position is \$101,999.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
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Eliminate the assistant superintendent of Administrative Services position and transfer the position's responsibilities to the superintendent.	\$101,999	\$101,999	\$101,999	\$101,999	\$101,999
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## FINDING

GISD does not have a position responsible for handling employee relations, such as identification of employee concerns, issues with implementation of policies and procedures, employee morale and grievances. The Personnel Department coordinates the grievance process and handles exit interviews. The only reference to any employee relations function is in the job description of the executive director, under the heading of "school/organizational climate."

Curriculum and Instruction (C&I) Department staff each are assigned to act as a liaison to one or more campuses, participate in the site-based decision-making committee meetings and assist in addressing campus issues. Some principals said that C&I staff are never on campus for long periods of time and that many of the teachers do not know who they are.

The assistant superintendent for Business Services is responsible for all of the auxiliary departments (i.e., transportation, food service, maintenance and custodial operations), but department heads said the assistant superintendent rarely visited their sites or met with employees.

The American Association of School Personnel Administration (AASPA), in its *Standard for School Personnel Administration*, emphasizes the need for integrating community and employee relations. AASPA recommends that districts establish regular means of communication to key groups: parents, business, community organizations, teachers, principals and students. Highlighting the role in the organization is another key that shows the organization is committed to listening to employees, parents and citizens, and addressing their concerns and problems.

Two other key attributes are good leadership and good data. Good leadership means that managers know how to get people committed to the organization; enable them with tools, trust and training; and show that they care about employees as human beings and that there is a commitment to people-oriented values.

Good data is another key. Exit interviews are fine, but they often come only after an entity loses a valuable resource, and they don't always reflect the true reason why someone leaves an organization.

### **Recommendation 8:**

#### **Create a director of Community and Employee Relations position.**

The new position would handle all external and internal communications and all problems/issues concerning employees and community outreach.

The employee relations function within the Personnel Department should be separated and combined with the public information, volunteer/business partnership, and special problem functions now in other departments as discussed elsewhere throughout this report.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The executive director of Personnel develops a job description for the new position and reviews it with the superintendent.	July 2000
2.	The superintendent approves the job description and recommends it to the board for approval.	August 2000
3.	Upon board approval, the executive director of Personnel advertises the position.	September - November 2000
4.	The superintendent interviews and hires a candidate.	December 2000
5.	The director assumes the position and implements the organizational changes.	January 2001

### **FISCAL IMPACT**

The average salary of a GISD director is \$58,155. With 25 percent of salary for benefits (\$14,539), the total costs of the new director position would be \$72,694. One-half of that amount is estimated for 2000-2001 due to the January start date.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Create a director of Community and Employee Relations position.	(\$36,347)	(\$72,694)	(\$72,694)	(\$72,694)	(\$72,694)

### **FINDING**

The superintendent has been operating with limited senior staff:

- The assistant superintendent of Administrative Services was on disability leave and retired at the end of 1999. This position supervised all the principals.
- The assistant superintendent of Business Services resigned in January 2000 to take a position in another district. The district has since hired a replacement.
- Five of the 14 principals have been a principal in GISD for two years or less.
- A number of the personnel, especially in the instructional support areas, have multiple program or functional responsibilities that distract them from focusing in any one area.

Other organizational issues are noted by TSPR and discussed in other chapters of this report. The assistant superintendent of Administrative Services position is vacant, and no position is now responsible for coordinating community and employee relations.

In planning and communications, the director of Communications position has been handling responsibilities that involve coordination and planning on a districtwide basis. Two positions are responsible for communications with the community, but no position is responsible for volunteer and business partnerships. Librarians report to a position that spends part-time in the Communications Department, and the prior incumbent was not a certified librarian and does not have educational experience.

In instructional technology, there is no staff to help teachers integrate technology in their lesson plans and train teachers to use technology.

The Physical Education/Athletics Department reports to the assistant superintendent of Business Services even though the primary function of the position is implementing the Texas Essential Knowledge and Skills (TEKS) curriculum for physical education.

The functions of guidance, counseling, testing and social work are fragmented and opportunities exist to provide better, coordinated service to students and families.

In non-instructional areas, the number of Maintenance Department crafts positions is below industry standards and cannot address facilities needs in GISD. Custodial staffing is above industry standards.

Also, opportunities may exist for outsourcing key functions of GISD: payroll, child nutrition, tax office, maintenance responsibilities, and transportation.

Overall, in the past several years, the district's difficulties in managing its business functions have overshadowed the successes of the district's educational achievements.

**Recommendation 9:**

**Reorganize central administration to provide an efficient and effective business operation.**

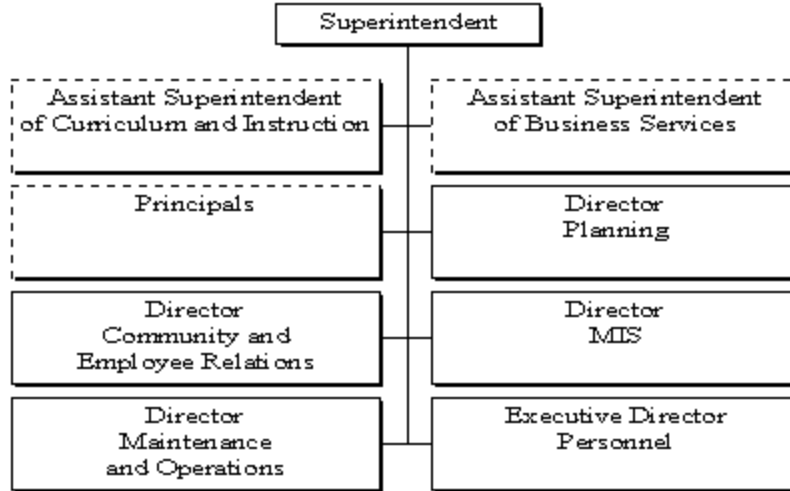
By reorganizing administrative services, continued educational improvements will result, with educational services once again becoming the primary focus in the district.

The following actions summarize the changes recommended throughout this report, which will provide an efficient business operation.

- Eliminating the assistant superintendent of Administrative Services position.
- Creating a new director of Community and Employee Relations position.
- Redefining the Director of Elementary Education position to Director of Guidance, Counseling, and Testing and assigning all counselors, social workers, and academic coordinators to report to this position.
- Consolidating the Maintenance and Operations Departments under one director and eliminating one director position.
- Redefining the director of Communications position to director of Planning position that would be responsible for coordinating all planning initiatives, monitoring board policies and their impact on planning, and integrating the community in the process.
- Redefining the position of coordinator of Media/Curriculum Support Services to a public information officer at the coordinator level.
- Establishing a position of coordinator of Volunteerism and Partnerships to handle school-business liaison and assist in developing a strong volunteer program.
- Redefining the position of executive director of Personnel to be the primary position responsible for recruiting and eliminating two paraprofessional positions.

The recommended organization is presented in **Exhibit 1-7**.

**Exhibit 1-7  
GISD Recommended Organization**



Source: TSPR.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The Board of Trustees authorizes the superintendent to reorganize GISD according to the recommended plan.	September 2000
2.	The superintendent and the executive director of Personnel prepare new job descriptions to reflect the recommended changes.	September - October 2000
3.	GISD advertises the new positions, the superintendent interviews candidates, and presents recommended candidates to the board for approval.	November 2000 - February 2001

**FISCAL IMPACT**

The fiscal impacts associated with these recommended changes are described in concert with each individual recommendation.

**FINDING**

GISD has no plan for training potential candidates inside the district to assume the responsibilities of key central or campus positions. In 1999, a GISD employee filled only one central office position in the Curriculum and Instruction Department, the position of director of Elementary Education. Candidates from outside GISD filled the director positions for Bilingual/ESL and Secondary Education. The district does not have a second layer to draw upon to fill many of these key positions. Most

directors in the curriculum and instruction areas have only clerical assistants.

Many of the district's administrators are currently eligible for retirement, including five central administrators and 12 campus administrators. Five of the 14 principals have been a principal in GISD for less than two years. Of those five new hires, two were promoted from existing GISD staff.

Principals said that while new teachers get a week of staff development in areas like classroom and behavior management, new principals receive no training before arriving on their campus.

Katy ISD has a leadership academy that was developed to "support teachers interested in pursuing a career in educational administration." In 1999-2000, the academy expanded to not only respond to the needs of aspiring administrators, but also to increase the skills of practicing administrators.

The program includes formal training in critical leadership issues, peer collaboration and job shadowing (for example, observing current administrators handle their responsibilities). Participants meet once per month from October through May.

Each summer, Spring ISD conducts administrative training for all administrators above the level of assistant principal. This program lasts from three to five days.

Each year, there is a designated theme for the training. Recent themes have included:

- Site-based decision-making;
- Teaching, learning and respect;
- Preparing to create the conditions for classroom success; and
- Team building and leadership development.

Each program requires some advance preparation, such as reading articles or books, preparing information to discuss or present and researching topics that will be studied. The sessions involve not only full group meetings, but also small group workshops on specific topics.

Many districts and private sector organizations groom replacements in secondary-level positions to step in after serving an "apprenticeship" of three to four years. GISD, however, does not.

**Recommendation 10:**

### **Develop an internal management training program.**

The program should identify potential candidates, assign them to varied roles within central office and/or campus management under the tutelage of current incumbents and screen qualified successors.

The program should be designed for administrators, principals, assistant principals and aspiring administrators to help them handle current responsibilities and assume other administrative positions in GISD.

The training could include an evaluation instrument, first-level supervisor training, financial budgeting techniques related to the district's reporting system and interpersonal skills for working with parents, teachers and students.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent assigns a committee of key administrators the responsibility for developing information to support a plan, training program and/or recruitment.	September 2000
2.	Using this information, the committee designs and recommends a plan to the superintendent and all administrative staff.	September - December 2000
3.	The superintendent and administrative staff incorporate modifications in the recommended plan, and the plan is finalized.	February 2001
4.	The superintendent presents the plan to the board for review and discussion.	March 2001
5.	The board approves the plan, responsibilities are assigned and the plan is implemented.	May 2001

### **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

### **FINDING**

When the assistant superintendent of Curriculum and Instruction assumed the position five years ago, the percentage of GISD students passing TAAS was low (**Exhibit 1-8**), and GISD students passing TAAS in reading lagged the state average by 13 percent and the region by 14 percent. In 1998-99, that gap had closed to 2 percent in both cases. The performance gap between Anglo and minority students also has decreased significantly.

**Exhibit 1-8**  
**Percentage of GISD Students in Grades 3-8 and 10 Passing TAAS**  
**1994-95 - 1998-99**

<b>Category</b>	<b>1994-95</b>	<b>1998-99</b>	<b>Percentage Point Change</b>
Reading	65.4%	84.5%	+19.1
Writing	74.3%	85.5%	+11.2
Math	51.6%	83.5%	+31.9
All tests	46.9%	75.3%	+29.4

*Source: TEA AEIS reports, 1994-95 - 1998-99.*

To accomplish these results, the assistant superintendent implemented a "top down" management approach that has led to a number of key programs being implemented to affect student achievement: the Success For All (SFA) reading program, a new math curriculum, benchmark testing, dropout and attendance task forces and classroom management/teacher effectiveness training. The central office set the student achievement goals, provided programs such as SFA, and instructed principals to reach the established targets. Principals did not have to use the reading or math program made available by the central office, but they did have to meet the established goal.

The assistant superintendent of Curriculum and Instruction also developed a plan so GISD received a "Recognized" rating. This plan required significant effort by central administrative staff, principals, and teachers.

In overhauling district programs, there also has been a high turnover in principals. New principals willing to accept the challenge of increasing student performance have been brought onto the GISD management team. The assistant superintendent has consistently emphasized performance and held principals and teachers accountable.

The district improved student performance over the past five years and replaced management team members with new performers committed to taking the district to the Recognized level; however, the approach is causing dissatisfaction. Focus group participants said that energies and efforts should be refocused. Comments included:

- "Building principals have little or no input on decisions that affect them."
- "The district administration should have more of a 'we care' attitude toward schools."



- "Support from the district administration. Many times you are given a job, promised help, and then, many times, abandoned."
- "Support for teachers is crucial."
- "Poor administrative cooperation with the schools."
- "The staff sees the district leadership as distant."

Thirty-eight percent of the teachers who responded to the TSPR survey said they strongly agreed or agreed with the statement, " Central administration supports the educational process." Forty-one percent of the teachers strongly disagreed or disagreed with the statement.

Seventy-two percent of principals and assistant principals who responded to the survey strongly agreed or agreed with the statement. However, in focus group meetings, principals were vocal about the situation:

- "Our voice needs to be heard in an effective manner."
- "Do principals have input? As principals, we need input."
- "We need to be involved in planning."

Principals only meet with the superintendent three times per year and don't receive the level of interaction they, as a group, believe is necessary. Teachers were positive about the new math curriculum that was developed using GISD teachers to write the curriculum.

### **Recommendation 11:**

#### **Develop strategies to involve principals in the decision-making process on key district initiatives.**

All GISD schools have achieved at least an Acceptable rating from TEA. The district has put into place a strong team of principals and central administrators and the district is close to achieving a Recognized rating. The management style should now change to make the approach more collaborative, for example involving central staff, principals and teachers.

Among the types of collaborative efforts that should be established are:

- Monthly meetings between the principals as a group and the assistant superintendent to review progress toward goals and objectives, to identify obstacles affecting performance and to develop strategies to achieve goals and objectives.
- Participation by the principals in the budgeting process, not only at the campus level but also at the district level.
- Involvement by principals in the superintendent's cabinet meetings.
- Participation by principals in key district/community initiatives, such as participation in the summit on minority student exemption

from TAAS, long-range planning initiatives involving facilities, and reorganizing staff responsibilities.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent, assistant superintendent of Curriculum and Instruction and the principals discuss ways to involve principals in key decision-making initiatives.	October 2000
2.	The superintendent identifies key ways to involve principals in ongoing programs or committees and submits them to the assistant superintendent and principals for review.	November 2000
3.	The superintendent incorporates comments and implements the plan.	December 2000 and Ongoing

### **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

### **FINDING**

In focus groups, principals, teachers and district staff said problems exist in the relationships between central staff and the schools:

- "Low teacher morale is the single, most important issue."
- "Too much gossip."
- "Morale is at the lowest possible level."
- "We need improved communication and cooperation between and among departments and campuses."
- "Consult with teachers before decisions are made that affect the classroom."

Combined with the recent criticism of the district, participants said morale was very low throughout the district. In individual interviews with all principals, they said that teacher morale was suffering.

Several districts in Region 4, including Clear Creek, Conroe and Spring, use the Organizational Health Inventory (OHI) as a way to assess organizational climate, or how teachers feel about their work environment. The OHI, which contains 44 items at the secondary level and 37 items at the elementary level, helps principals understand how teachers feel about the health of their schools. Healthy schools are defined by OHI as follows:

"A healthy school is protected from unreasonable community and parental pressures...The principal of a healthy school is a dynamic leader, integrating both task-oriented and relations-oriented leader behavior. Such

behavior is supportive of teachers, yet provides high standards for performance...Moreover, the principal has influence with his or her superiors, which is demonstrated by the ability to get what is needed for the effective operation of the school..."

OHI questionnaires are administered anonymously and scored by someone other than a local school principal. A profile is prepared for each school addressing the areas noted above. Areas of strength as well as those that need improvement are identified and serve as the basis for increasing the effectiveness of a principal as a leader and strengthening his or her working relationship with teachers, staff and students.

**Recommendation 12:**

**Assess the organizational health in each school annually using a qualified survey instrument.**

Principals and district department heads should annually assess the organizational health of the schools and departments for which they have leadership responsibilities. High-quality programs focus on feedback as a basis for continuous improvement.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent appoints a committee of principals to review the literature and best practices for assessing organizational health and recommend an instrument for GISD.	October 2000
2.	The superintendent reviews the proposed instrument with all principals and approves it.	November 2000
3.	The principals review the instrument with those staff members who directly report to them.	January 2001
4.	The principals ask the school staffs to complete the organizational health surveys. The surveys are returned to the principals.	April 2001
5.	The principals share with the staff the steps they plan to take to improve and strengthen organizational health at their schools.	June 2001

**FISCAL IMPACT**

The district should budget \$2,500 annually to purchase survey questionnaires and related materials and for scoring of the instruments.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
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Assess the organizational health in each school annually using a qualified survey instrument.	(\$2,500)	(\$2,500)	(\$2,500)	(\$2,500)	(\$2,500)
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# Chapter 1

## DISTRICT ORGANIZATION AND MANAGEMENT

### **D. Site-Based Decision-Making**

Section 21 of the Texas Education Code describes certain requirements for implementing site-based decision-making (SBDM) in Texas school districts. The major theme of SBDM is the empowerment of students, parents, teachers, principals and schools. The code describes requirements for annual district and campus improvement plans, composition of district and campus decision-making committees, election of representatives to each committee, terms of office, meetings and general responsibilities.

GISD adopted a policy in 1991 to create district and school-based collaborative decision-making councils in compliance with state law and has amended the original policy several times since then, most recently in 1996.

The district council consists of four representatives from district-level professional staff, three community representatives, one business person and one representative from each campus. All district council representatives serve for two-year terms.

Two-thirds of each campus council must be classroom teachers. Other members must be at least two parents, one community/business representative and one district-level professional staff member.

Each campus council must meet at least once each year or as many times as necessary to accomplish the following:

- Conduct a comprehensive campus needs assessment;
- Develop and approve a Campus Improvement Plan (CIP);
- Evaluate the current year's CIP; and
- Evaluate the campus planning process (every other year).

The completed CIP must be approved by the members of the council and submitted to a vote of the faculty. Notice of the campus council meetings must be distributed to parents. At least one-half of the meetings of the campus council must be evening meetings to encourage the public's participation.

### **FINDING**

According to the SBDM chair at Weis Middle School, the SBDM council members at Weis feel like the school is "their school." As a result, "people

want to serve on the council," and this feeling has positively impacted student achievement and teacher morale through the collaborative, participatory atmosphere it creates.

The council includes two teachers from each grade level, one non-teaching professional school staff member, one auxiliary staff member, two community members, one parent, one district administrator and the principal as a non-voting member. Each member of the campus council must chair one subcommittee.

According to the principal and the SBDM chair, everyone at the school has "bought into the site-based approach." Budget allocations are determined by the council based upon district and campus priorities. The principal does not override the council's decisions.

For example, the issue of whether students at Weis Middle School should wear uniforms was a heated controversy for several years. The principal opposed students wearing uniforms; however, the SBDM council approved uniforms for students beginning with the 1999-2000 school year, and the principal implemented the policy.

## **COMMENDATION**

**Site-based decision-making functions effectively at Weis Middle School.**

## **FINDING**

Site-based decision-making policies are not consistently understood at each campus. It is not clear what decisions can or cannot be made by each campus council. As a result, conflicts arise when central staff change campus decisions. Principals said there is "little or no respect" between the schools and the central office.

GISD has no specific guidelines delegating responsibilities for decision making among schools, administrators and/or the board. Interviews with the chairs of SBDM councils indicated a lack of consistency in how issues, such as budget allocations and curriculum decisions are handled at their schools.

## **Recommendation 13:**

**Create a model assigning specific responsibilities for decision making among schools, administrators and the board.**

Some districts have addressed this problem by creating a model (**Exhibit 1-9**) that assigns responsibility at each level for providing input, offering recommendations, making decisions and giving approval. A model can add clarity and consistency to the decision-making process.

**Exhibit 1-9  
Partial Site-Based Decision-Making Model**

<b>Function</b>	<b>Principal</b>	<b>Central Office</b>	<b>Superintendent</b>	<b>Board</b>	<b>SBDM Committees</b>
Goal setting: Develop campus improvement plan.	D	R	R	A	I
Personnel: Make final recommendation to select new personnel and assign new and current campus staff.	D	R			
Budget: Determine campus allocations for special populations programs.	D	I	A		I

*I = Input: share/provide information/advise*

*D= Decide: make a choice/judgment*

*R= Recommend: to present as worthy of acceptance*

*A= Approve: give formal/official sanction*

*Source: Spring Branch Independent School District Model for Increasing School Effectiveness Through More Campus-based Decision-making.*

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent meets with principals, SBDM chairs and senior staff to review GISD's philosophy, policy and	September - December
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	procedures on SBDM and then develop a model that clearly delineates responsibilities.	2000
2.	The superintendent presents the model to the board for approval.	February 2001

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.



# Chapter 1

## DISTRICT ORGANIZATION AND MANAGEMENT

### **E. Policies and Procedures**

#### **FINDING**

Board travel policies and related expenditures came under serious public criticism in the last year. Public forum participants and survey respondents also expressed consistent criticism in this area. When the TSPR review began, GISD had just approved updated staff travel policies and was adopting board travel policies. The district adopted the new board travel policies during the review on November 17, 1999. The district had not previously had a specific travel policy for board members, but relied on existing staff travel policies to deal with board travel expenses. Board travel expenses have consistently been a part of the district's annual general fund budget.

Citizens filed complaints with TEA over trips made by the board president and other matters related to the board's travel policy and expenditures. TEA performed a special review of administration, board member and employee travel budgets in fall 1999 as a result of these complaints.

In addition, ethics complaints were filed with the State Board for Educator Certification against the superintendent and assistant superintendent for Business Services. These complaints were subsequently denied in a November 29, 1999 order executed by the State Board for Educator Certification.

TEA sent a copy of its preliminary report dated December 30, 1999 to the superintendent on January 5, 2000. The Galveston County District Attorney also requested a copy of the report that was submitted to the grand jury for review. The grand jury conducted interviews with board members, administrative staff and community members, and returned with the decision that no indictments will be made against anyone.

TEA's findings addressed the following issues of concern:

- IRS compliance problems with travel policies and reportable income to staff and employees,
- the district's failure to adhere to State of Texas reimbursement rates and
- internal control deficiencies that could preclude the district's preparation of financial statements in accordance with accepted accounting principles.

TEA recommended that the board explain the educational benefit received as a result of the board president's international trip (**Exhibit 1-10**). The TEA also recommended filing amended W-2's for travel reimbursements that lacked adequate supporting documentation.

**Exhibit 1-10**  
**TEA Recommendations from Preliminary Investigative Report on GISD Board and Staff Travel Policies and Expenditures**

Number	Recommendation Content
1	Include an explanation of the educational benefit received as a result of the board president's trip to Accra, Ghana.
2	Review local policies and guidelines concerning use of the district's credit cards by employees.
3	Review policies and record keeping practices for compliance with Internal Revenue Service requirements for an accountable travel reimbursement plan.
4	File amended W-2's for prior years, as appropriate, for non-accountable travel reimbursements.
5	Develop a practice for processing all travel vouchers that is consistent with the district's local board policy.
6	Issue a memorandum to all board members and district employees stating that the district does not provide reimbursement for unallowable expenses such as tips.
7	Review policies and record-keeping practices for compliance with generally accepted accounting principles requirements.
8	Issue a memorandum to all board members and district employees stating instructions for completing travel vouchers to include full detail for all expenses incurred for a trip.
9	Review policies to ensure adequate procedures for receiving and processing purchase requisitions and develop a practice for processing all purchase requisitions that is consistent with the district's local policy.

*Source: Texas Education Agency Preliminary Investigative Report, December 30, 1999.*

GISD responded to TEA's report in February 2000. The district's response via the superintendent indicated that "with but a few exceptions, we agree

with your overall findings." Their response included various ways that they would attempt to prevent the situations from occurring again.

Although the district now has board and staff travel policies, GISD's internal control processes fail to ensure compliance with accepted practice. The new policies require board members to use an expense voucher form. The form provides basic information for each board member's trip, including location, dates and meeting sponsor. It also includes related information, including transportation arrangements, lodging accommodations, any meeting registration fees and detailed daily expense items. The form includes a settlement section detailing the method of reimbursement, including the offset of any approved travel advances and a space for the board member to sign the form and for the approving signature of an administrator or board member.

The new board travel policies preclude the payment of cash advances to board members without appropriate documentation and approval by the board, the superintendent or assistant superintendent of Business Services. The policies also prohibit paying the expenses of spouses and others that accompany board members on education-related trips (**Exhibit 1-11**).

**Exhibit 1-11**  
**GISD Board Travel Policies - BBG (Local)**  
**November 1999**

Area	Description
Compensation	Board members shall serve without compensation. Education Code 11.061(d)
Cash advance	There shall be no cash advances to board members.
Payment of predetermined amount	Where a predetermined amount to cover specific expenses is provided in the procedural guidelines, such as a per diem for food or mileage allowance, an amount equal to the predetermined amount may be advanced to the board member traveling on official business.
Annual meeting	Board members shall meet annually to discuss and to determine the board's travel budget for the coming year. The board shall also discuss the types of training each member needs for the upcoming year.
Non-member expenses	The board may not pay the travel expenses of spouses and other persons who have no responsibilities or duties to perform for the board when they accompany board members to board-related activities. Atty. Gen. Op. MW 93(1979)

Reimbursement	Reimbursement shall be made in accordance with the procedural guidelines approved by the board. To the extent practical, the procedural guidelines should reflect the procedures for administrative and staff travel.
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*Source: GISD policy files; assistant superintendent of Business Services.*

The revised staff travel policies address mileage reimbursements for the business use of personally owned vehicles, out-of-district travel expenses and local business expenses (**Exhibit 1-12**).

**Exhibit 1-12**  
**GISD Revised Staff Travel Policies - DEE (Local)**  
**July 1999**

Area	Description
General	The district will reimburse persons authorized to travel for official business and educational activities. Reimbursements will be limited to approved business and travel expenses incurred for the benefit of the district and in compliance with the travel procedures of the district. Such expenses shall be generally restricted to mileage reimbursements, approved out-of-district travel and local business.
Mileage reimbursement for personally owned vehicles (POV)	Persons whose duties require travel by POV may be reimbursed for actual miles traveled on district business. All such travel must have prior administrative approval. The mileage reimbursement rate shall meet district guidelines.
Out-of-District travel	Persons whose duties require meetings in the interest of the district may be reimbursed for the following types of expenses incurred for such activities. Reimbursable expenses include cost of transportation, lodging, miscellaneous local transportation, event costs, telephone calls made on district business, and cost of meals. All such travel must have prior administrative approval.
Local Business	The superintendent or any assistant superintendent may authorize the reimbursement of local travel and business costs to persons whose duties require the incurring of such costs for the district.

*Source: GISD policy files; assistant superintendent of Business Services.*

GISD's revised policies do not specifically address out-of-country travel.

GISD's adherence to travel policy revisions depends on the diligence of the superintendent and assistant superintendent of Business Services in enforcing procedural controls designed to ensure compliance with the district's revised travel policies. A well-designed control process includes procedures that review the status of travel requests and advances monthly. Any unresolved or unsettled travel advances would result in disapproval of any subsequent travel requests and/or related advances. Information also would be submitted to the district's legal counsel for guidance. All board travel requests and related advances would be specifically reviewed in GISD's monthly finance committee meeting and approved by the board before the advance is made and/or the trip is taken. All out-of-country travel requests would include sufficient documentation for the board to make an informed decision about the possible educational benefits that GISD would reap from the trip.

Adequate procedural controls include timelines for submitting requests in advance. These timelines give administrators and board members enough time to consider established policies before approving any trip requests and/or related expense or advances.

Appropriate controls also include budget preparation guidelines for the travel expenses of the board and staff. Proper control elements include consideration of annual travel budgets and the detailed makeup of these budgets during the annual budget development process.

**Recommendation 14:**

**Institute strong procedural controls to enforce revised board and staff travel policies.**

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The assistant superintendent of Business Services reviews existing procedures designed to enforce revised board and staff travel policies and develops stronger controls to ensure these policies are followed.	June 2000
2.	The assistant superintendent of Business Services presents the revised procedural guidelines to the superintendent, and the superintendent reviews the changes with GISD's finance committee.	June 2000
3.	GISD's finance committee recommends approval of revised administrative procedures at the regular monthly board meeting.	July 2000
4.	The assistant superintendent of Business Services distributes revised	August

	procedural guidelines to all district departments and implements revised procedures.	2000
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**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

# Chapter 1

## DISTRICT ORGANIZATION AND MANAGEMENT

### F. Bolivar Peninsula

GISD's boundaries extend onto the lower Bolivar Peninsula (Bolivar), a part of the mainland northeast of Galveston Island across the major shipping lane entrance into the Port of Galveston and the Houston Ship Channel from the Gulf of Mexico. Access to Bolivar from the eastern end of Galveston Island is by ferry that is a part of Texas State Highway 87. Bolivar is approximately 25 miles long and includes the towns and villages of Port Bolivar, Crystal Beach, Singing Sands - West, Singing Sands, Gilcrest and Kaplan. GISD's boundaries run northeast into Bolivar approximately 18 miles through Crystal Beach and Singing Sands - West. High Island ISD (HIISD) is contiguous on the eastern end to GISD and extends northeast through the remaining five miles of Bolivar and seven additional miles into the mainland and includes the town of High Island.

GISD has one facility on Bolivar (in Port Bolivar) serving approximately 206 students in grades K-8. GISD estimates that another 30 students come across the ferry daily to attend Ball High School. The Galveston Central Appraisal District and HIISD estimate the total permanent population on Bolivar to be between 1,800 and 2,000. Approximately one-half of Bolivar's permanent residents live in Port Bolivar on the southwest end of the peninsula inside GISD boundaries. Bolivar's residents consist of retirees and those working in the fishing and tourism industries. Bolivar also has many part-time residents that own a second beach home for recreational use. Due to the nature of Bolivar's tourism and fishing environments, the population is transient. GISD estimates that there is a 25 percent variance annually in the student population at the Bolivar K-8.

The ethnic make up of the 206 students at the Bolivar K-8 is 82 percent Anglo, 17 percent Hispanic and 1 percent Other. No African American students attend the school. The ethnic make up of the Bolivar K-8 is representative of Bolivar's permanent population. Forty-five percent of the students at the Bolivar facility are economically disadvantaged based on the guidelines of the National School Lunch and Breakfast Programs.

A number of GISD students on Bolivar routinely transfer to HIISD. The total number of students currently transferring from GISD to HIISD is 123. **Exhibit 1-13** shows the total students transferring to HIISD from GISD by grade level for the past two years.

**Exhibit 1-13**  
**Total Students Transferring from GISD to HIISD by Grade Level**  
**1998-99 - 1999-2000**

<b>Grade Level</b>	<b>1998-99</b>	<b>1998-99 Percentage of Total</b>	<b>1999-2000</b>	<b>1999-2000 Percentage of Total</b>
K	8	5.59%	4	3.25%
1 <sup>st</sup>	5	3.50%	7	5.69%
2 <sup>nd</sup>	3	2.10%	3	2.44%
3 <sup>rd</sup>	7	4.90%	5	4.07%
4 <sup>th</sup>	9	6.29%	3	2.44%
5 <sup>th</sup>	6	4.20%	10	8.13%
6 <sup>th</sup>	7	4.90%	7	5.69%
7 <sup>th</sup>	18	12.59%	6	4.88%
8 <sup>th</sup>	12	8.39%	14	11.38%
9 <sup>th</sup>	20	13.99%	17	13.82%
10 <sup>th</sup>	12	8.39%	16	13.01%
11 <sup>th</sup>	23	16.08%	11	8.94%
12 <sup>th</sup>	13	9.09%	20	16.26%
<b>Total</b>	<b>143</b>	<b>100.00%</b>	<b>123</b>	<b>100.00%</b>

*Source: HIISD and GISD Student Transfer Records.*

The GISD students that opt to attend HIISD must pay tuition transfer fees to HIISD. The tuition charge varies depending on the student category based on the National School Lunch and Breakfast program. **Exhibit 1-14** summarizes HIISD's tuition transfer fees for GISD students attending HIISD schools.

**Exhibit 1-14**  
**HIISD Tuition Transfer Fee Schedule**  
**1999-2000**

<b>Student Type</b>	<b>Tuition Charge</b>
Qualify for free lunch	None



Qualify for reduced-price lunch	\$80 per year for the first child plus \$5 per year for each additional child
GISD transfer students in grades 9-12 that qualify for Public Education Grant (PEG)	None
All other students	\$160 per year plus \$10 per year for each additional child

*Source: HIISD Business Office.*

GISD's 1999-2000 total direct budgeted cost for serving Bolivar is more than \$1.6 million. Operating costs are 79.2 percent, or nearly \$1.3 million, of the total budget for 1999-2000 (**Exhibit 1-15**).

**Exhibit 1-15**  
**GISD Bolivar Peninsula Budgeted Costs**  
**1999-2000**

<b>Cost Category</b>	<b>Budget</b>	<b>Percentage of Total</b>
Payroll costs	\$941,920	58.83%
Professional and contracted services	\$42,916	2.68%
Supplies and materials	\$33,537	2.09%
Other operating costs	\$11,527	0.72%
Capital outlay	\$3,000	0.19%
Food service	\$90,700	5.67%
Transportation	\$144,412	9.02%
<b>Total operating</b>	<b>\$1,268,012</b>	<b>79.20%</b>
Federal and special funds	\$211,348	13.20%
Technology allotment	\$22,323	1.39%
Campus activity funds	\$13,620	0.85%
Maintenance tax note	\$85,750	5.36%
<b>Total nonoperating</b>	<b>\$333,041</b>	<b>20.80%</b>
<b>Total</b>	<b>\$1,601,053</b>	<b>100.00%</b>

*Source: GISD Business Services Office records.*

**FINDING**

Providing educational services to GISD students on Bolivar is costly and students and parents have voiced considerable dissatisfaction with the current system. Consequently, a number of GISD students transfer to HIISD. One reason that students transfer from GISD includes the geographic issues associated with the location of Bolivar relative to Galveston. To reach Galveston from Bolivar parents and students must cross one of Texas' major shipping lanes, resulting in reduced access to athletic programs in middle school, transportation problems in getting to Galveston Island by ferry, and access to other normal instructional and extracurricular activities at the middle and high school levels. According to GISD and HIISD officials, one of the primary reasons that families wish to transfer their children is that they do not want their children to have to travel by ferry to Galveston Island because of timing and inconvenience. Of approximately 350 GISD students on the GISD portion of Bolivar, about 35 percent are already transferring to adjacent HIISD.

According to the HIISD superintendent, many parents are dissatisfied with GISD facilities and services on Bolivar. Each spring, due to the increasing number of GISD transfers to HIISD, the HIISD superintendent holds public forums in Crystal Beach and Port Bolivar to discuss transfer alternatives with Bolivar parents. Built in 1956, the Bolivar facility measures 18,480 square feet. GISD designed the Bolivar facility for 120 students and the facility presently has 11 permanent classrooms and four portable classrooms. The facility currently serves 84 more students than its designed capacity. And, although Bolivar's facility has a connection to the district's wide area computer network, due to the facility's location, the connection is much slower than for other district facilities.

GISD is planning to use \$85,750 from recently issued tax maintenance notes for Bolivar facility improvements. Planned improvements include fire alarms (\$7,750), an air conditioning unit (\$8,000), an overall facility needs assessment (\$10,000) and the elevation of portable buildings (\$60,000). The GISD's November 1998 facility needs report, prepared by the maintenance department, states that the Bolivar facility needed recommended repairs totaling \$98,400. The recommended repairs included the replacement of floor coverings (\$26,000), the installation of fire alarms (\$40,000), the replacement of two air conditioning units (\$30,000) and the replacement of the cafeteria fire suppression system (\$2,400). The Citizen's Facilities Committee recommended a complete assessment of the Bolivar facility in July 1999. GISD's maintenance department filled 74 work orders at the Bolivar facility between August and December of 1999.

Equal educational service delivery for GISD students at the Bolivar K-8 facility is costly and difficult for GISD. Total instructional expenditures per student of \$3,314 (\$676,189 for 204 students) for 1998-99 were the

fourth highest of any district campus. GISD instructional expenditures per student for 1998-99 range from \$2,473 at Oppe Elementary to \$4,623 at the Alternative School based on Texas Education Agency, AEIS and Child Nutrition information. No Bolivar students participate in GISD's gifted and talented program. Bolivar students wishing to attend a summer school program must do so on the island, resulting in virtually no participation by GISD's Bolivar students.

GISD's transportation costs for the Bolivar operation are high. GISD uses at least five buses including a special education bus with drop-offs at the ferry landing and pickups to extend into Bolivar. GISD leaves three buses on Bolivar permanently, except when routine maintenance needs bring them to the district's bus barn. One regular bus brings high school students to and from Galveston Island daily and a special education bus makes the complete trip each day. HIISD also sends a bus all the way to Port Bolivar for transfer students resulting in duplicate costs for both districts.

The food service function on Bolivar presents a variety of problems for GISD. Facility restrictions prevent the school from offering menus equal to other elementary and middle schools in the district. The manager modifies the menus based on the ability to prepare items in the kitchen, which restricts the menu selection. The Bolivar kitchen is not equipped with the same capabilities as other district kitchens and, in recent years, has been found to be out of compliance with various local and federal guidelines.

The primary school's meals are served in a temporary make shift kitchen in the community center. The food is prepared in the kitchen of the Bolivar School and is transported to the primary school in containers and in private cars. The school has a van but often it is not working and the employees use their cars. The hot food is placed in a hot cart in the primary kitchen until service. The cold foods sit out of refrigeration. There is a milk box and an ice cream box. The temporary kitchen is also the cafeteria and the multi purpose room. There is no serving table. A sneeze guard does not protect the food. The vents in the ceiling are stuffed with paper. There is no separate hand-washing sink, and there is no restroom facility for the employees.

The Bolivar Middle School students are provided the same menu as the Bolivar elementary school children. On the island, the middle school students have a different menu. The space and availability of equipment in the Bolivar food service is limited, and the menu and service are adjusted to the facility. Some snack items and other a la carte foods cannot be served or prepared at this location.

The vendor that supplies the food items only delivers to the school twice a month according to the requirements of the negotiated contract. This supply schedule may also affect product availability.

GISD provides no security services for Bolivar and Bolivar has no two-way radio communication capability. While the principal indicates that security has not been a problem for the school, there are few mechanisms in place to deal with crisis situations should they occur.

A number of options has been considered over the years for dealing with the challenges facing the school on Bolivar, including detaching the lower peninsula and permitting HIISD to annex this area. Other options explored include allowing HIISD to operate the Bolivar campus, contracting with HIISD for handling students on Bolivar, or granting a local charter to the Bolivar area. HIISD produced a petition for detachment and annexation signed by the HIISD board president in 1976; however, no action resulted from this petition.

A preliminary analysis of the effect of detaching the lower peninsula and permitting HIISD to annex this area showed that GISD's loss of property taxes from the detachment would approximately equal the costs currently associated with providing services to the existing students. When HIISD annexed the area, however, their property value per student would rise, making it possible that HIISD would lose most state funding and even have to send dollars back to the state under the state's equalized wealth, funding formulas outlined in Chapter 41 of the Texas Education Code. Overall their total revenues would increase, but the total number of students being served would increase as well. Also, current debt obligations of GISD would, by law, be allocated to taxpayers in GISD's portion of Bolivar, therefore HIISD might have to pay GISD back for some portion of their current debt service for the life of existing bonded indebtedness.

One option that seemed to have the greatest potential for both districts was for GISD to contract with HIISD to operate the school. While GISD would continue to pay for services, they would not have the responsibility associated with providing services to students in a remote location. HIISD may be able to provide services to these students at a lower cost because the district is in closer proximity to the students they are serving. HIISD would have increased enrollment numbers, which would solidify their property wealth status below the levels that trigger the Chapter 41 provisions for sharing their wealth with other districts. And, with additional students, HIISD may be able to achieve some efficiencies associated with serving a larger student population, such as filling classes or being able to offer additional classes that were previously impractical for a smaller group of students.

### **Recommendation 15:**

#### **Examine all of the options for improving educational opportunities and support services for students in the GISD section of Bolivar.**

These actions will take significant planning and time and should be discussed openly and jointly with the parents, students, boards, administrators, teachers and community leaders in both GISD and HIISD. Advice from legal representatives from both districts will be necessary. Consultations with and guidance from the TEA's state funding and legal divisions also will be necessary.

Some of the considerations that must, at a minimum, be taken into account include:

- Provisions for students already enrolled at Ball High School who come from Bolivar Peninsula and wish to remain at Ball High School.
- The impact of enrollment shifts on the state's funding formulas and the cumulative property wealth levels of both districts.
- The condition and capacity of current GISD and HIISD facilities as compared to current and projected enrollments.
- Provisions for continued services for students with special needs.
- Students that prefer to remain in GISD to participate in certain athletic or academic offerings that are not available in HIISD.

#### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The GISD superintendent and board initiate conversations with the HIISD board and administration and jointly establish a feasibility committee made up of parents, students, administrators, teachers and community leaders in both GISD and HIISD.	September 2000
2.	The committee representatives begin meeting in open session to discuss the options and assigns research activities to members of the committee.	October 2000
3.	The committee, with assistance and guidance from legal representatives from both districts and representatives from TEA develop a comprehensive plan designed to improve services to students in the GISD section of Bolivar.	March 2001
4.	The committee presents a plan to the GISD and HIISD boards for review and approval.	April 2001
5.	The GISD and HIISD boards approve the plan and direct the administration of both districts to move forward with	May 2001

	implementation.	
6.	GISD and HIISD begin operations under the terms of the adopted plan.	August 1, 2001

### **FISCAL IMPACT**

The work of the committee can be conducted with current resources. Any savings associated with efficiencies achieved by both districts will depend solely upon the option adopted by the districts and are therefore not estimated for purposes of this report.

# Chapter 2

## EDUCATION SERVICE DELIVERY AND PERFORMANCE MEASURES

This chapter examines the educational services delivery and performance measures of the Galveston Independent School District (GISD) in the following areas:

- A. Student Performance
- B. Curriculum and Instruction Programs
- C. Staff Development
- D. Accelerated Education
- E. Bilingual/English as a Second Language (ESL) Program
- F. Career and Technology Education (CATE)
- G. Gifted and Talented Education Program
- H. Special Student Populations
- I. Grant Writing
- J. Physical Education/Athletics

Instructional programs and services are developed, evaluated and modified based upon student performance measured by standardized tests, student achievement of learning objectives and the changing composition of the student population. Higher concentrations of students at risk of dropping out mean that districts must develop targeted programs to ensure these students perform at grade-level norms.

### **BACKGROUND**

Since 1993, Texas has rated and accredited districts and schools based upon specific performance measures including student passing rates on the reading, writing and math portions of the Texas Assessment of Academic Skills (TAAS), dropout rates and attendance rates. Districts and campuses within districts are evaluated each year and given a rating as seen in **Exhibit 2-1**.

**Exhibit 2-1**  
**TEA Accountability Ratings**  
**1998-99**

Rating	Applicability/Explanation
Exemplary	District and campus
Recognized	District and campus

Academically Acceptable	District
Acceptable	Campus
Academically Unacceptable	District
Low Performing	Campus
Alternative Education (AE): Acceptable, AE: Needs Peer Review, or AE: Not Rated	Campuses that applied and were identified as eligible to be evaluated under alternative education procedures
Charter schools	At the district level, open-enrollment charter schools receive the label Charter School. At the school level, they are given one of the four rating categories listed above, based on the regular accountability system.
Not rated	These campuses include those that do not serve students within the 1st- through 12th-grade span, such as pre-kindergarten centers and early education through kindergarten schools.
Unacceptable: Special Accreditation Investigation	Districts have undergone an investigation as mandated in Chapter 39 of the Texas Education Code.
Unacceptable: Data Quality	District: serious errors in data reporting that affected one or more of the base indicators used to determine accountability ratings. The errors were of such magnitude, the results were deemed unsuitable for ratings purposes.
Unacceptable: Data Issues	Campus: serious errors in data reporting that affected one or more of the base indicators used to determine accountability ratings. The errors were of such magnitude, the results were deemed to be unsuitable for ratings purposes.

*Source: Texas Education Agency, AEIS, 1998-99.*

The enrollments and accreditation status for GISD and its peer districts are presented in **Exhibit 2-2**.

**Exhibit 2-2**  
**GISD and Peer District Enrollments and Accountability Ratings**  
**1998-99**



<b>District</b>	<b>Enrollment</b>	<b>Accreditation Status</b>
Brazosport	13,247	Exemplary
Bryan	13,664	Academically Acceptable
College Station	7,194	Academically Acceptable
<b>Galveston</b>	<b>9,873</b>	<b>Academically Acceptable</b>
Longview	8,567	Academically Acceptable
Lufkin	8,098	Academically Acceptable
Port Arthur	11,658	Academically Acceptable
Waco	15,574	Academically Acceptable
Wichita Falls	15,293	Academically Acceptable

*Source: Texas Education Agency, AEIS 1998-99.*

**Exhibit 2-3** shows the statewide number of districts in each category for 1998-99. Charter schools do not receive an accountability rating at the district level; however, ratings for charter schools are included in the figures in **Exhibit 2-3**.

**Exhibit 2-3**  
**Number of Texas School Districts by Accountability Rating**  
**1998-99**

<b>Accreditation Level</b>	<b>Number of Districts Receiving This Level of Accreditation</b>	<b>Percentage of Total</b>
Exemplary	122	11.7%
Recognized	383	36.8%
Academically Acceptable	524	50.3%
Academically Unacceptable	7	0.7%
Unacceptable: special accreditation investigation	3	0.3%
Unacceptable: data quality	3	0.3%
<b>Total</b>	<b>1,042</b>	<b>100.0%</b>

*Source: Texas Education Agency, AEIS 1998-99.*

In 1999-2000, GISD had 13 schools, a pre-K campus and an alternative education campus for secondary and elementary students. **Exhibit 2-4** shows grade levels served and enrollments by school for 1998-99 as of December 1, 1999. The district is served by the Regional Education Service Center IV (Region 4), located in Houston.

**Exhibit 2-4**  
**GISD Campuses, Grade Levels and Enrollment**  
**1998-99 - 1999-2000**

<b>Campus</b>	<b>Grade Levels</b>	<b>1998-99 Enrollment</b>	<b>1999-2000 Enrollment (1)</b>	<b>Percentage Change</b>
Ball High School	9 - 12	2,480	2,423	-2.3%
Alternative School	1 - 12	81	53	-34.6%
Austin Middle School	6 - 8	617	532	-13.8%
Central Middle School	6 - 8	699	621	-11.2%
Weis Middle School	6 - 8	805	756	-6.1%
Alamo Elementary School	K-5	495	536	8.3%
Bolivar Elementary School	K-8	204	206	1.0%
Burnet Elementary School	K-5	656	613	-6.6%
Morgan Academy of Fine Arts	K-5	678	530	-21.8%
Charles B. Scott Elementary School	K-5	709	658	-7.2%
Oppe Elementary School	K-5	705	623	-11.6%
Parker Elementary School	K-5	656	617	-5.9%
Rosenberg Elementary School	K-5	506	519	2.6%
San Jacinto Elementary School	K-5	543	511	-5.9%
St. John's	pre-K	N/A	180	N/A
<b>Total</b>		<b>9,873</b>	<b>9,378</b>	<b>-5.0%</b>

*Source: Texas Education Agency, AEIS 1998-99 and GISD.*

*(1) GISD bi-monthly enrollment report as of December 1, 1999.*

The ethnic breakdown by school and the 1998-99 accountability rating for each school are included in **Exhibit 2-5**. GISD's schools were rated: Exemplary (E), Recognized (R), Academically Acceptable (A) and Low Performing (LP).

**Exhibit 2-5**  
**GISD Campuses and Accountability Ratings**  
**1998-99**

<b>Campus</b>	<b>Grades Served</b>	<b>Enrollment</b>	<b>Anglo</b>	<b>African American</b>	<b>Hispanic</b>	<b>Other</b>	<b>Rating</b>
Ball High School	9 - 12	2,480	31%	38%	29%	2%	A
Alternative School	1 - 12	81	15%	58%	27%	0	LP
Austin Middle School	6 - 8	617	17%	50%	30%	4%	A
Central Middle School	6 - 8	699	14%	51%	35%	0	A
Weis Middle School	6 - 8	805	54%	14%	28%	4%	E
Alamo Elementary School	K - 5	495	5%	48%	46%	1%	A
Bolivar Elementary School	K - 8	204	82%	0	17%	2%	A
Burnet Elementary School	K - 5	656	27%	16%	56%	1%	A
Morgan Fine Arts Academy	K - 5	678	9%	40%	47%	4%	A
Charles B. Scott Elementary School	K - 5	709	9%	55%	36%	0	R

Oppe Elementary School	K - 5	705	64%	17%	15%	4%	A
Parker Elementary School	K - 5	656	49%	21%	25%	5%	R
Rosenberg Elementary School	K - 5	506	17%	51%	22%	10%	A
San Jacinto Elementary School	K - 5	543	10%	52%	37%	1%	A
<b>District Profile</b>	<b>K-12</b>	<b>9,873</b>	<b>29%</b>	<b>36%</b>	<b>32%</b>	<b>3%</b>	<b>A</b>

Source: Texas Education Agency, AEIS, 1998-99.

**Exhibit 2-6** shows the statewide number of schools in each category for 1998-99.

**Exhibit 2-6**  
**Number of Texas Schools by Accountability Rating**  
**1998-99**

Accreditation Level	Number of Schools Receiving This Level of Accreditation	Percentage of Total
Exemplary	1,120	16.5%
Recognized	1,843	27.1%
Academically Acceptable	3,148	46.3%
Acceptable: data issues	36	0.5%
Low Performing	95	1.4%
Not Rated: pre K-K	124	1.8%
Not Rated: first-year charter school	44	0.6%
Alternative Education	394	5.8%
<b>Total</b>	<b>6,804</b>	<b>100.0%</b>

Source: Texas Education Agency, AEIS 1998-99.

Since 1994-95, GISD has experienced a slight decline in student enrollment, while Region 4 and the state have witnessed increases of 9.6 and 7.5 percent, respectively (**Exhibit 2-7**).

**Exhibit 2-7**  
**GISD, Region 4 and State Rates of Student Growth**  
**1993-94 - 1997-98**

Entity	1994-95	1995-96	1996-97	1997-98	1998-99	Percentage Change over the Period
Galveston	9,926	9,910	10,042	10,007	9,873	-0.5%
Region 4	769,777	785,513	811,255	828,302	843,912	9.6%
State	3,670,196	3,740,260	3,828,975	3,891,877	3,945,367	7.5%

Source: Texas Education Agency, AEIS 1993-94 - 1997-98.

While GISD has experienced a 0.5 percent decrease in its student enrollment from 1994-95 to 1998-99, only two other peer districts-Port Arthur ISD and Wichita Falls ISD-experienced a decline during the same period (**Exhibit 2-8**).

**Exhibit 2-8**  
**GISD, Peer District, Region 4 and State Growth Rates**  
**1994-95 - 1998-99**

Entity	1994-95	1995-96	1996-97	1997-98	1998-99	Percentage Change
College Station	6,410	6,545	6,939	7,153	7,194	12.2%
<b>Region 4</b>	<b>769,777</b>	<b>785,513</b>	<b>811,255</b>	<b>828,302</b>	<b>843,912</b>	<b>9.6%</b>
<b>State</b>	<b>3,670,196</b>	<b>3,740,260</b>	<b>3,828,975</b>	<b>3,891,877</b>	<b>3,945,367</b>	<b>7.5%</b>
Bryan	12,845	12,969	13,188	13,561	13,664	6.4%
Longview	8,090	8,261	8,376	8,508	8,567	5.9%
Brazosport	12,516	12,629	12,970	13,131	13,247	5.8%
Lufkin	7,983	8,053	8,184	8,109	8,098	1.4%

Waco	15,564	15,973	16,170	16,128	15,574	0
<b>Galveston</b>	<b>9,926</b>	<b>9,910</b>	<b>10,042</b>	<b>10,007</b>	<b>9,873</b>	<b>-0.5%</b>
Port Arthur	11,970	11,719	11,591	11,579	11,658	-2.6%
Wichita Falls	15,913	15,805	15,594	15,537	15,293	-3.9%

Source: Texas Education Agency, AEIS 1994-95 - 1998-99.

By grade levels, GISD has experienced a 1 percent decrease at the elementary level (grades EC-5), a 1.6 percent increase at the middle school level (grades 6-8) and a 1.4 percent decrease at the high school level (grades 9-12) (**Exhibit 2-9**).

**Exhibit 2-9**  
**GISD Student Enrollment by Grade Level/School**  
**1994-95 - 1998-99**

<b>Grade Level (Grades)</b>	<b>1994-95</b>	<b>1995-96</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>Percentage Change</b>
Elementary (pre-K-5)	5,167	5,222	5,221	5,224	5,114	-1.0%
Middle school (6-8)	2,179	2,123	2,233	2,193	2,214	1.6%
High school (9-12)	2,580	2,565	2,588	2,590	2,545	-1.4%
<b>Total</b>	<b>9,926</b>	<b>9,910</b>	<b>10,042</b>	<b>10,007</b>	<b>9,873</b>	<b>-0.5%</b>

Source: Texas Education Agency, AEIS 1994-95 - 1998-99.

Since 1994-95, the Anglo student population has remained constant at 29 percent of the total student population. The Hispanic student population has increased from 29 to 32 percent of the total and African American students have decreased from 40 percent to 36 percent of the total (**Exhibit 2-10**).

**Exhibit 2-10**  
**Changes in Ethnicity of GISD Student Population**  
**1994-95 - 1998-99**

<b>Ethnicity</b>	<b>1994-95</b>	<b>1995-96</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>
Anglo	29%	29%	29%	29%	29%

Hispanic	29%	30%	31%	32%	32%
African American	40%	39%	38%	37%	36%
Other	3%	3%	3%	3%	3%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

Source: Texas Education Agency, AEIS 1994-95 - 1998-99.

Note: Totals may not add to 100 due to rounding.

Compared to its peer districts, GISD has the third lowest percentage of Anglo students, the fourth highest percentage of African American students and the third highest percentage of Hispanic students (**Exhibit 2-11**). GISD varies greatly from the region and state averages in the Anglo and African American student populations. GISD is similar to the region and state in the Hispanic student population.

**Exhibit 2-11**  
**Ethnicity of GISD, Peer Districts, Region 4 and State Student**  
**Populations**  
**1998-99**

Entity	Anglo	Hispanic	African American	Other
College Station	70%	10%	13%	7%
Wichita Falls	63%	18%	16%	3%
Brazosport	56%	33%	9%	2%
Lufkin	46%	21%	32%	1%
<b>State</b>	<b>44%</b>	<b>39%</b>	<b>14%</b>	<b>3%</b>
Bryan	43%	32%	24%	1%
<b>Region 4</b>	<b>38%</b>	<b>35%</b>	<b>22%</b>	<b>5%</b>
Longview	36%	12%	50%	1%
<b>Galveston</b>	<b>29%</b>	<b>32%</b>	<b>36%</b>	<b>3%</b>
Waco	22%	38%	40%	1%
Port Arthur	15%	19%	58%	9%

Source: Texas Education Agency, AEIS 1998-99.  
 Note: Totals may not add to 100 due to rounding.

Teachers within GISD do not reflect diversity of the student population (Exhibit 2-12).

**Exhibit 2-12  
 GISD Student and Teacher Ethnicity  
 1998-99**

<b>Ethnicity</b>	<b>Students</b>	<b>Teachers</b>
Anglo	29%	64%
Hispanic	32%	10%
African American	36%	25%
Other	3%	1%
<b>Total</b>	<b>100%</b>	<b>100%</b>

Source: Texas Education Agency, AEIS 1998-99.

GISD has fewer limited English proficiency (LEP) students and more economically disadvantaged students as a percentage of total enrollment than the state or Region 4 (Exhibit 2-13 and Exhibit 2-14).

**Exhibit 2-13  
 GISD, Region 4 and State LEP Students as a Percentage of Total  
 Student Population  
 1994-95 - 1998-99**

<b>Entity</b>	<b>1994-95</b>	<b>1995-96</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>
<b>Galveston</b>	<b>9%</b>	<b>12%</b>	<b>12%</b>	<b>11%</b>	<b>10%</b>
Region 4	14%	15%	16%	16%	15%
State	12%	13%	13%	13%	14%

Source: Texas Education Agency, AEIS 1994-95 - 1998-99.

**Exhibit 2-14  
 GISD, Region 4 and State Economically Disadvantaged Students  
 as a Percentage of Total Student Population  
 1994-95 - 1998-99**



<b>Entity</b>	<b>1994-95</b>	<b>1995-96</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>
<b>Galveston</b>	<b>51%</b>	<b>57%</b>	<b>60%</b>	<b>61%</b>	<b>58%</b>
Region 4	39%	41%	42%	45%	45%
State	46%	47%	48%	49%	49%

*Source: Texas Education Agency, AEIS 1994-95 - 1998-99.*

Compared to its peer districts, GISD is the fourth highest in the percentage of economically disadvantaged students and is in the middle of the peer districts in the percentage of LEP students (**Exhibit 2-15**).

**Exhibit 2-15**  
**GISD, Peer District, Region 4 and State Economically Disadvantaged**  
**and**  
**LEP Students as a Percentage of Total Student Population**  
**1998-99**

<b>Entity</b>	<b>Economically Disadvantaged Students</b>	<b>LEP Students</b>
Waco	77%	11%
Port Arthur	71%	13%
Longview	59%	7%
<b>Galveston</b>	<b>58%</b>	<b>10%</b>
Bryan	56%	9%
Lufkin	53%	11%
<b>State</b>	<b>49%</b>	<b>14%</b>
Wichita Falls	46%	4%
<b>Region 4</b>	<b>45%</b>	<b>15%</b>
Brazosport	39%	7%
College Station	26%	4%

*Source: Texas Education Agency, AEIS 1998-99.*

GISD's total expenditures in 1998-99 were slightly more than \$55 million. Of that total, \$29 million, or 53 percent, was spent for direct classroom instruction and other activities that deliver, enhance or direct educational

services to students (**Exhibit 2-16**). GISD's percentage of expenditures for direct classroom instruction is more than the state and regional averages.

**Exhibit 2-16**  
**GISD, Region 4 and State Budgeted Instructional Expenditures**  
**as a Percentage of Operating Expenditures**  
**1998-99 Budget**

<b>Entity</b>	<b>Total Expenditures</b>	<b>Classroom Instruction Expenditures</b>	<b>Classroom Instruction Expenditures as a Percentage of Total Expenditures</b>
Galveston	\$55,365,661	\$29,321,779	53.0%
Region 4	\$4,873,514,529	\$2,509,295,691	51.5%
State	\$23,092,945,910	\$11,830,068,827	51.2%

*Source: Texas Education Agency, AEIS 1998-99.*

Compared to its peer districts, GISD spends the highest percentage of its total expenditures on classroom instruction (**Exhibit 2-17**).

**Exhibit 2-17**  
**GISD, Region 4, State and Peer District Classroom Instruction**  
**Expenditures**  
**as a Percentage of Total Expenditures**  
**1998-99**

<b>Entity</b>	<b>Total Expenditures</b>	<b>Classroom Instruction Expenditures</b>	<b>Classroom Instruction Expenditures as a Percentage of Total Expenditures</b>
<b>Galveston</b>	<b>\$55,365,661</b>	<b>\$29,321,779</b>	<b>53.0%</b>
Port Arthur	\$62,555,560	\$32,987,981	52.7%
Brazosport	\$73,495,202	\$38,145,400	51.9%
<b>Region 4</b>	<b>\$4,873,514,529</b>	<b>\$2,509,295,691</b>	<b>51.5%</b>
Wichita Falls	\$84,749,874	\$43,420,540	51.2%
<b>State</b>	<b>\$23,092,945,910</b>	<b>\$11,830,068,827</b>	<b>51.2%</b>
Lufkin	\$43,593,103	\$21,732,216	49.9%

Waco	\$90,760,585	\$45,057,411	49.6%
Bryan	\$85,603,695	\$42,122,832	49.2%
Longview	\$44,678,200	\$21,847,377	48.9%
College Station	\$45,914,494	\$21,866,587	47.6%

Source: Texas Education Agency, AEIS 1998-99.

GISD is spending less than the regional and state averages for regular education and less than the state average for compensatory education. The district spends more than the regional and state averages for special education and gifted and talented education. GISD spends more than the state average for bilingual/ESL, the regional average for career and technology education (CATE) and at the regional or state averages for the other programs (**Exhibit 2-18**). Compared to its peer districts, GISD expenditures are the lowest for regular education and the highest for bilingual/ESL and gifted and talented education.

**Exhibit 2-18**  
**GISD, Peer Districts, Region 4 and State Instructional Program**  
**Expenditures as a Percentage of Budgeted Instructional Operating**  
**Expenditures**  
**1998-99 Budget**

Entity	Regular Education	Special Education	Compensatory Education	Career and Technology Education	Bilingual/ESL Education	Gifted and Talented Education
College Station	79%	11%	3%	3%	1%	3%
Lufkin	79%	12%	5%	4%	0	0
Bryan	78%	13%	5%	4%	0	0
Brazosport	75%	11%	5%	2%	5%	2%
Wichita Falls	75%	13%	6%	3%	1%	3%
Longview	72%	15%	7%	4%	2%	1%
Waco	72%	11%	8%	4%	4%	1%
<b>Region 4</b>	<b>71%</b>	<b>12%</b>	<b>6%</b>	<b>3%</b>	<b>6%</b>	<b>2%</b>
<b>State</b>	<b>71%</b>	<b>12%</b>	<b>7%</b>	<b>4%</b>	<b>4%</b>	<b>2%</b>

Port Arthur	67%	11%	8%	4%	5%	5%
<b>Galveston</b>	<b>66%</b>	<b>13%</b>	<b>5%</b>	<b>4%</b>	<b>6%</b>	<b>6%</b>

*Source: Texas Education Agency, AEIS 1998-99.  
Note: Totals may not add to 100 due to rounding.*

The expenditures by program for 1998-99 reflect a reduction in regular education, special education, compensatory education and career and technology education expenditures and an increase in bilingual/ESL education and gifted and talented program expenditures (**Exhibit 2-19**).

**Exhibit 2-19**  
**GISD Instructional Program Expenditures**  
**as a Percentage of Total Instructional Operating Expenditures**  
**1994-95 - 1998-99**

<b>Program</b>	<b>1994-95 Actual</b>	<b>1995-96 Actual</b>	<b>1996-97 Actual</b>	<b>1997-98 Actual</b>	<b>1998-99 Budget</b>
Regular education	69%	71%	70%	70%	66%
Special education	15%	13%	11%	13%	13%
Compensatory education	6%	6%	8%	5%	5%
Career and Technology Education	5%	5%	4%	4%	4%
Bilingual/ESL education	4%	4%	5%	6%	6%
Gifted and talented education	1%	1%	2%	3%	6%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

*Source: Texas Education Agency, AEIS 1994-95 - 1998-99.  
Note: Totals may not add to 100% due to rounding.*

Instructional program funding has increased by 9 percent from 1994 through 1998. The largest increases in funding have been in bilingual/ESL and gifted and talented education, which have risen by 56.6 and 327.3 percent, respectively (**Exhibit 2-20**). The increase in the gifted and talented education function was due to a move at the elementary level from a small, centralized program involving only three teachers at one

facility, to a program at each campus with the number of teachers driven by enrollment in the program.

Regular education program funding has increased by 4.8 percent. Career and technology education, special education, and compensatory education funding have decreased 15.3 percent, 1.6 percent and 6.9 percent, respectively.

**Exhibit 2-20**  
**GISD Instructional Program Expenditures**  
**1994-95 - 1998-99**

<b>Program</b>	<b>1994-95 Actual</b>	<b>1995-96 Actual</b>	<b>1996-97 Actual</b>	<b>1997-98 Actual</b>	<b>1998-99 Budget</b>	<b>Percentage Change</b>
Regular education	\$18,537,982	\$19,125,192	\$19,763,158	\$20,528,829	\$19,425,989	4.8%
Special education	\$3,904,505	\$3,631,311	\$3,052,170	\$3,696,782	\$3,842,936	-1.6%
Compensatory education	\$1,700,424	\$1,538,548	\$2,107,554	\$1,418,691	\$1,583,228	-6.9%
Career and Technology Education	\$1,216,638	\$1,245,344	\$1,206,293	\$1,156,066	\$1,030,707	-15.3%
Bilingual/ESL education	\$1,140,699	\$1,091,191	\$1,451,920	\$1,659,584	\$1,785,766	56.6%
Gifted and talented education	\$384,796	\$382,515	\$686,719	\$797,322	\$1,644,153	327.3%
<b>Total</b>	<b>\$26,885,044</b>	<b>\$27,014,101</b>	<b>\$28,267,814</b>	<b>\$29,257,274</b>	<b>\$29,312,779</b>	<b>9.0%</b>

*Source: Texas Education Agency, AEIS 1994-95 - 1998-99 and GISD annual financial data.*

**Exhibit 2-21** shows the change in the number of full-time-equivalent (FTE) teachers in each of the instructional program areas since 1994-95. Overall, the district's teaching staff has increased by 10.7 percent over the five-year period. The gifted and talented, bilingual/ESL and regular education programs have shown increases of 51 percent, 20.1 percent and 35.2 percent, respectively, in teacher FTEs. Compensatory education has shown the greatest decline in teacher FTEs.

**Exhibit 2-21**  
**Number of GISD Teacher FTEs by Instructional Program**  
**1994-95 - 1998-99**

<b>Program</b>	<b>1994-95 Actual</b>	<b>1995-96 Actual</b>	<b>1996-97 Actual</b>	<b>1997-98 Actual</b>	<b>1998-99 Budget</b>	<b>Percentage Change</b>
Regular education	384.6	442.8	513.0	515.7	520.0	35.2%
Special education	64.1	59.0	54.3	62.2	61.6	-3.9%
Compensatory education	92.8	62.7	27.9	22.5	36.1	-61.1%
Career and Technology Education	31.4	20.0	25.6	20.7	13.6	-56.7%
Bilingual/ESL education	33.3	30.3	23.6	41.7	40.0	20.1%
Gifted and talented education	10.0	18.8	14.7	15.8	15.1	51.0%
Other (honor/migrant)	18.1	18.6	19.6	20.5	15.6	-13.8%
<b>Total</b>	<b>634.3</b>	<b>652.2</b>	<b>678.7</b>	<b>699.1</b>	<b>702.0</b>	<b>10.7%</b>

*Source: Texas Education Agency, AEIS 1994-95 - 1998-99.*

GISD assigns a higher percentage of teachers to regular education instructional programs than the regional and state averages (**Exhibit 2-22**). Compared to its peer districts, GISD is third highest in the percentage of teachers in regular education and shares top honors in bilingual/ESL education with Port Arthur. However, in the area of career and technology education, the district ranks last and is the second- or third-lowest district of teacher FTEs in the remaining areas.

**Exhibit 2-22**  
**Percentage of GISD, Peer District, Region 4 and State**  
**Teacher FTEs by Instructional Program**  
**1998-99**

<b>Entity</b>	<b>Regular Education</b>	<b>Special Education</b>	<b>Compensatory Education</b>	<b>Career And Technology Education</b>	<b>Bilingual/ESL Education</b>	<b>Gifted and Talented Education</b>	<b>Other (Honor/Migrant)</b>
Waco	76%	8%	2%	4%	4%	4%	1%

College Station	75%	8%	6%	4%	1%	1%	7%
<b>Galveston</b>	<b>74%</b>	<b>9%</b>	<b>5%</b>	<b>2%</b>	<b>6%</b>	<b>2%</b>	<b>2%</b>
Brazosport	72%	10%	4%	3%	5%	2%	3%
Bryan	71%	13%	3%	4%	4%	3%	2%
<b>State</b>	<b>71%</b>	<b>10%</b>	<b>4%</b>	<b>4%</b>	<b>7%</b>	<b>2%</b>	<b>2%</b>
Wichita Falls	71%	11%	9%	4%	1%	1%	3%
Lufkin	69%	7%	10%	5%	1%	3%	5%
<b>Region 4</b>	<b>69%</b>	<b>10%</b>	<b>3%</b>	<b>4%</b>	<b>8%</b>	<b>3%</b>	<b>3%</b>
Longview	66%	13%	9%	5%	3%	3%	3%
Port Arthur	61%	9%	9%	5%	6%	1%	9%

*Source: Texas Education Agency, AEIS 1998-99.*

Since 1961, GISD has been under court order to eliminate its "dual school system" and end desegregation. To accomplish this goal, GISD implemented a neighborhood school assignment program. By 1968, grades 9-12 were considered to be totally integrated, but a problem existed with three predominantly African American elementary schools.

In 1975, GISD received voter approval of a bond issue to build L.A. Morgan Elementary School to replace the three predominantly African American schools; however, the court concluded that the new school would not solve the segregation issue in that area of the district. In 1978, the court approved a plan, with specific percentage goals by ethnicity, to desegregate Morgan by implementing a districtwide majority-to-minority transfer program and operating Morgan as a magnet school.

In 1981, the court modified the plan by eliminating the required percentage goals, but the court also ordered GISD to continue to implement the court-approved desegregation plan "until such time as the Court might conduct a final hearing to determine whether GISD had achieved unitary status." Unitary status means that a school district has one educational system with equal access to all services and schools for any student regardless of race. Since then, the only actions taken by GISD or the court have concerned approval of building a new elementary school in 1986 and modification of attendance boundaries in 1995.

# Chapter 2

## EDUCATION SERVICE DELIVERY AND PERFORMANCE MEASURES

### A. Student Performance (Part 1)

In 1998-99, the percentage of all GISD students who passed all sections of the Texas Assessment of Academic Skills (TAAS) was slightly below the regional and state averages on all tests (**Exhibit 2-23**).

**Exhibit 2-23**  
**Percentage of All GISD, Region 4 and State Students Passing TAAS,**  
**All Levels**  
**1998-99**

Entity	Reading	Writing	Math	All Tests
<b>Galveston</b>	<b>84.5%</b>	<b>85.8%</b>	<b>83.5%</b>	<b>75.3%</b>
Region 4	86.6%	88.8%	85.3%	78.4%
State	86.5%	88.2%	85.7%	78.3%

*Source: Texas Education Agency, AEIS 1998-99.*

The percentage of GISD's Anglo students passing TAAS was slightly above state and regional Anglo student averages on the reading test, slightly above the state averages on the writing, math and all tests; and slightly below the regional averages for Anglo students passing the writing and math tests as well as all tests (**Exhibit 2-24**).

**Exhibit 2-24**  
**Percentage of Anglo GISD, Region 4 and State Students Passing**  
**TAAS, All Levels**  
**1998-99**

Entity	Reading	Writing	Math	All Tests
<b>Galveston</b>	<b>95.1%</b>	<b>93.5%</b>	<b>93.1%</b>	<b>89.1%</b>
Region 4	94.6%	94.2%	93.6%	89.7%
State	93.7%	93.1%	92.5%	87.9%

*Source: Texas Education Agency, AEIS 1998-99.*



The percentage of GISD's African American students passing TAAS was below the state and regional African American student averages in all areas (**Exhibit 2-25**).

**Exhibit 2-25**  
**Percentage of African American GISD, Region 4**  
**and State Students Passing TAAS, All Levels**  
**1998-99**

Entity	Reading	Writing	Math	All Tests
<b>Galveston</b>	<b>74.4%</b>	<b>78.9%</b>	<b>71.6%</b>	<b>60.2%</b>
Region 4	80.0%	84.4%	72.9%	65.3%
State	78.2%	81.9%	72.8%	64.0%

*Source: Texas Education Agency, AEIS 1998-99.*

The percentage of Hispanic students passing TAAS was above the regional and state Hispanic student averages in all areas (**Exhibit 2-26**).

**Exhibit 2-26**  
**Percentage of Hispanic GISD, Region 4 and State Students Passing**  
**TAAS, All Levels**  
**1998-99**

Entity	Reading	Writing	Math	All Tests
<b>Galveston</b>	<b>83.7%</b>	<b>84.3%</b>	<b>85.2%</b>	<b>76.0%</b>
Region 4	78.7%	82.6%	80.6%	69.5%
State	79.5%	83.1%	80.7%	70.1%

*Source: Texas Education Agency, AEIS 1998-99.*

The percentage of economically disadvantaged students passing TAAS was above the regional average of economically disadvantaged students in all areas except writing, and slightly below the state average of economically disadvantaged students in all areas (**Exhibit 2-27**).

**Exhibit 2-27**  
**Percentage of Economically Disadvantaged**  
**GISD, Region 4 and State Students Passing TAAS, All Levels**  
**1998-99**

<b>Entity</b>	<b>Reading</b>	<b>Writing</b>	<b>Math</b>	<b>All Tests</b>
<b>Galveston</b>	<b>78.1%</b>	<b>79.6%</b>	<b>77.3%</b>	<b>66.6%</b>
Region 4	77.0%	81.1%	76.9%	66.0%
State	78.2%	81.4%	78.7%	67.9%

*Source: Texas Education Agency, AEIS 1998-99.*

The percentage of GISD students in grades 3-5 passing the TAAS was below the regional and state averages of elementary students in all subjects (**Exhibit 2-28**).

**Exhibit 2-28**  
**Percentage of GISD, Region 4 and State**  
**Elementary Students Passing TAAS**  
**1998-99**

<b>Grade/Subject</b>	<b>Galveston</b>	<b>Region 4</b>	<b>State</b>
3rd-Reading	<b>81.8%</b>	88.0%	88.0%
3rd-Math	<b>72.5%</b>	82.3%	78.2%
4th-Reading	<b>84.2%</b>	89.6%	88.8%
4th-Writing	<b>83.8%</b>	90.1%	88.4%
4th-Math	<b>80.9%</b>	87.3%	87.6%
5th-Reading	<b>84.8%</b>	87.2%	86.4%
5th-Math	<b>87.1%</b>	89.9%	90.1%

*Source: Texas Education Agency, AEIS 1998-99.*

At sixth through tenth grades, on TAAS, the percentage of GISD students passing was above both the regional and state averages in sixth grade reading and math, seventh grade reading and math and eighth grade math (**Exhibit 2-29**). In eighth grade reading, the percentage of GISD students passing was above the state average and just below the regional average. In eighth grade writing, science and social studies, the percentage of GISD eighth grade students passing TAAS was below both the state and regional averages. In tenth grade, the percentage of GISD students passing TAAS was below both the state and regional averages in all subjects.

**Exhibit 2-29**  
**Percentage of GISD, Region 4 and State**

**Middle School and High School Students Passing TAAS  
1998-99**

<b>Grade/Subject</b>	<b>Galveston</b>	<b>Region 4</b>	<b>State</b>
6th-Reading	<b>85.2%</b>	84.4%	84.9%
6th-Math	<b>89.1%</b>	83.3%	82.3%
7th-Reading	<b>84.7%</b>	84.2%	83.6%
7th-Math	<b>89.9%</b>	84.6%	79.9%
8th-Reading	<b>88.8%</b>	88.9%	88.2%
8th-Writing	<b>85.0%</b>	86.2%	85.7%
8th-Math	<b>89.9%</b>	86.4%	86.3%
8th-Science	<b>79.4%</b>	86.0%	87.1%
8th-Social Studies	<b>63.4%</b>	70.9%	70.1%
10th-Reading	<b>82.3%</b>	88.8%	88.8%
10th-Writing	<b>88.7%</b>	90.6%	90.6%
10th-Math	<b>74.6%</b>	82.7%	81.6%

*Source: Texas Education Agency, AEIS 1998-99.*

Student performance in GISD's elementary schools showed steady improvement from 1994-95 to 1998-99. Between 1994-95 and 1998-99, significant improvements have been made in both reading and math in grades 3-5 (**Exhibit 2-30**).

**Exhibit 2-30  
Percentage of GISD Elementary Students Passing TAAS  
1994-95 - 1998-99**

<b>Grade/Subject</b>	<b>1994-95</b>	<b>1995-96</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>
3rd-Reading	68.2%	66.8%	79.0%	74.0%	81.8%
3rd-Math	64.7%	58.4%	80.5%	70.5%	72.5%
4th-Reading	65.7%	63.5%	76.1%	82.9%	84.2%
4th-Writing	81.8%	76.9%	77.5%	80.6%	83.8%
4th-Math	57.6%	57.9%	68.6%	76.4%	80.9%
5th-Reading	65.2%	72.6%	75.2%	78.8%	84.8%

5th-Math	55.6%	63.4%	74.5%	79.8%	87.1%
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Source: Texas Education Agency, AEIS 1994-95 - 1998-99.

At the middle and high school levels, the percentage of students passing the TAAS test increased substantially from 1994-95 through 1998-99 (Exhibit 2-31).

**Exhibit 2-31**  
**Percentage of GISD Middle School**  
**and High School Students Passing TAAS**  
**1994-95 - 1998-99**

Grade/Subject	1994-95	1995-96	1996-97	1997-98	1998-99
6th-Reading	67.6%	68.2%	80.8%	78.0%	85.2%
6th-Math	51.2%	65.6%	80.9%	82.1%	89.1%
7th-Reading	70.4%	69.8%	80.9%	76.7%	84.7%
7th-Math	47.3%	55.8%	81.8%	79.8%	89.9%
8th-Reading	58.4%	67.1%	79.3%	77.4%	88.8%
8th-Writing	60.3%	69.7%	74.0%	75.3%	85.0%
8th-Math	39.3%	63.1%	72.2%	82.2%	89.9%
8th-Science	60.4%	66.3%	78.1%	74.9%	79.4%
8th-Social Studies	47.1%	59.6%	54.1%	54.3%	63.4%
10th-Reading	61.6%	71.7%	75.8%	77.2%	82.3%
10th-Writing	81.5%	81.2%	82.2%	83.2%	88.7%
10th-Math	44.3%	58.3%	60.8%	67.1%	74.6%

Source: Texas Education Agency, AEIS 1994-95 - 1998-99.

**TAAS Exemptions**

Concerns have been raised in the community, as reported in the local media and by participants in TSPR's focus group meetings and community forum, about the high percentage of minority students exempted from taking the TAAS. Every student enrolled in a Texas public school in grades 3-8 and 10 must be given the opportunity to take the TAAS. There are circumstances under which some students are not tested. The reasons for exclusion are:

- Students may be excluded because they were not enrolled in that district by the last Friday in the previous October.
- Students may be excluded because they took the Spanish TAAS tests given in grades fifth or sixth, or the Spanish TAAS writing test in fourth grade.
- Students may be absent during every test administration.
- Students may receive a special education Admission, Review and Dismissal (ARD) exemption for every test.
- Students may receive a limited English proficiency exemption (LEP ) for every test.

**Exhibit 2-32** shows the exemptions from TAAS for GISD, Region 4 and the state for 1997-98 and 1998-99. ARD exemptions are granted to individual special education students in a process controlled by the ARD committee on each campus. Every special education student receives an annual evaluation of their progress from the ARD committee, which includes the regular education teacher, the special education teacher, an assessment person (for example, a diagnostician or counselor) and an administrator authorized to commit the school district to whatever services are determined necessary.

LEP exemptions are granted to individual bilingual/ESL students by the Language Proficiency Assessment Committee (LPAC) on each campus. This committee is made up of the same types of positions as the ARD committee but instead of a special education teacher, the LPAC has a bilingual or ESL teacher.

In 1997-98, GISD's overall TAAS exemption rate was lower than the regional average and slightly higher than the state average. In 1998-99, GISD's overall TAAS exemption rate was higher than the state and regional averages. This situation was attributed primarily to two factors: (1) the percentage of ARD-exempted students increased by 2.5 percent, from 5.4 percent in 1997-98 to 7.9 percent in 1998-99, while the regional and state averages increased only 0.5 and 1.7 percentage points, respectively; and (2) the percentage of LEP-exempted students increased from 1.0 percent in 1997-98 to 1.9 percent in 1998-99, reflecting the increasing Hispanic student population in GISD, while the percentages of LEP-exempted students in the region and state decreased.

**Exhibit 2-32**  
**GISD, Region 4 and State Percentages of Students Exempted from**  
**Taking TAAS Test**  
**1997-98 - 1998-99**

	Galveston	Region 4	State
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<b>Category</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1997-98</b>	<b>1998-99</b>
Absent	1.1%	1.3%	0.8%	0.7%	0.8%	0.7%
ARD exempted	5.4%	7.9%	5.0%	5.5%	5.2%	6.9%
LEP exempted	1.0%	1.9%	3.4%	2.4%	2.3%	2.2%
Other	1.5%	1.3%	0.8%	0.8%	0.7%	0.9%
Not tested - all	9.1%	12.4%	10.0%	9.5%	8.9%	10.7%

*Source: TEA, AEIS 1997-98 - 1998-99.*

In addition, the percentage of African American students who did not take the test grew from 13.5 percent in 1997-98 to 16.8 percent in 1998-99, and the percentage of Hispanic students who were not tested grew from 8.6 percent in 1997-98 to 12.1 percent in 1998-99 (**Exhibit 2- 33**). The primary reasons for these increases were due to the increase in ARD- and LPAC-exempted students. The number of exemptions may vary widely from year to year based upon the committees' evaluation of the progress of each student plus the number of new students coming into the district in special education or bilingual/ESL.

**Exhibit 2-33**  
**Percentage of GISD Students Exempted from Taking TAAS Test by**  
**Ethnicity**  
**1997-98 - 1998-99**

<b>Category</b>	<b>African American</b>		<b>Hispanic</b>		<b>Anglo</b>		<b>Economically Disadvantaged</b>	
	<b>1997-98</b>	<b>1998-99</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1997-98</b>	<b>1998-99</b>
Absent	1.5%	1.9%	1.4%	1.1%	0.6%	1.0%	1.2%	1.3%
ARD exempted	9.7%	12.8%	3.5%	5.4%	2.5%	5.2%	7.4%	10.0%
LEP exempted	0	0.1%	2.6%	4.9%	0.1%	0.1%	1.4%	2.0%
Other	2.3%	2.0%	1.1%	0.8%	1.1%	0.7%	1.9%	1.7%
Total not tested	13.5%	16.8%	8.6%	12.1%	4.3%	7.0%	11.9%	15.1%

*Source: TEA, AEIS 1997-98 - 1998-99.*

While GISD had a higher absentee rate than the region or state averages, this is not out of line due to the low attendance rate in GISD, especially at the high school level. Neither the principals nor the director of Special Education indicated that there was any districtwide emphasis nor involvement in increasing TAAS exemptions. The director of Bilingual/ESL Education was not hired until November 1999 and did not have any knowledge of factors affecting LEP exemptions.

### SAT Scores

GISD students have exceeded the regional and state average SAT I scores from 1995 to 1998 (**Exhibit 2-34**). The SAT results for the class of 1998 ranked third among the peer districts. Also, 34.9 percent of GISD students taking the SAT scored at or above the accountability criterion level of 1000 established by the State Board of Education. This performance is above the regional average of 31.5 percent and the state average of 27.2 percent.

**Exhibit 2-34**  
**Mean SAT I Score for GISD, Region 4, and the State**  
**Classes of 1995 - 1998**

Entity	Class of 1995	Class of 1996	Class of 1997	Class of 1998
College Station	980	1089	1090	1096
Wichita Falls	966	1046	1036	1034
<b>Galveston</b>	<b>910</b>	<b>1020</b>	<b>1020</b>	<b>1031</b>
Brazosport	949	1055	1047	1018
<b>Region 4</b>	<b>904</b>	<b>1006</b>	<b>1003</b>	<b>1003</b>
Bryan	900	981	999	996
Longview	931	970	1023	994
<b>State</b>	<b>891</b>	<b>993</b>	<b>992</b>	<b>992</b>
Lufkin	853	976	925	944
Waco	848	935	956	907
Port Arthur	776	868	863	865

*Source: Texas Education Agency, AEIS 1996-97 - 1998-99.*

### Advanced Placement Courses

The ethnic breakdown of GISD students in advanced courses is provided in **Exhibit 2-35**.

The percentage of Hispanic students almost doubled from 1994-95 to 1997-98, and the percentage of African American students completing advanced courses almost tripled.

**Exhibit 2-35**  
**Percentage of GISD Students by Ethnicity Taking Advanced Courses**  
**1994-95 - 1997-98**

<b>Ethnic Group</b>	<b>1994-95</b>	<b>1995-96</b>	<b>1996-97</b>	<b>1997-98</b>
African American	3.2%	7.0%	8.2%	9.4%
Anglo	16.6%	23.5%	23.3%	24.2%
Hispanic	6.5%	7.2%	11.3%	12.3%

*Source: TEA, AEIS 1994-95 - 1997-98.*

## **FINDING**

GISD has made a series of efforts to improve student achievement in the district. The Success For All (SFA) reading program developed by Johns Hopkins University is in place in all elementary and middle schools and involves students in grades K-6. SFA is designed to ensure all children can read at grade level by the end of the third grade.

Developed specifically for children from low-income backgrounds, SFA concentrates on every child learning to read through intensive daily instruction, continual assessment and, if needed, timely one-on-one tutoring.

Each GISD campus has an SFA facilitator who trains teachers and monitors the program at the campus. Students spend 90 minutes each day on intensive reading and interaction in the classroom. Students are grouped by reading ability regardless of grade level. Each night, students are required to read at least 20 minutes, and parents must sign a form to be returned to the school that the student completed the required reading.

Principals and teachers indicated emphatic support for the program. Teachers said the program requires extensive preparation and work, but they also said that the program's results were well worth the effort.

Since implementing the program in 1994-95, the percentage of GISD students in third through eighth grades passing the reading TAAS test has



increased from 65.4 percent in 1994-95 to 84.5 percent in 1998-99 (**Exhibit 2-36**). The percentage of economically disadvantaged students passing the reading test has increased from 53.7 percent in 1994-95 to 78.1 percent in 1998-99; the percentage of African American students passing the test has increased from 50.6 to 74.4 percent; and the percentage of Hispanic students passing the test has increased from 62.5 to 84.0 percent.

Compared to the state average for all students, GISD has narrowed the performance difference from 13 percentage points in 1994-95 to two percentage points in 1998-99. Compared to the regional average for all students, GISD has narrowed the performance difference from 14.2 percentage points to 2.1 percentage points.

**Exhibit 2-36**  
**Percentage of GISD Students Grades 3-8 and 10 Passing TAAS**  
**Reading Test**  
**1994-95 - 1998-99**

Category	1994-95	1995-96	1996-97	1997-98	1998-99
All students	65.4%	68.5%	78.2%	80.5%	84.8%
African American students	50.6%	54.1%	67.7%	70.4%	74.4%
Hispanic students	62.5%	64.7%	74.4%	77.6%	83.7%
Anglo students	85.1%	87.1%	92.5%	93.0%	95.1%
Economically disadvantaged students	53.7%	55.3%	69.1%	72.8%	78.1%
State - all students	78.4%	80.4%	84.0%	87.0%	86.5%
Region 4 - all students	79.6%	82.1%	85.8%	88.4%	86.6%

*Source: Texas Education Agency, AEIS reports, 1994-95 - 1998-99.*

And while the performance of Anglo students has continued to outpace the performance of other categories of students, the gap between their performance and that of minority and economically disadvantaged students has narrowed considerably since the district implemented SFA (**Exhibit 2-37**).

**Exhibit 2-37**  
**Gap between GISD Minority and Economically Disadvantaged**  
**Students vs.**  
**Anglo Students Passing TAAS Reading Test**  
**1994-95 - 1998-99**

	<b>Percentage Point Difference from Anglo Student Performance</b>				
<b>Category</b>	<b>1994-95</b>	<b>1995-96</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>
African American students	-34.5	-33.0	-24.8	-22.6	-20.7
Hispanic students	-22.6	-22.4	-18.1	-15.4	-11.4
Economically disadvantaged students	-31.4	-31.8	-23.4	-20.2	-17.0

*Source: Compiled from Texas Education Agency, AEIS reports, 1994-95 - 1998-99.*

In 1995, GISD began a project to increase students' conceptual understanding of mathematics. The goal of the project was to rewrite the math curriculum for grades K-8, incorporating the standards of the National Council of Teachers of Math and the Texas Essential Knowledge and Skills (TEKS) with emphasis in the area of oral and written communication of math concepts.

Given the goals of the project, GISD selected the curriculum from the Math Learning Center in Portland, Oregon as a starting point.

A team of teachers, after receiving both curriculum writing and math training, and the math consultant began the curriculum writing process. In 1997, this same writing team piloted the curriculum.

Since its implementation in 1998-99, the overall percentage of students in third through eighth grade passing the math TAAS increased from 79.5 percent in 1997-98 to 84.6 percent in 1998-99 (**Exhibit 2-38**). The percentage of economically disadvantaged students passing the math test has increased from 73 percent in 1997-98 to 79.1 percent in 1998-99; the percentage of African American students passing the test has increased from 68 to 73.8 percent; and the percentage of Hispanic students passing the test has increased from 79.3 to 86.2 percent.

**Exhibit 2-38  
Percentage of GISD Students Grades 3-8 Passing TAAS Math Test  
1997-98 - 1998-99**

	<b>Percentage Passing TAAS</b>	
<b>Category</b>	<b>1997-98</b>	<b>1998-99</b>
All students	79.5 %	84.6%

African American students	68.0%	73.8%
Hispanic students	79.3%	86.2 %
Anglo students	92.1%	93.9%
Economically disadvantaged students	73.0%	79.1%

*Source: Texas Education Agency, AEIS reports, 1997-98 - 1998-99.*

# Chapter 2

## EDUCATION SERVICE DELIVERY AND PERFORMANCE MEASURES

### A. Student Performance (Part 2)

The gap in performance between Anglo, African American, Hispanic and economically disadvantaged students has narrowed since GISD implemented the new curriculum (**Exhibit 2-39**).

**Exhibit 2-39**  
**Gap between GISD Minority and Economically Disadvantaged**  
**Students vs.**  
**Anglo Students Passing TAAS Math Test**  
**1997-98 - 1998-99**

Category	Percent Difference from Anglo Student Performance	
	1997-98	1998-99
African American students	-24.1	-20.1
Hispanic students	-12.8	-7.7
Economically disadvantaged students	-19.1	-14.8

*Source: Compiled from Texas Education Agency, AEIS reports, 1997-98 - 1998-99.*

The Students That Are Reaching (STAR Lab) program is offered at Parker Elementary School. The Lab is staffed by three special education teachers and two aides. It includes reading and writing areas and computers that students use to pursue individualized education programs.

Following the Success For All reading period at the start of each day, the Lab is used as a special education resource classroom. Students in special education who need additional help in language arts, math and reading receive assistance from the Lab's staff.

When the resource sessions end at noon, the Lab becomes a content mastery learning center where instruction is designed to supplement students' education, especially at risk students. Students from regular education, gifted and talented education and other programs also use the Lab to pursue individual projects or complete assignments.

In 1997, GISD began a benchmark testing program, where students are tested throughout the year to determine their rate of progress during the year.

Students in third through eighth grade are tested in reading and math three times each school year in October, December and February. Fourth and eighth grade students are tested in writing in January. Spanish benchmark tests are provided in second through fourth grades for the reading, math and writing tests. Testing in all three subjects is also available for second grade students, but it is optional and it is up to each campus to elect to participate.

Following the tests, the academic coordinators prepare portfolios on each student, identify students' strengths and weaknesses and suggest strategies for teachers to address the weaknesses. The portfolio contains a letter to parents informing them of the student's performance and includes an academic plan to address specific deficiencies; a reading profile containing TAAS performance and benchmark test results; a math profile; any remediation sheets from the benchmark tests; and a composite profile per benchmark test.

The academic coordinator reviews each portfolio with the appropriate teachers and is available to help the teacher develop ways to address key areas needing improvement. The academic coordinators also provide staff development to provide teachers with additional instructional tools.

The TAAS Reporter is a TAAS data disaggregation software package. The program provides teachers a visual representation of student performance in a wide array of reports, including reports of performance for each student based on a by-objective and by-item analysis. Each report is color coded for a simplified understanding of student strengths and weaknesses.

At each school, a number of summary reports are available. These reports give the school principal data to help allocate resources for classroom instruction. Also included are item analysis and by-objective analyses for the entire school. Another reporting capability of the program presents the by-objective failure rates for students who failed to master the test. This report allows principals to target the areas of greatest weakness for those students.

Reports comparable to those at the school level are also provided at the district level. One key feature is the ability of principals to have at their disposal the TAAS performance of all students across the district. Student mobility is reduced as an issue for those students who enroll at a different school from one year to the next because it is possible to print a

comprehensive TAAS performance report for the student's new teacher(s). Time is no longer lost transferring records.

For the first time, teachers and principals can develop individualized instruction for students based on performance measures. Parents have access to the actual performance of their children and can meet with teachers during parent/teacher conferences to discuss ways to improve their child's achievement. Principals have new ways to look at student group performance for the purpose of curricular changes. The TAAS Reporter has given staff a new and improved view of student mastery.

## **COMMENDATION**

**GISD has implemented a series of innovative programs that have contributed to significant improvement in overall student achievement.**

## **FINDING**

In 1995-96, GISD experienced a 3.7 percent dropout rate. The dropout rate was especially high for minority students, with 9.9 and 5.8 percent for African American and Hispanic students, respectively. More than 200 students in GISD were identified as dropouts that year.

In 1996-97, the district established a task force to focus specifically on reducing the dropout rate. The task force meets once at the beginning of the school year. The director of Planning and Evaluation chairs the task force and distributes a list of all students listed by the district as dropouts.

The task force members first review the list to make sure the child has not moved or can be located elsewhere. One social worker on the task force is responsible for contacting the Texas Department of Criminal Justice and the Texas Youth Commission.

Once the list is culled of those students readily identified, the status of remaining students on the list is investigated. Members of the task force go to the last-known address and talk to any relatives or known friends in GISD. When they make contact with a student who has dropped out of school, the task force members try to encourage the student to return to an educational setting, either in GISD, a GED program or a private school. Task force members report on the results of their investigations to the registrars at the home school of each dropout student on the list.

Since 1995-96, the overall dropout rate of the district has decreased from 3.7 percent to 0.9 percent in 1997-98, the most recent year reported by the Texas Education Agency. At the meeting of the task force at the beginning

of the 1998-1999 year, only 132 students were on the list distributed to task force members (**Exhibit 2-40**). The dropout rates for African American and Hispanic students have declined to 1.3 and 0.5 percent, respectively.

**Exhibit 2-40**  
**Impact of GISD Task Force on Dropout Rate**  
**1994-95 - 1998-99**

<b>Year</b>	<b>Initial List of Dropouts</b>	<b>Number of Dropouts Following Task Force Efforts</b>	<b>Number of Dropouts Recovered</b>
1998-99	132	62	70
1997-98	189	46	143
1996-97	204	97	107
1995-96	NA	169	NA
1994-95	NA	174	NA

*Source: GISD director of Planning and Evaluation.*

**COMMENDATION**

**GISD has developed an innovative approach to reducing the student dropout rate.**

**FINDING**

GISD's student attendance rate historically has been low (**Exhibit 2-41**). Among its peer districts, GISD's attendance rate was the lowest for three straight years, 1994-95 through 1996-97, before increasing in 1997-98.

**Exhibit 2-41**  
**Attendance Rate of GISD Students Compared to Region 4 and the State**  
**1994-95 - 1997-98**

<b>Entity</b>	<b>1994-95</b>	<b>1995-96</b>	<b>1996-97</b>	<b>1997-98</b>
Brazosport	95.5%	95.9%	96.0%	96.2%
College Station	95.8%	96.4%	96.2%	96.0%
Wichita Falls	95.2%	95.2%	95.3%	95.9%

Lufkin	95.3%	95.2%	95.4%	95.8%
<b>State</b>	<b>95.1%</b>	<b>95.1%</b>	<b>95.2%</b>	<b>95.3%</b>
Longview	94.9%	95.0%	95.0%	95.1%
<b>Region 4</b>	<b>94.9%</b>	<b>94.9%</b>	<b>95.0%</b>	<b>95.1%</b>
Bryan	94.7%	94.9%	94.7%	94.9%
Waco	93.7%	93.2%	93.6%	94.8%
<b>Galveston</b>	<b>93.0%</b>	<b>92.6%</b>	<b>92.5%</b>	<b>93.3%</b>
Port Arthur	94.0%	92.8%	93.4%	92.7%

Source: Texas Education Agency, AEIS 1994-95 - 1997-98.

As a result of this poor student attendance rate, GISD began a major initiative in 1997-98 to address low attendance at all grade levels. The initiative began with the creation of attendance goals at all grade levels. The goals were 95 percent at the high school, 96 percent at the middle schools, and 97 percent at the elementary schools. Once these goals were established, in-service training was provided to all attendance clerks on attendance requirements and procedures necessary to determine if a student was present or absent.

Once the attendance goals were set, the district created a community dropout/attendance task force to lead the efforts to encourage students to attend school. The task force includes members of the judiciary, social service organizations, the GISD police department, the League of United Latin American Citizens, the African-American Chamber of Commerce, the City of Galveston police department and other GISD personnel.

After the first semester of the 1999-2000 school year, the attendance levels of the elementary and middle schools were meeting the targets, and the high school was at 93 percent, or only 2 percent from the target. Of particular note, the attendance of high school freshmen, which as a class has a high dropout rate, was up from 85.2 percent at the end of the first semester of 1998-99 to 90.8 percent at the end of the first semester of 1999-2000, a 5.6-percent increase (**Exhibit 2-42**).

**Exhibit 2-42**  
**GISD High School Students Attendance Rates by Grade**  
**1998-99 - 1999-2000**

	<b>Attendance Rate at End of First Semester</b>	
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Grade	1998-99	1999-2000	Percentage Point Change
9th	85.2%	90.8%	+5.6
10th	90.8%	92.0%	+1.2
11th	92.0%	93.2%	+1.2
12th	94.2%	94.9%	+0.7

Source: GISD director of Planning and Evaluation.

## COMMENDATION

**GISD increased student attendance by establishing attendance goals at each grade level, following up on all students absent from school and involving the community in addressing the problem.**

## FINDING

Scott Elementary School has the highest percentage of economically disadvantaged students and the second highest percentage of minority students of any school in GISD (**Exhibit 2-43**). The school also has a Recognized rating, and its students are out performing many students who are not members of a minority group or economically disadvantaged.

**Exhibit 2-43  
GISD Campuses, Accountability Ratings and  
Percentage of Minority and Economically Disadvantaged Students  
1998-99**

Campus	Percentage of		Accountability Rating
	Minority Students	Economically Disadvantaged Students	
Ball High School	67%	47%	A
Austin Middle School	80%	75%	A
Central Middle School	86%	78%	A
<b>Weis Middle School</b>	<b>42%</b>	<b>39%</b>	<b>E</b>
Alamo Elementary School	94%	74%	A
Bolivar Elementary School	17%	45%	A
Burnet Elementary School	72%	68%	A

Morgan Academy of Fine Arts	87%	77%	A
Oppe Elementary School	32%	35%	A
Parker Elementary School	46%	40%	R
Rosenberg Elementary School	73%	63%	A
San Jacinto Elementary School	89%	70%	A
<b>Scott Elementary School</b>	<b>91%</b>	<b>79%</b>	<b>R</b>

*Source: Texas Education Agency, AEIS, 1998-99.*

Scott Elementary School opened in 1996-97 as a result of renovation to the north and south campuses of Ball High School. The north campus was turned into Scott Elementary School, and the principal came from San Jacinto Elementary School. In the first two years that the school was open, it achieved an accountability rating of Acceptable. In 1998-99, it achieved Recognized status.

To achieve Recognized status, a school must meet the following criteria:

- At least 80 percent of its students must be passing in reading, writing and math (all students and each student group, for example, African American, Hispanic, Anglo and economically disadvantaged);
- A dropout rate of 3.5 percent or less (all students and each student group); and
- Attendance of at least 94 percent.

The school experienced attendance rates of 95.2 percent in 1997-98 and 95.4 percent in 1996-97, the latest years for which attendance information is available. Through 1998-99, TAAS results either improved steadily or remained high (**Exhibit 2-44**).

**Exhibit 2-44**  
**Scott Elementary School TAAS Test Scores**  
**1996-97 - 1998-99**

<b>Grade/Subject</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>
3rd-Reading	77.1%	79.5%	93.7%
3rd-Math	82.4%	70.8%	82.1%
4th-Reading	89.2%	86.8%	88.9%
4th-Writing	92.5%	87.7%	92.8%

4th-Math	75.3%	80.8%	87.0%
5th-Reading	72.0%	78.8%	89.6%
5th-Math	68.1%	81.6%	90.4%

Source: TEA, AEIS 1996-97 - 1998-99.

In 1998-99, Scott Elementary also received an Acknowledged designation for reading. For a school to receive an Acknowledged designation, the percentage of high-performing students in reading must meet or exceed 50 percent.

Weis Middle School improved its accountability rating from Acceptable in 1997-98 to Exemplary in 1998-99. According to TEA, only a handful of schools at any level increased their rating from Acceptable to Exemplary in 1998-99.

To achieve Exemplary status, a school must meet the following criteria:

- At least 90 percent of its students must be passing in reading, writing and math (all students and each student group, for example, African American, Hispanic, Anglo and economically disadvantaged);
- A dropout rate of 1 percent or less (all students and each student group); and
- Attendance of at least 94 percent.

In 1997-98, the latest year for which the data is available, 140 middle or junior high schools in Texas achieved Exemplary status, or 10.5 percent of the 1,328 middle or junior high schools statewide. For elementary schools and high schools, 19.8 percent and 9.5 percent, respectively, achieved exemplary status in 1997-98.

During the past three years, Weis Middle School's attendance rate has steadily increased to 95.3 percent in 1997-98. TAAS results have improved steadily at all grades in all areas from 1996-97 through 1998-99 (**Exhibit 2-45**).

**Exhibit 2-45**  
**Weis Middle School TAAS Test Scores**  
**1996-97 - 1998-99**

Grade/Subject	1996-97	1997-98	1998-99
6th-Reading	91.0%	91.9%	96.2%

6th-Math	96.7%	98.3%	99.2%
7th-Reading	88.8%	93.2%	95.9%
7th-Math	86.0%	90.9%	96.3%
8th-Reading	82.4%	89.5%	95.7%
8th-Writing	82.9%	83.7%	96.2%
8th-Math	82.4%	93.1%	95.7%
8th-Science	86.0%	87.9%	91.3%
8th-Social studies	62.2%	70.9%	79.5%

*Source: Texas Education Agency, AEIS 1996-97 - 1998-99.*

In 1998-99, for the second year in a row, the school also received Acknowledged designations for both reading and math. In 1998-99, 2.7 percent of the state's 680 schools received an acknowledgment for both subjects.

According to the chair of the school's site-based decision-making committee, the teachers, parents and community members at Weis Middle School feel it's "their school." The chair felt that this attitude has contributed to the high level of student performance at the school. The principal indicated that emphasis on writing, the one area where student performance had been lowest, also contributed to the improvement in student performance.

At Scott Elementary School, the principal said that the two keys to the school's success have been an emphasis on strong parental involvement and on maintaining high expectations of all students.

At Weis Middle School, the principal said the keys to the school's success are a clear focus on instructional improvement with high expectations for all students, a clearly defined curriculum designed to meet the needs of students and a focus on teaching and practicing necessary skills in reading and writing across content areas.

## **COMMENDATION**

**The principals and teachers at Scott Elementary School and Weis Middle School have applied instructional strategies and techniques that have resulted in continuous student achievement.**

## **FINDING**

GISD developed and implemented its benchmark testing program in third through eighth grade. The program can help individual schools and teachers develop:

- Lesson plans that address TEKS objectives in reading and math;
- Timelines for the first three nine-week periods that reflect objectives that will be tested at all three benchmark testing times;
- Pacing calendars to assist teachers in timing classroom instruction to accomplish the objectives within the benchmark testing timeframes;
- Feedback for principals and teachers; and
- Individual student profiles.

Through its evaluations of student needs in Texas, TEA has published two documents: *One Step at a Time* for elementary students and *Turning Points* for middle school students. Both recommend school districts develop individual achievement plans and strategies tailored to the needs of each student. Currently, individual education plans are developed only in special education.

**Recommendation 16:**

**Develop individual plans for each GISD student in third through eighth grade using the benchmark testing results.**

With all the information developed from the benchmark testing program, GISD is close to having individual goals, objectives and strategies for each student in the district in third through eighth grade. The only remaining step is to take the profile for each student and develop specific, measurable goals that both the teacher and the academic coordinator believe can be accomplished from one benchmark to the next and for the year as a whole. This plan also would tie in additional tutoring in summer school necessary to ensure that the student reaches the grade level performance demanded by TEKS.

The plan could be phased in starting with those students in greatest need, such as students failing TAAS. The plan should include measurable objectives for each period during the school year and an expected student profile to reach TEKS objectives by the end of the school year.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The academic coordinators, principals and teachers identify an appropriate format to extend the benchmark testing results to include opportunity to establish individual student objectives and a process to accomplish this result.	July - September 2000
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2.	The assistant superintendent reviews the proposed process and end product, makes any necessary modifications and authorizes the academic coordinators to pilot the process during the 2000-01 school year.	September 2000
3.	The academic coordinators, principals and teachers implement and monitor the process throughout the year and make modifications when necessary.	September 2000 - May 2001
4.	At the conclusion of the school year, the academic coordinators, principals and teachers recommend implementation of the process.	July 2001
5.	The superintendent implements the process districtwide.	August 2001 - Ongoing

### **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

### **FINDING**

School districts strive to maintain as low a student-teacher ratio as is cost effective. Texas sets a maximum student-teacher ratio of one teacher for 22 students for grades K-4, but provides no guidelines for the higher grade levels.

From 1995-96 to 1998-99, the student-teacher ratio in GISD has been less than the regional and state averages (**Exhibit 2-46**). Over that period, GISD's student-teacher ratio declined by 7.2 percent, six times the rate of decrease in the region and three times the rate of decrease in the state.

**Exhibit 2-46**  
**GISD, Region 4, and State Student-Teacher Ratio**  
**1995-96 - 1998-99**

Entity	1995-96	1996-97	1997-98	1998-99	Percentage Change over the Period
<b>Galveston</b>	<b>15.2</b>	<b>14.8</b>	<b>14.3</b>	<b>14.1</b>	<b>-7.2%</b>
Region 4	16.6	16.7	16.5	16.4	-1.2%
State	15.6	15.5	15.3	15.2	-2.6%

*Source: Texas Education Agency, AEIS 1995-96 through 1997-98.*

Compared to its peer districts, GISD has the third-lowest student-teacher ratio (**Exhibit 2-47**).

**Exhibit 2-47**  
**GISD, Peer District, Region 4 and State Student-Teacher Ratio**  
**1998-99**

<b>Entity</b>	<b>Student-Teacher Ratio</b>
Wichita Falls	13.4
Longview	13.9
<b>Galveston</b>	<b>14.1</b>
Bryan	14.3
Lufkin	14.3
College Station	15.0
<b>State</b>	<b>15.2</b>
Waco	15.5
<b>Region 4</b>	<b>16.4</b>
Port Arthur	16.7
Brazosport	16.9

*Source: Texas Education Agency, AEIS 1998-99.*

All GISD elementary schools have kindergarten through fifth, and grades K-4 have state-mandated class sizes, so little opportunity exists to vary student-teacher ratios in those schools. At the secondary level, however, GISD classes have decreased since 1994-95 (**Exhibit 2-48**). The largest decrease has been in the size of foreign language classes (12.9 percent) followed by science classes (9.7 percent) and math classes (7.4 percent).

**Exhibit 2-48**  
**GISD Average Secondary School Class Size**  
**1994-95 - 1998-99**

<b>Subject</b>	<b>1994-95</b>	<b>1995-96</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>Percentage of Change over the Period</b>
English	20.0	19.9	19.1	18.7	19.4	-3.0%

Foreign language	21.0	17.1	18.5	18.2	18.3	-12.9%
Math	21.5	20.8	20.8	20.0	19.9	-7.4%
Science	21.6	20.5	20.8	19.5	19.5	-9.7%
Social studies	22.4	20.6	21.7	21.5	21.0	-6.3%

Source: Texas Education Agency, AEIS 1994-95 - 1998-99.

GISD secondary classes are smaller than the state and regional averages in all subjects (**Exhibit 2-49**). Compared to its peer districts, GISD secondary class sizes were the lowest in foreign languages, second-lowest in math and social studies, third-lowest in science and fourth-lowest in English.

**Exhibit 2-49**  
**GISD, Peer District, Region 4 and State Average Secondary School**  
**Class Size**  
**1998-99**

Entity	Class Size				
	English	Foreign Language	Math	Science	Social Studies
Bryan	17.4	22.4	20.5	18.4	20.4
Lufkin	18.0	22.4	19.0	20.8	21.2
Longview	18.3	24.8	20.6	19.4	21.6
<b>Galveston</b>	<b>19.4</b>	<b>18.3</b>	<b>19.9</b>	<b>19.5</b>	<b>21.0</b>
Waco	19.5	21.5	21.3	23.3	22.3
<b>State</b>	<b>20.4</b>	<b>21.0</b>	<b>20.5</b>	<b>21.7</b>	<b>22.5</b>
<b>Region 4</b>	<b>22.2</b>	<b>22.8</b>	<b>22.6</b>	<b>23.6</b>	<b>24.4</b>
College Station	21.0	22.1	20.7	24.1	24.0
Brazosport	21.8	23.3	22.8	23.6	24.5
Wichita Falls	21.8	21.9	21.5	22.3	24.0
Port Arthur	24.0	24.0	22.1	22.5	25.8

Source: Texas Education Agency, AEIS 1998-99.



The student-teacher ratio declined at three of the four secondary schools from 1998-99 to 1999-2000. The student-teacher ratios ranged from a low of 9.8 at Austin Middle School to a high of 14.5 at Ball High School (**Exhibit 2-50**).

**Exhibit 2-50**  
**Number of Students, Number of Teachers and**  
**Student-Teacher Ratio at GISD Secondary Campuses**  
**1998-99 - 1999-2000**

Campus	Number of Students		Number of Teachers		Student-Teacher Ratio	
	1998-99	1999-2000	1998-99	1999-2000	1998-99	1999-2000
Ball High School	2,480	2,423	169	167	14.7	14.5
Austin Middle School	617	532	60	55	10.3	9.8
Central Middle School	699	621	63	55	11.1	11.3
Weis Middle School	805	756	57	58	14.1	13.0

*Source: TEA, AEIS, 1998-99, and GISD administrative assistant and assistant superintendent of Curriculum and Instruction.*

The master course schedule includes more than 40 classes with 15 or fewer students in courses at the high school and three middle schools. At least 10 of the classes had fewer than 10 students, and some (for example, cosmetology, foreign languages, reading and automobile technology) had fewer than five students.

At the high school, these classes included a large number of career and technology courses, which are discussed later in this chapter (for example, cosmetology, nutrition and food science, business communications, hospitality services, building trades, automobile technology, computer drafting and child development), as well as core courses (English 1, foreign languages, Algebra 1, Reading 1 and 3, physics and world geography). At the middle schools, the smaller classes included language arts, math, reading, social studies and English. None of these courses represented advanced placement courses, nor were they designed to serve specific needs of targeted populations such as special education or ESL/bilingual students.

**Recommendation 17:**

**Increase the student-teacher ratio at all secondary campuses by an average of one student per teacher.**

Recognizing that GISD has developed specific approaches to meet the needs of targeted student populations, such as the Success For All program, an increase in the overall student-teacher ratio in each secondary school would reduce the overall teacher total by 23 (**Exhibit 2-51**).

**Exhibit 2-51  
Impact of Increasing Student-Teacher Ratio  
by One Student at Each GISD Secondary Campus**

<b>Campus</b>	<b>Current Number of Teachers</b>	<b>Number of Teachers with Change in Student-Teacher Ratio</b>	<b>Difference</b>
Ball High School	167	157	-10
Austin Middle School	55	50	-5
Central Middle School	55	51	-4
Weis Middle School	58	54	-4
<b>Total</b>	<b>335</b>	<b>312</b>	<b>-23</b>

To implement such a change, the district should consider the needs of each campus separately. At some, it may be possible to increase the ratio by more than one student, and at others, it may be necessary to increase the ratio by fewer than the average of one student.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The assistant superintendent for Curriculum and Instruction evaluates the class sizes by campus to determine where modifications can be made to the current master schedule.	July 2000
2.	The assistant superintendent reviews the findings with the superintendent and implements a recommended plan for the 2000-01 school year.	July 2000

**FISCAL IMPACT**

The fiscal impact assumes the following:

- Average teacher turnover occurs during 1998-99, and the district loses 15.7 percent of the current 335 secondary teachers, or 53 teachers.
- The district conducts an analysis of the impact of increasing the student-teacher ratio that indicates that 80 percent of the class-size adjustments can be made, resulting in a net decrease of 18 teacher positions required at the secondary level.
- The cost savings of not hiring teachers to fill 18 positions, based upon the current beginning salary for a bachelor degree teacher in GISD (\$30,199) would be \$543,582 (18 teacher positions x \$30,199 = \$543,582). Adding 25 percent for employee benefits (\$135,895), the total annual savings is \$679,477.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Increase the student-teacher ratio at all secondary campuses by an average of one student per teacher.	\$679,477	\$679,477	\$679,477	\$679,477	\$679,477

# Chapter 2

## EDUCATION SERVICE DELIVERY AND PERFORMANCE MEASURES

### **B. Curriculum and Instruction Programs**

The Curriculum and Instruction Department is responsible for developing and modifying the curriculum, the delivery of educational services and program evaluation in GISD. The department also is responsible for providing principals and teachers the tools necessary to deliver educational services consistently at all campuses and at all grade levels.

As a result of the department studying and monitoring the needs of students in GISD, a number of new programs have been created, adopted or modified.

- The Success For All reading program in grades K-6.
- TECH-PREP and other dual enrollment courses offered in association with Galveston College and the College of the Mainland to prepare students for work or future academic study in a career field and to provide college credit.
- The two-way language immersion program at Morgan Academy of Fine Arts, which teaches dual proficiency in English and Spanish to elementary students.
- Implementation of the Lightspan interactive program targeted at enhancing the reading and math skills of students at the elementary level.
- The Capturing Kids Hearts program, a classroom management/teacher effectiveness training program.
- The creation and implementation of a new K-8 math program in 1999-2000.
- Development of a campus-based gifted and talented program.

The district also focuses student learning on foundation, or core, subjects as defined by the Texas Education Code: reading, math, English/language arts, science and social studies. At the elementary level, GISD students are in school seven hours each regular school day. Of that total, six hours are spent in classroom learning with one-half hour for lunch and one-half hour for recess and breaks. Of that six hours, GISD students spend 79.1 to 87.5 percent of their time on core subjects (**Exhibit 2-52**).

**Exhibit 2-52**  
**Percentage of Time GISD Elementary Students Devote to Core Subjects**  
**1999-2000**

<b>Subject</b>	<b>Percentage of Time</b>
Reading	25.0%
Math	25.0%
English/ language arts	12.5%

Science	8.3 - 12.5%
Social studies	8.3 - 12.5%
<b>Total</b>	<b>79.1 - 87.5%</b>

*Source: GISD director of Planning and Evaluation.*

For secondary students, beginning at grade 6, the state mandates students take a certain number of units. For grades 6-8, students must take 12 hours in core subjects, and in grades 9-12, students must take at least 12 units, although the state recommends 14 units. In GISD, secondary student enrollment in core subjects ranges from a high of 72.5 percent in grade 6 to a low of 41.9 percent in grade 12 (**Exhibit 2-53**). According to the director of Secondary Education, this low percentage of 12th graders in core subjects reflects that students have completed core subjects during their first three years of high school and are focusing on elective, or enrichment, subjects during their last year in high school.

**Exhibit 2-53**  
**GISD Secondary Student Enrollment in Core Subjects**  
**First Semester, 1999-2000**

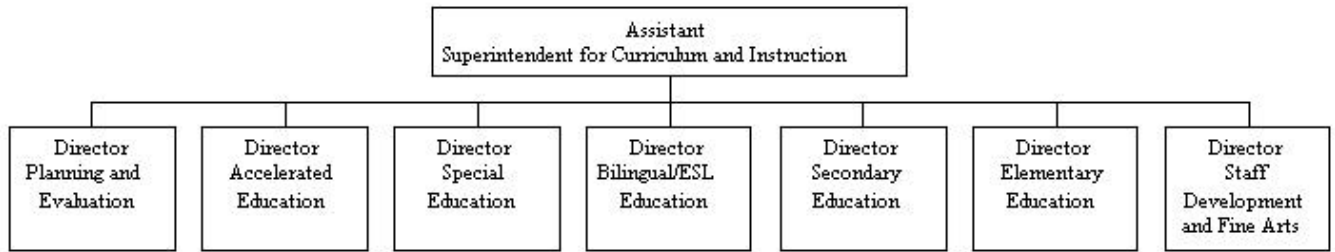
<b>Grade</b>	<b>Percentage of Students Enrolled in Core Subjects</b>
6	72.5%
7	61.0%
8	58.7%
9	48.2%
10	52.7%
11	50.3%
12	41.9%

*Source: GISD director of Secondary Education.*

The organization of the Department of Curriculum and Instruction is provided in **Exhibit 2-54**.

**Exhibit 2-54**  
**Organization of the Department of Curriculum and Instruction**

**1999-2000**



Source: GISD.

The responsibilities of each of these positions are described in **Exhibit 2-55**.

**Exhibit 2-55  
Responsibilities of GISD Curriculum and Instruction Department Directors**

<b>Position</b>	<b>Key Areas of Responsibility</b>
Director, Planning and Evaluation	Coordinate gifted and talented education program Coordinate dropout task force Coordinate attendance task force Coordinate development of district and campus improvement plans and chair district improvement committee Conduct program evaluation Coordinate all testing
Director, Accelerated Education	Coordinate compensatory education funding and reporting, both state and federal Coordinate 504 compliance Coordinate Optional Extended Year program (funding only) Coordinate homeless program Coordinate Bridging the Educational Scene for Teachers of Tomorrow (BESTT) Program
Director, Special Education	Coordinate all special education services Coordinate cooperative services for deaf and visually impaired students Coordinate Creative Education Institute (CEI) Coordinate dyslexia program Coordinate counseling program
Director, Bilingual/ESL	Coordinate bilingual and ESL programs

Education	
Director, Secondary Education	Provide curriculum development and instructional support to secondary campuses Coordinate CATE program Coordinate the alternative education program Coordinate programs to address ninth grade failure rate Coordinate Optional Extended Year program (content and staffing)
Director, Elementary Education	Provide instructional support to elementary campuses Coordinate Optional Extended Year program (content and staffing)
Director, Staff Development and Fine Arts	Provide support to campuses on staff development Coordinate all districtwide staff development Coordinate Fine Arts program

*Source: Interviews by TSPR with each director.*

Librarians report to a position that reports to both the assistant superintendent and the director of Communications.

## **FINDING**

GISD's goal is to achieve a rating of "Recognized" from the Texas Education Agency in 1999-2000. To become a Recognized district, GISD must meet the following criteria:

- At least 80 percent of the students districtwide must be passing in reading, writing, and math (all students and each student group, for example, African American, Hispanic, white and economically disadvantaged);
- A dropout rate of 3.5 percent or less (all students and each student group); and
- Attendance of at least 94 percent.

The Curriculum and Instruction Department has developed a multi-step process to achieve the goal. The process is an organized plan that emphasizes teachers teaching and students mastering the essential elements of the TEKS as required by the Texas Education Code (Section 4.002).

**Exhibit 2-56**  
**GISD Process to Achieve Recognized Status**  
**1999-2000**

Instructional timeline	Develop district benchmark timelines which correspond to district curriculum	Develop grade-level calendars in reading, math, and writing at the beginning of each grading period which identify weak/strong objectives	Provide staff development and necessary support materials	Instruction aligned with district assessment, benchmark objectives calendars, and schoolwide low-to-high objectives
Instructional focus	Develop district plan that reflects goals for instructional effectiveness	Teachers document TAAS objective and target and collaborative grade level planning occurs	Monitor implementation of campus instructional focus	Daily focus on TAAS integrated in all content areas
Assessment	Prepare and disseminate benchmark tests and provide test results to campuses	Administer benchmark tests, use tests for planning for instruction, and conduct conferences with students based upon previous year results	Review benchmark results with teachers	Benchmark results discussed and plans and strategies revisited for effectiveness
Tutorials for non-mastery students and enrichment for mastery students	Allocate funds for tutorials	Design tutorials for non-mastery students, design enrichment for master students, and communicate plan to parents	Monitor implementation of tutorials and enrichment	Increase passing rate of non-mastery students and expand curriculum for mastery students
Maintenance and reteaching	Assist with gathering instructional resources	Document maintenance and reteaching lessons in lesson plans	Monitor implementation of maintenance and teaching instruction and activities	Improved TAAS performance on specific objectives
Monitoring	Visit classrooms and conduct benchmark conferences with principals	Visit classrooms and conduct TAAS-focused meeting with teachers, teams, and departments	Monitor the implementation of the campus TAAS initiative	Discuss problems and successes in administrative workshops



*Source: GISD assistant superintendent of Curriculum and Instruction.*

GISD developed its comprehensive plan using Brazosport ISD's plan as a model. TEA has rated Brazosport an "Exemplary" district.

Representatives from Brazosport ISD visited GISD to explain how the district developed its plan. GISD Curriculum and Instruction staff copied some strategies from Brazosport they felt would work in GISD (for example, disaggregation of test scores or the breaking down of the total test scores by each subject area, each school and each student and the addition of those scores to strategies the staff developed).

A draft of the plan was shared with all principals and their suggestions were incorporated into the final plan. Responsibility for monitoring the plan's success is shared by the assistant superintendent for Curriculum and Instruction, the director of Planning and Evaluation, the principals and campus academic coordinators.

## **COMMENDATION**

**GISD has developed a process to focus on teaching and student performance to achieve a "Recognized" rating from the Texas Education Agency.**

## **FINDING**

GISD does not adequately coordinate its testing, counseling and guidance services. The districtwide guidance and counseling plan was last updated more than five years ago.

The district has made significant strides in addressing student performance, reducing the dropout rate and increasing attendance. These initiatives all focus on the students and involve the academic coordinators, the director of Planning and Evaluation, the director of Special Education and the counselors and social workers. These efforts, however, are not coordinated, but instead are fragmented under several positions.

The director of Planning and Evaluation is responsible for the gifted and talented education program, dropout recovery, all testing, campus and district improvement plans, accountability reporting and site-based coordination. The director of Special Education is responsible for supervising counselors and the guidance and counseling services in each school, the dyslexia program, the Creative Education Institute (CEI) and the co-operatives for the visually-impaired and deaf.

Counselors and some principals said that the director of Special Education has little time to spend working with counselors because "special education is a full-time job." Counselors said that the director makes infrequent visits to the campuses to meet with them and that there are no regularly scheduled meetings for counselors. Under a previous director, such meetings were held, and counselors said they could engage in conversations about common student situations, which meant they could learn about techniques their peers found successful.

GISD also employs full- and part-time social workers. There are one full- and two part-time social workers at Ball High School, one part-time social worker at the Alternative School, one part-time social worker at Austin and Weis Middle Schools, one full- and one part-time social worker at Central Middle School, and one part-time social worker at each of the elementary schools. These social workers are coordinated by the lead social worker who is assigned full-time to Ball High School.

There is no plan that directs the work of the social workers. Each one must develop activities in concert with the principal or principals they serve. Several of the social workers also participate on the dropout and attendance task forces. Several elementary school counselors said the social workers at their schools were used for administrative duties, such as taking attendance, due to the lack of administrative support on the elementary campuses.

On elementary campuses, when the principal is away from the school, the counselor is the chief administrator. This means the counselor is also responsible for handling discipline. Elementary school counselors said this responsibility conflicts with their counseling role and students are unreceptive to their recommendations or unresponsive to their questions in counseling sessions.

Five academic coordinators are responsible for administering the benchmark testing program and developing school, teacher and individual student strategies for improving performance. These positions report to the director of Staff Development and Fine Arts who is not familiar with the program requirements, has limited time to supervise their activities due to other responsibilities and has not provided any direction to the five academic coordinators.

The director of Elementary Education position incumbent is in the first year of the job after having served as principal of Burnet Elementary School. The director of Elementary Education helps coordinate the Optional Extended Year program at elementary schools, serves as a liaison to one GISD school, conducts classroom observations of elementary teachers and works with the assistant superintendent of Curriculum and Instruction on curriculum development matters.

### **Recommendation 18:**

#### **Coordinate GISD's testing, counseling and guidance services under one department head to improve the coordination of these programs.**

GISD should convert the director of Elementary Education position to director of Guidance, Counseling and Testing and assign the position the responsibility for coordinating the work of the counselors, academic coordinators and social workers as well as the districtwide testing programs.

The new director of Guidance, Counseling and Testing position should develop a plan to combine the district's resources into a unified approach to address the students' needs.

Counselors, social workers, academic coordinators and principals should be involved in developing that plan.

The director of Guidance, Counseling and Testing also should be responsible for coordinating and supporting the dropout and attendance task forces.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The assistant superintendent for Curriculum and Instruction and the executive director of Personnel develop a job description for the new position.	July 2000
2.	The superintendent reviews, approves and recommends the new position to the board and the transfer of the current director of Elementary Education to the position.	July 2000
3.	The board approves the position and the transfer and authorizes the superintendent to implement the position beginning the next fiscal year.	August 2000
4.	The superintendent fills the position and charges the director of Guidance, Counseling and Testing with creating a plan to coordinate the services.	August 2000

### **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

### **FINDING**

GISD has no regular program evaluation process. The director of Planning and Evaluation conducts program evaluations upon specific request or assignment. Recently, the director conducted evaluations of the Bridging the Education Scene for Teachers of Tomorrow (BESTT) program and the gifted and talented program.

The director of Planning and Evaluation conducts limited assessments of programs or issues based upon specific circumstances. During the winter 1999-2000, the director assessed the cosmetology program offered at Ball High School and provided information about the cost-effectiveness of the program and the passing rate of students taking the state exam. The superintendent will use this information to make recommendations about the program during the spring budget process.

The director of Planning and Evaluation said that the lack of data hinders the program evaluation process. Since the Department of Management Information Systems has limited personnel, the director often must wait for an available programmer to access the data necessary for program evaluation.

Program evaluation should focus on results and examine:

- A program's economy, efficiency or effectiveness;

- A program's structure or design ;
- Program adequacy to see if it meet the needs identified by the school board, governmental agencies or law;
- Alternative ways to provide program services or products;
- Program goals and objectives to see if they are clearly linked to and support department, division and district priorities and strategic goals and objectives;
- Benchmarks and comparisons to find out if they have been set for student outcomes, program cost efficiency and cost effectiveness;
- Compliance with appropriate policies, rules and laws; and
- The adequacy and appropriateness of goals, objectives and performance measures that are used to monitor, assess and report on program accomplishments.

Program objectives should be measurable and adequately define the specific effect the program is expected to have on student achievement.

Effective program evaluation processes in school districts describe the standards that are used to evaluate all district educational programs. In Waco ISD, district staff have developed a What Works process in which schools are allowed to use discretionary funds to implement programs if they meet one of three conditions:

- It is listed in the What Works compendium that was developed after a comprehensive review of educational research.
- The site-based committee can provide documentation showing the program has produced desired outcomes under similar circumstances.
- It is a pilot project for which research design is developed and used to measure results for a period of time not to exceed three years. The principal and site-based committee must agree to discontinue the program if results are not achieved.

The 1990 *Spring Independent School District Standard Process for Program Evaluation* describes standards to be applied to the evaluation of all educational programs in Spring. Its intent is "to establish program evaluation as an expected, systematic and continuing process integrated into an organized program development cycle." The plan gathers information that helps improve, revise and determine the worth of programs. Two types of evaluation are included: evaluation designed to improve the implementation of programs in progress and evaluation designed to make judgments about the programs' merit.

A select number of programs are reviewed each year. These program evaluations identify both strengths and weaknesses. Instructional and administrative staff and the board use evaluation results for program planning and revision. In addition to these evaluations, Spring evaluates programs periodically through surveys of parents, teachers and students. Spring also annually surveys its graduates.

Spring's five-year curriculum evaluation program was created based on *Standards for Evaluation of Educational Programs, Projects and Materials*, produced by the Joint Committee on Standards for Educational Evaluation. The program evaluation process includes the following items:

- Measures of the Degree of Program Implementation;
- Measures of Student Performance;
- Measures of the Quality of Teacher Preparation and Development;
- Measures of Teacher Satisfaction and Concern;
- Measures of the Use, the Quantity; and the Quality of Materials and Resources;
- Measures of Unintended Effects;
- Measures of Student, Parent and Community Satisfaction; and
- Measures of Adequacy of Staffing, Facilities and Equipment.

**Recommendation 19:**

**Develop a formal program evaluation process.**

The director of Planning and Evaluation should work with central office staff, principals and teachers to develop a formal rotating schedule and plan for evaluating programs. A standard report format should be adopted and a timeframe for completing evaluations should be established.

The director of Planning and Evaluation should focus on developing a formal program evaluation plan with a regular rotation of programs to be evaluated. Given that the district already has in place evaluations of its subject matter programs, more emphasis should be placed on other program areas such as alternative education, multi-disciplinary teams or site-based decision-making.

The district should budget funds to provide contract data programming support for the program evaluation. In addition, as part of the change in responsibilities for the director of Planning and Evaluation, the position should be retitled as the director of Program Evaluation and Analysis.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Planning and Evaluation meets with central office Curriculum and Instruction staff, principals and teachers to discuss the priority in which programs should be evaluated.	July 2000
2.	The director of Planning and Evaluation develops a rotating cycle, a standard report format and a schedule for completing evaluations during the first year and reviews it with the assistant superintendent for Curriculum and Instruction, central office Curriculum and Instruction staff, principals and teachers.	August 2000
3.	The director of Planning and Evaluation modifies the plan to reflect the input of the participants and presents it to the assistant superintendent for approval.	September 2000
4.	The assistant superintendent approves the plan and authorizes the director to begin the process.	September 2000
5.	The director uses the existing contract programmer as necessary to support the evaluation process.	Ongoing

## FISCAL IMPACT

Assuming that a contract programmer is employed for at least 24 hours per month during six months of the year and the cost per hour will be \$100, the annual cost will be \$14,400 (24 hours x \$100 x 6 months = \$14,400).

Recommendation	2000-01	2001-02	2002-03	2003-04	2004-05
Develop a formal program evaluation process.	(\$14,400)	(\$14,400)	(\$14,400)	(\$14,400)	(\$14,400)

## FINDING

In 1995, the Texas Legislature changed the laws regulating school libraries:

"The Texas State Library and Archives Commission, in consultation with the State Board of Education, shall adopt standards for school library services. A school district shall consider the standards in developing, implementing or expanding library services."

In 1995, the Texas Library Association appointed a committee of school librarians and library administrators to adopt a draft of standards for school library programs. That draft was submitted to the Texas State Library and Archives, which appointed a committee of superintendents, principals, parents, authors, publishers, education service center staff and school librarians to revise the original draft. On May 19, 1997, the Texas State Library and Archives Commission adopted the *School Library Program Standards: Guidelines and Standards*. The adopted version was published in the July 8, 1997 issue of *The Texas Register*, and became effective July 17, 1997.

The school library program promotes the development of skills and attitudes that prepare students to be life-long learners in an information-rich society. To prepare students, the library program provides an open setting that encourages enthusiasm and success in learning. Students are provided access to resources that stimulate intellectual growth and the development of critical thinking skills. Within a central facility, this flexibly scheduled program provides learners carefully selected and organized resources that extend and enhance the curriculum.

The standards provide districts guidance on what is considered exemplary, recognized, acceptable or below standard in library learning environment, curriculum integration, resources, program management and facilities. **Exhibit 2-57** shows how GISD ranks in each of the areas.

### Exhibit 2-57 GISD Compared to State Library Standards

Standard	GISD Rating	Description of GISD
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	<b>Versus Standard</b>	<b>Versus Standard</b>
Library learning environment	Acceptable	Provides primarily basic resources to support curriculum and student assignments.
		Provides information through limited access to resources and technologies throughout the instructional day.
Curriculum integration	Acceptable to below standard (no technology in some libraries)	Adheres to a modified flexible schedule with controlled access to library resources for students and teachers.
		Accepts classes on advance request but with minimal prior planning or joint information gathering.
		No technology in some libraries so teachers and students can learn how to use technology as a tool for accessing, gathering, and using relevant information. (below standard)
Resources	Acceptable to below standard	No access to Internet in some libraries. (below standard)
Program management	Acceptable to below standard	Receives funding but may not be sufficient to qualify as acceptable, for example, one percent of instructional expenditures.
		Some schools that are large enough according to the standard have no paraprofessional support and librarian must close library.
		District should have district-level coordinator with other district responsibilities. (below standard)
Facilities	Acceptable to below standard	Provides space for students and some teachers to access and use information, as well as some space for instruction.
		Has appropriate lighting, an environment that is comfortable but may be difficult to regulate and basic electric outlets.

*Source: School Library Program Standards: Guidelines and Standards and observations of TSPR.*

GISD librarians said a number of problems affecting delivery of services exist.

- The most recent person in the position of media/textbooks coordinator, the position responsible for supervising the library program, did not have a background in education and was not a certified librarian.
- Planning time is routinely encroached upon at the elementary level. Success For All (SFA) classes are held in the library, and SFA tutoring is performed in the library in some schools.
- Alamo, Parker and Scott Elementary Schools are the only ones with automated circulation systems.
- Some libraries do not have either computer or Internet access. Students are hesitant to conduct research and learn about information sources on the Web.
- Purchasing decisions for libraries reflect the priorities of the school principals and/or the schools' site-based decision making committees.
- Persistent problems with facilities maintenance, such as a leaking roof that ruin books and slow response by district maintenance.
- Vacant librarian positions because of low salaries and limited or no paraprofessional support.

**Recommendation 20:**

**Pay a stipend to a GISD librarian to head the library program and develop a plan to address issues related to library operations.**

In a district the size of Galveston, a full-time position is not necessary to supervise the library program. Other districts of similar size typically pay one librarian a stipend above the position's salary to spend additional time completing administrative responsibilities, developing plans and budget information and interacting with central administrative staff.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The assistant superintendent for Curriculum and Instruction recommends a candidate and stipend to the superintendent.	June 2000
2.	The superintendent approves the candidate and the stipend and recommends approval to the board.	June 2000
3.	The board approves the recommendation and the stipend.	July 2000
4.	The assistant superintendent implements the recommendation.	August 2000
5.	The library program head develops a plan to address issues related to operations.	August 2000

**FISCAL IMPACT**

The stipend would be equivalent to the stipend paid to the Success For All facilitator, or \$3,000 annually.



<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Pay a stipend to a GISD librarian to head the library program and develop a plan to address issues related to library operations.	(\$3,000)	(\$3,000)	(\$3,000)	(\$3,000)	(\$3,000)

# Chapter 2

## EDUCATION SERVICE DELIVERY AND PERFORMANCE MEASURES

### **C. Staff Development**

The Texas Education Code prescribes certain criteria for staff development in a Texas school district (Subchapter J. Staff Development, Section 21.451). The key requirements are that staff development:

- Must include training in technology, conflict resolution strategies and discipline strategies;
- Must be predominantly campus-based, related to achieving performance objectives; and
- May be developed and approved by the campus site-based decision-making committee.

Campus staff development may include activities that enable the campus staff to improve their skills, to share effective strategies, to consider curricular and instructional issues, to analyze student achievement, to discuss ways to improve student achievement, to study research, to identify students' strengths and needs, to develop meaningful student programs, to implement site-based decision-making and to conduct research.

According to TEA, an effective staff development policy should specify:

- How needs will be identified;
- Training requirements;
- How campus-level staff development operates;
- A focus on staff development for student achievement;
- Criteria for how campus staff are to be reimbursed for attending training on their own time;
- Requirements for special programs training (for example, gifted and talented, Title I, students with disabilities, athletics); and
- An administrator training policy.

The district has a strategic plan for staff development that focuses teacher and administrator training, monitoring and implementation on student success. The plan was developed beginning with a written assessment of all principals and teachers by the Director of Staff Development/Fine Arts in February 1999. That assessment produced:

- Staff development topics identified by all schools: classroom management, TAAS instruction, math and special education.

- Staff development topics noted by most of the schools: computer/technology training, reading, writing, time management and motivational speakers for teachers.
- Staff development topics noted by at least two schools: stress management, bilingual education, instructional strategies, dyslexia, parental involvement, gifted and talented, fine arts and new teacher development.

The staff of the Curriculum and Instruction (C&I) Department met, reviewed the results and determined districtwide staff development initiatives needed in staff development. The Director of Staff Development/Fine Arts is building a staff development team made up of principals, teachers and C&I staff to make the assessment and planning process of staff development ideas an ongoing process.

Through the Curriculum and Instruction Department, teachers and academic support personnel, such as counselors and nurses, receive staff development. Schools have plans aligned with the district plan. All staff development plans are based on desired student outcomes. Staff in individual departments develop their own plans for staff development.

The mission of staff development in GISD is to "support student achievement." According to the Director of Staff Development/Fine Arts, the underlying principles for staff development include:

- Staff development is considered indispensable to student achievement.
- There is planning for staff development throughout the school system.
- Activities and planning are primarily school focused, not district focused.
- Staff development is not driven by adult needs, but by student needs and outcomes.
- GISD is dedicated to the continuous improvement for everyone who affects student learning.
- Rather than focus on generic instruction, staff development is a balance of generic instruction and content-specific skills.
- Staff development is the function of all administrators and teacher leaders.

Since the current director of Staff Development and Fine Arts was hired in October 1998, the district has developed a series of programs provided by a combination of internal staff and outside companies. New teachers to the district receive basic instruction in classroom management and lesson planning, training in the Success For All reading program and the new math curriculum (**Exhibit 2-58**).

**Exhibit 2-58**  
**GISD New Teacher Staff Development**  
**1998-99 - 1999-2000**

<b>Date</b>	<b>Subject</b>	<b>Participants</b>	<b>Instructor</b>	<b>Cost</b>
<b>Follow-up Staff Development</b>				
January 4, 1999	Essential Elements of Classroom Management	130 new teachers	Dr. Pat Lawrence	\$5,250
July 21-24, 1999	Visual Math	30 new teachers and other untrained GISD teachers	Various presenters	\$6,000
November 8, 1999	Elements of Effective Instruction Follow-up	150 teachers	Various presenters	\$4,300
Fall 1999	Reading, Math, and Writing Inservices	20 new teachers at each inservice as well as other teachers	GISD academic coordinators	0
<b>New School Year Staff Development</b>				
March 23, 1999	Convocation: Managing Conflict	150 new teachers and all GISD staff	Various presenters	\$2,250
August 2, 1999	Teambuilding	150 new teachers	Various presenters	\$3,000
August 3-4, 1999	Success For All	All new elementary teachers	Various GISD staff	0
August 4-5, 1999	Essential Elements of Effective Instruction	150 new teachers	Dr. Pat Lawrence	\$3,125
August 6, 1999	Elementary Visual Math	All new teachers	Various GISD staff	0

*Source: GISD director of Staff Development/Fine Arts.*

District-level staff development scheduled for 1999-2000 is described in **Exhibit 2-59**. Staff for all education programs plan their own staff development with the assistance of principals and site-based decision making committees on a year-long calendar, month by month, which is updated monthly by the Staff Development office.

**Exhibit 2-59**  
**GISD District-Level Staff Development**  
**1999-2000**

<b>Date</b>	<b>Subject</b>	<b>Participants</b>
August 1999	Conflict Management	All GISD staff
	TAAS to TEKS workshop in math	All teachers
September 1999	Brain-Based Effective Teaching Strategies	All teachers and administrators
	TAAS writing workshop	All teachers
	Just For Kids - TAAS data analysis	Administrators
October 1999	How to provide effective staff development for staff	Administrators and trainers
	New Teacher Classroom Management follow-up	New teachers
November 1999	Brain-Based Effective Teaching Strategies	All teachers and administrators
	Cooperative Learning	
	TAAS reading inservice	All teachers
	Covey Teambuilding Program	Administrators
January 2000	Brain-Based Effective Teaching Strategies	All teachers and administrators
	Children of Poverty workshop	All district personnel with administrative support
	High school restructuring	High school personnel

*Source: GISD director of Staff Development/Fine Arts.*

The campus site-based committees receive information from central office personnel on required staff development.

**FINDING**

GISD has no staff development philosophy approved by the board, no regular means of assessing the training needs of individuals and of the district as a whole, no mechanism to monitor how the training is applied

nor a feedback process on the quality of the training. GISD's policy on staff development consists of one vague statement in the policy manual: "Staff development should be conducted annually in accordance with the minimum standards developed by the Commissioner of Education."

One of GISD's peer districts, Port Arthur, has an excellent, well-defined staff development policy, which includes sections on the district's philosophy regarding staff development, how needs will be determined, compensatory time for training, special programs training development, administrator training development, requirements and professional and college credit.

**Recommendation 21:**

**Develop a comprehensive staff development policy that includes mechanisms for monitoring and evaluating GISD's training programs.**

The policy should include a process by which the district can monitor the implementation of the training, the success of training programs in meeting district and individual needs, and a feedback mechanism to the director of Staff Development and Fine Arts to facilitate future program modifications.

Monitoring could occur in several ways, for example, during classroom observations related to annual evaluations. Or department/team leaders could discuss the results of training in meetings to identify what has been successful, what has not and why not.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Staff Development and Fine Arts meets with central office Curriculum and Instruction staff, principals and teachers to discuss what should be included in a districtwide staff development policy.	July 2000
2.	The director uses the discussion to prepare a draft of the policy, which is shared with meeting participants for review and comment.	August - September 2000
3.	The director incorporates the comments and presents it to the assistant superintendent of Curriculum and Instruction for modification and approval.	September 2000
4.	The assistant superintendent approves the plan and presents it to the superintendent for modification and approval.	October 2000
5.	The superintendent presents the policy to the board for	November

	modification and approval.	2000
6.	The board approves the policy and authorizes the superintendent to implement the plan.	December 2000

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

## Chapter 2

# EDUCATION SERVICE DELIVERY AND PERFORMANCE MEASURES

### **D. Accelerated Education**

Accelerated or compensatory education, as defined in Section 42.152 (c) of the Texas Education Code, is a program designed to improve the regular education program for students in at-risk situations. The purpose is to raise their achievement levels and reduce the dropout rate. To determine the appropriate accelerated or compensatory program, districts must use student performance data from the state assessment instruments and any other achievement tests administered by the district.

Based on this needs assessment, district and campus staff design the appropriate strategies and include them in the campus and/or district improvement plan. By law, the improvement plan must include the comprehensive needs assessment, measurable performance objectives, identified strategies for student improvement, identified resources and staff, specified timelines for monitoring each strategy and evaluation criteria. Each district is responsible for evaluating the effectiveness of the locally-designed program.

The criteria used to identify students in at-risk situations are defined in Section 29.081 of the Texas Education Code. The definition includes each student in grades 7-12 who is under 21 years of the age and who: 1) was not advanced from one grade level to the next for two or more school years; 2) has mathematics or reading skills that are two or more years below grade level; 3) did not maintain an average equivalent to 70 on a scale of 100 in two or more courses during a semester, or is not maintaining such an average in two or more courses in the current semester, and is not expected to graduate within four years of the date the student begins ninth grade; 4) did not perform satisfactorily on an assessment instrument administered under Subchapter B, Chapter 39; or 5) is pregnant or a parent. The definition also includes each student in pre-kindergarten through grade 6 who: 1) did not perform satisfactorily on a readiness test or assessment instrument administered at the beginning of the school year; 2) did not perform satisfactorily on assessment instrument administered under Subchapter B, Chapter 39; 3) is a student of limited English proficiency, as defined by Section 29.052; 4) is sexually, physically, or psychologically abused; or 5) engages in conduct described by Section 51.03(a), Family Code.

Students in any grade are identified as students in at-risk situations if they are not disabled and reside in a residential placement facility in a district



in which the student's parent or legal guardian does not reside (including a detention facility, substance abuse treatment facility, emergency shelter, psychiatric hospital, halfway house or foster family group home).

Funding allocated under state compensatory education is based on the number of economically disadvantaged students in the district. The number of economically disadvantaged students is determined by averaging the best six months' enrollment in the national school lunch program of free or reduced-priced lunches for the preceding school year.

GISD's at-risk student population is growing. The percentage of students classified either as economically disadvantaged or eligible for receiving free and reduced-priced meals is approximately 60 percent districtwide. Of the \$1,583,228 in state compensatory funds budgeted by GISD for 1998-99, 68.3 percent, or \$1,081,540, was budgeted directly at a campus (**Exhibit 2-60**). These funds are used to supplement other funding based upon the needs of the campus. The highest per student allocation was at Burnet Elementary School where 430 of the 656 students, or 70.1 percent, were eligible for free and reduced-priced meals, the criterion for eligibility for state compensatory funds.

**Exhibit 2-60**  
**GISD Campuses, At-Risk Students, and Compensatory Funding**  
**1998-99**

<b>Campus</b>	<b>Number of Eligible Free and Reduced-Priced Lunch Students</b>	<b>Compensatory Funding</b>	<b>Compensatory Expenditures per Eligible Student</b>	<b>Non-Compensatory Instructional Funding</b>	<b>Total Instructional Funding</b>	<b>Total Enrollment</b>	<b>Total Instructional Expenditures per Student</b>
Alternative School		\$280,068		\$94,461	\$374,529	81	\$4,623
Austin Middle School	393	\$86,186	\$219	\$2,108,115	\$2,194,301	617	\$3,556
Central Middle School	473	\$85,802	\$181	\$2,360,428	\$2,446,230	699	\$3,499
Bolivar Elementary		\$2,710		\$673,479	\$676,189	204	\$3,314

Alamo Elementary	459	\$34,435	\$75	\$1,439,531	\$1,473,966	495	\$2,977
Morgan Academy of Fine Arts	592	\$245,275	\$414	\$1,645,052	\$1,890,327	678	\$2,788
Ball High School	1,234	\$53,175	\$43	\$6,844,241	\$6,897,416	2,480	\$2,781
Burnet Elementary	430	\$206,019	\$479	\$1,617,673	\$1,823,692	656	\$2,780
San Jacinto Elementary	361	\$24,541	\$67	\$1,482,120	\$1,506,661	543	\$2,774
Parker Elementary	258	\$86,233	\$334	\$1,671,369	\$1,757,602	656	\$2,679
Weis Middle School	260	\$61,169	\$235	\$2,036,013	\$2,097,182	805	\$2,605
Scott Elementary	531	\$138,392	\$260	\$1,708,582	\$1,846,974	709	\$2,605
Rosenberg Elementary	384	\$21,558	\$56	\$1,265,215	\$1,286,773	506	\$2,543
Oppe Elementary	206	\$35,955	\$174	\$1,707,835	\$1,743,790	705	\$2,473

*Source: TEA, AEIS and Child Nutrition Reports, 1998-99.*

Schedule 5B of the Federal Title I application requires districts to rank their schools based on the percentage of students in the free and reduced-priced lunch program. GISD's director of Accelerated Education uses this information, as well as the total campus enrollment, to cluster the schools by grade level (e.g. elementary, middle, and high school) and equitably fund them. By using these two factors and looking at the services or programs offered, GISD ensures equitable funding and programs at all campuses. TEA uses this same basic process to monitor districts on the use of state compensatory funds.

TEA and the federal government provide specific guidelines for using schedule 5B to determine which services will be provided and the amount of funds for each school. GISD submits an annual program evaluation for all Title I funds, and TEA reviews the data submitted through PEIMS to ensure equity and that compensatory funds are used to supplement and not

supplant regular education funds. TEA conducts a comprehensive audit every three years of each district receiving compensatory funding. The director of Compensatory Education for TEA said that GISD had never violated any funding requirements.

Federal funding is based upon the poverty level in the area in which the school district is located. Title I, Part A funding is designed to help disadvantaged children at risk of failure to meet high standards. Part C is for education of migratory students; Title II, Part B is for Dwight D. Eisenhower professional development program; Title IV is for safe and drug-free schools; and Title VI is for innovative education program strategies. These programs were first authorized in 1965 as part of the Elementary and Secondary Education Act, which has been amended on several occasions and was last reauthorized in October 1994. Funds the district received in each of these programs are identified in **Exhibit 2-61**.

**Exhibit 2-61**  
**GISD Federal Program Funds**  
**1997-98 - 1999-2000**

<b>Title</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>
I	\$2,962,360	\$2,960,036	\$2,960,036
II	\$67,870	\$73,947	\$70,917
IV	\$55,482	\$54,890	\$41,718
VI	\$58,141	\$65,887	\$66,531
<b>Total</b>	<b>\$3,143,853</b>	<b>\$3,154,760</b>	<b>\$3,139,202</b>

*Source: GISD director of Accelerated Education.*

Title I, Part A programs are designated as either schoolwide assistance, which means the funds can be used throughout the school to upgrade the entire educational program as long as the money is spent to help meet the needs of the targeted students, or targeted assistance, which means that the funds are used for only a designated purpose, such as a computer lab that serves the targeted students only.

To qualify as a schoolwide assistance campus, 50 percent of the student population must be identified as economically disadvantaged. All GISD schools, with the exception of Ball High School, are schoolwide assistance campuses.

Eisenhower program funds in GISD are used for staff development in all core subject areas with preference in math and science.

Title IV funds for safe and drug-free schools are used to support programs that prevent violence in and around schools; prevent the illegal use of alcohol, tobacco and drugs; involve parents; and coordinate with related federal, state and community efforts and resources to promote safe and drug-free schools and communities.

GISD has used Title VI funds to support innovative education strategies, such as the Bridging the Educational Scene for Teachers of Tomorrow (BESTT) Program and school media center improvements.

## **FINDING**

In focus group meetings and interviews with principals, participants raised concerns about the sufficiency of programs to address the at-risk student population. GISD has seven programs designed to address the needs of at-risk students. **Exhibit 2-62** describes each program and its location.

### **Exhibit 2-62 GISD Accelerated Education Programs 1999-2000**

<b>Program</b>	<b>Description</b>	<b>Campus Location</b>
Creative Education Institute (CEI)	CEI is a comprehensive CD-ROM based program for elementary students in language arts and math. The curriculum provides a rich development sequence within which individualized, prescriptive instruction can be provided.	Alamo, Morgan, Oppe, Parker, Rosenberg, and Scott Elementary Schools Weis Middle School
Success For All (SFA)	SFA is a schoolwide program for students in grades K-6. SFA is a prevention and early intervention program that ensures reading mastery for all students. The program organizes resources to ensure that virtually every student will reach the third grade on time with adequate basic skills.	All elementary schools and all middle schools (grade 6)
Lightspan	Lightspan is a set of interactive, curriculum-based educational software and Internet products in mathematics and reading/language arts for grades K-6. The products combine curriculum with stories, engaging characters, and challenging interactivity.	Austin and Central Middle Schools Alamo, Morgan, Rosenberg and San Jacinto Elementary Schools
Summer camp for elementary	The purpose of summer camp is for student remediation in the areas of reading and	Locations rotate; for example.

students (summer school)	math and to reduce the rate of retention at the elementary level. Academic classes are offered in the morning and camp in the afternoon using high school students as counselors.	classes are held at a school in the morning, and camp may be at a park in the afternoon.
Capturing Kids Hearts	This is a classroom management/teacher effectiveness training program that is designed to help teachers learn skills for effective class management, learn techniques for dealing with behavioral and disrespect issues, and learn how to build productive relationships with all students.	Rosenberg Elementary School, Secondary Alternative School, Ball High School
Optional Extended Year (OEY)	The purpose of OEY is to provide students additional instructional time to master the state's content standards and student performance standards. Students served by the program are those students who are identified as not likely to be promoted to the next grade level for the succeeding school year because they do not meet district standards or policies for promotion.	All campuses serving students in grades K-8
BESTT (Bridging the Educational Scene for Teachers of Tomorrow)	BESTT is offered as a course to seniors who are in good academic standing and have expressed an interest in pursuing education as a major in college and ultimately as a vocation. The course provides an intensive, one-year introduction to education, including topics on the psychology of learning, teaching methodologies and the role of the teacher in a diverse educational setting.	Ball High School

*Source: GISD "District Programs", 1999-2000, the director of Accelerated Education, and information provided by principals on each campus.*

In 1999, the Texas Education Agency referred a reporter from a national television network to Galveston ISD because of the outstanding nature of the district's Education Flexibility Partnership Demonstration Program (Ed-Flex). This is a pilot program created by the federal government to see if giving states the authority to waive provisions of various federal programs will result in improved student performance. The Commissioner

of Education has the authority to waive many federal provisions. Districts may request waivers for the entire district or for specific campuses within a district.

The laws and regulations covered by Ed-Flex waiver authority include a variety of programs, including the following programs in GISD: Helping Disadvantaged Children Meet High Standards; Even Start; Migrant Education; Neglected, Delinquent and At-Risk Youth; Eisenhower Professional Development; Safe and Drug-Free Schools and Communities; Innovative Education Program Strategies; and The Carl D. Perkins Vocational and Applied Technology Act.

### **COMMENDATION**

**GISD has a comprehensive compensatory education program offering a variety of programs to meet students' needs.**

# Chapter 2

## EDUCATION SERVICE DELIVERY AND PERFORMANCE MEASURES

### **E. Bilingual/English as a Second Language (ESL) Program**

Federal and state laws require districts to provide Bilingual/English as a Second Language (ESL) programs to students whose first language is not English. Specifically, these programs are designed to help Limited-English-Proficient (LEP) students learn English.

GISD initiated bilingual/ESL education in 1982 and has bilingual programs at five elementary campuses (Alamo, Burnet, San Jacinto, Scott and Morgan); ESL programs at three elementary campuses (Oppe, Parker, and Rosenberg); and bilingual/ESL programs at Austin and Central middle schools.

Thirty-four bilingual teachers serve 552 students. Also within the Bilingual program is the ESL component. Both programs are under the same director. The purpose of the ESL program is to provide an intensive second language program for older students and students in grades in which bilingual education is not available. Nineteen teachers instruct 585 students in the ESL program. Students in the ESL program are not served all day as they are in the bilingual program because the ESL students are in a transition to English. As a result, fewer teachers are needed in the ESL program.

The district also has 123 students at Morgan Academy of Fine Arts who are in a two-way immersion, or dual English-Spanish proficiency, program. Sixteen educational aides also support the bilingual/ESL program. **Exhibit 2-63** shows the number in both programs by grade level.

**Exhibit 2-63**  
**GISD Bilingual and ESL Students by Grade Level**  
**1999-2000**

<b>Grade Level</b>	<b>Number of Students</b>
Elementary school (grades K-5)	1,085
Middle school (grades 6-8)	65
High school (grades 9-12)	110
<b>Total</b>	<b>1,260</b>

Source: GISD director of Bilingual/ESL Education.

GISD has a higher percentage of bilingual/ESL students than any of its peer districts with the exception of Lufkin. GISD and all the peer districts have a lower percentage of bilingual/ESL students than the regional and state averages (**Exhibit 2-64**).

**Exhibit 2-64**  
**GISD, Peer District, Region 4, and State Students in Bilingual/ESL**  
**Program**  
**as a Percentage of Total Enrollment**  
**1998-99**

<b>Entity</b>	<b>Bilingual/ESL</b>
<b>Region 4</b>	<b>14%</b>
<b>State</b>	<b>12%</b>
Lufkin	11%
<b>Galveston</b>	<b>10%</b>
Port Arthur	8%
Waco	8%
Brazosport	7%
Bryan	7%
Longview	6%
College Station	4%
Wichita Falls	4%

Source: Texas Education Agency, AEIS 1998-99.

In grades pre-K-12, students in both programs are given the IDEA Oral Language Proficiency Test once a year to determine their growth in oral language. ESL students in grades 3-12 are given the IDEA reading and writing tests at the end of the year to measure growth in English. In grades 3-5, students in both programs receive either the TAAS in English or Spanish. TAAS scores for 1998-99 for students in the program are included in **Exhibit 2-65**.

**Exhibit 2-65**  
**Percentage of GISD Bilingual/ESL Students Passing TAAS Tests**  
**1998-99**



<b>Grade/Subject</b>	<b>Number Tested</b>	<b>Percentage Passing</b>
<b>Spanish TAAS - Bilingual Students</b>		
3rd/Reading	64	81%
3rd/Math	64	81%
4th/Reading	15	67%
4th/Math	15	67%
4th/Writing	14	79%
<b>Spanish TAAS - ESL Students</b>		
3rd/Reading	0	NA
3rd/Math	0	NA
<b>English TAAS - Bilingual Students</b>		
3rd/Reading	13	92%
3rd/Math	13	100%
5th/Reading	21	52%
5th/Math	21	62%
6th/Reading	2	No rating
6th/Math	2	No rating
<b>English TAAS - ESL Student</b>		
3rd/Reading	7	86%
3rd/Math	7	100%
4th/Reading	13	62%
4th/Math	13	69%
4th/Writing	13	85%
5th/Reading	15	67%
5th/Math	15	80%
6th/Reading	1	No rating
6th/Math	0	NA
7th/Reading	1	No rating
7th/Math	1	No rating

8th/Reading	6	67%
8th/Math	6	83%
8th/Writing	5	80%
10th/Reading	4	No rating
10th/Math	4	No rating
10th/Writing	3	No rating
11th/Reading	11	36%
11th/Math	11	36%
11th/Writing	11	27%
12th/Reading	6	50%
12th/Math	9	67%
12th/Writing	6	33%

*Source: GISD director for Bilingual/ESL Education.*

Bilingual/ESL students can only be exempted by the Language Proficiency Assessment Committee (LPAC), which is located at each campus and includes at least an administrator, a teacher and a parent. The committee reviews the status of each bilingual and ESL student on the campus to determine proficiency. The committee functions similar to the Admission, Review and Dismissal (ARD) committee for special education.

Students exempted from taking TAAS either take the Iowa Test of Basic Skills (in English or Spanish), Aprenda (the Spanish equivalent of the Stanford Achievement Test) or the IDEA reading and writing tests as alternative assessments (**Exhibit 2-66**).

**Exhibit 2-66**  
**Results of Alternative Assessments of GISD Bilingual/ESL Students**  
**1997-98**

<b>Grade</b>	<b>Type of Student</b>	<b>Measure Used</b>	<b>Number Tested</b>	<b>Number Showing Improvement</b>
<b>Reading</b>				
3rd	Bilingual	ITBS/Aprenda	12	12

3rd	ESL	ITBS	8	5
4th	Bilingual/ESL	ITBS	11	8
5th	Bilingual	ITBS	3	3
5th	ESL	ITBS	1	0
6th	ESL	ITBS	9	8
7th	ESL	ITBS	13	10
8th	ESL	ITBS	11	8
<b>Math</b>				
3rd	Bilingual	ITBS/Aprenda	12	12
3rd	ESL	ITBS/Aprenda	8	7
4th	Bilingual/ESL	ITBS/Aprenda	7	5
5th	Bilingual	ITBS/Aprenda	3	3
5th	ESL	ITBS/Aprenda	1	1
6th	ESL	ITBS/Aprenda	9	7
7th	ESL	ITBS/Aprenda	13	11
8th	ESL	ITBS/Aprenda	11	9
<b>Writing</b>				
3rd	Bilingual	IDEA	12	10
3rd	ESL	IDEA	8	6
4th	Bilingual/ESL	IDEA	11	9
7th	ESL	IDEA	13	13
8th	ESL	IDEA	11	11

*Source: GISD director of Bilingual/ESL Education.*

Expenditures for the bilingual/ESL program have increased 56.6 percent over the past five years while the student population served has increased only 8.6 percent during that same period (**Exhibit 2-67**).

**Exhibit 2-67**  
**GISD Bilingual/ESL Education Expenditures**  
**1994-95 - 1998-99**

Category	1994-95	1995-96	1996-97	1997-98	1998-99	Percentage
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	Actual	Actual	Actual	Actual	Budget	Change
Bilingual/ESL expenditures	\$1,140,699	\$1,091,191	\$1,451,920	\$1,659,584	\$1,785,766	56.6%
Bilingual/ESL students served	925	1,199	1,246	1,062	1,005	8.6%
Bilingual/ESL expenditures per student	\$1,233	\$910	\$1,165	\$1,563	\$1,777	44.1%

Source: TEA, AEIS, 1994-95 - 1998-99.

Compared to its peer districts GISD spends the highest percentage of instructional operating expenditures, spends the second highest dollar amount on its bilingual/ESL education program and has the second highest per student expenditure (**Exhibit 2-68**). It should be noted, however, that while GISD includes all salary dollars in its bilingual/ESL program expenditures, not all districts include those dollars, which may skew the comparison.

**Exhibit 2-68**  
**GISD and Peer District Bilingual/ESL Education Expenditures**  
**1998-99 Budget**

Entity	Bilingual/ESL Expenditures	Expenditures per Eligible Student
Brazosport	\$1,736,121	\$1,920
<b>Galveston</b>	<b>\$1,785,766</b>	\$1,777
Port Arthur	\$1,506,221	\$1,673
Waco	\$1,819,176	\$1,428
College Station	\$241,709	\$959
Longview	\$493,453	\$947
Wichita Falls	\$500,359	\$910
Bryan	\$149,810	\$150
Lufkin	\$45,521	\$53

Source: TEA, AEIS, 1998-99.

The bilingual/ESL program is designed to assist students who have limited English proficiency (LEP) transition gradually from speaking only Spanish to speaking proficiently in English. Bilingual programs are offered in grades pre-K-3 or K-3, at which point, the district's ESL program assists the transition, typically by grade six.

The director of Bilingual/ESL for GISD has designed a model of instruction to facilitate and guide that transition process (**Exhibit 2-69**). The model provides for specific instruction in both Spanish and English at all grade levels pre-K through sixth grade.

**Exhibit 2-69**  
**GISD Bilingual/ESL Model of Instruction**  
**1999-2000**

<b>Grade Level</b>	<b>Spanish Instruction</b>	<b>English Instruction</b>
Pre-K	Concepts and skills developed in Spanish	District provides materials (20 minutes daily)
K	Language arts, reading, writing, spelling, math	District provides materials (30 minutes daily)
1st	Language arts, reading, writing, spelling, math	District provides materials: science, social studies (60 minutes daily)
2nd	Language arts, reading, writing, spelling, math	District provides materials: science, social studies (90 minutes daily)
3rd	Language arts, reading, writing, spelling, math	District provides materials: science, social studies (90 minutes daily)
4th	Language arts Writing (60 minutes) Science and social studies (expository reading for Spanish TAAS) Math (New concepts introduced in Spanish. Skills previously introduced in English.)	Formal literacy for two years ESL through language arts and math: two hours daily Language arts Reading Spelling Writing ( LPAC decision) Math (New concepts introduced in Spanish. Skills previously introduced in English.)
5th	Science and social studies (expository reading for Spanish TAAS) Math (New concepts introduced in Spanish. Skills previously introduced - in English.)	ESL through language arts and math: two and one-half hours daily. Language arts Reading Spelling Writing (LPAC decision) Math (New concepts introduced in Spanish. Skills previously introduced in English.)
6th	Minimal support in native	District provided ESL materials

language
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*Source: GISD director of Bilingual/ESL Education.*

Immigrant students entering GISD at the secondary level are placed in a beginning ESL class. Of the 1,259 students in the bilingual/ESL education program, only 110, or 8.7 percent, are in grades above the sixth grade.

## **FINDING**

At Morgan Fine Arts Academy, GISD has implemented a two-way bilingual immersion (TWBI) program called Project C.E.L.E.B.R.A.T.I.O.N.: a program that "combines students from different Cultures, who bring different Experiences and who have different Languages in the same classroom. It is a program of Excellence and the long-term goal is Bilingualism and Respect for all peoples. There is a strong emphasis on Academics; another aspect of the program is training in Technology. Imagination and problem-solving are encouraged. This program will provide economic Opportunities for employment in the twenty-first century. The Newness of the program in the community is countered by positive results of longitudinal research done on other programs in other locations."

The TWBI offers elementary students the opportunity to learn to communicate in two languages, Spanish and English. The children from these two language groups learn together in the same class. They provide role models for each other and support each other's second language acquisition. In 1999-2000, the program had 123 students in grades K-4 (**Exhibit 2-70**).

**Exhibit 2-70**  
**GISD Two -Way Immersion Program Enrollment by Grade and Ethnicity**  
**1999-2000**

<b>Grade</b>	<b>African American</b>	<b>Anglo</b>	<b>Hispanic</b>	<b>Other</b>	<b>Total</b>
K	2	4	11	0	17
1st	7	3	36	0	46
2nd	4	4	12	0	20
3rd	4	1	15	0	20
4th	1	1	18	0	20

<b>Total</b>	<b>18</b>	<b>13</b>	<b>92</b>	<b>0</b>	<b>123</b>
<b>Percentage of Total</b>	<b>15%</b>	<b>10%</b>	<b>75%</b>	<b>0</b>	<b>100%</b>

*Source: GISD project coordinator, Two-Way Bilingual Immersion Program.*

The program was started in 1995-96. Since 1997-98, part of the funding to support the program has come from a five-year grant from the U.S. Department of Education, Office of Bilingual Education and Minority Language Affairs (OBEMLA). The grant pays for five aides, supplies, computers, software, books, the salary of a program coordinator and teachers for parent education programs.

Since acquisition of a second language takes many years, the program accepts English-speaking students in kindergarten and first grade only. A six-year commitment to the program is essential to realize full benefits.

In kindergarten and first grade, both English and Spanish speakers receive nearly full-time instruction in Spanish. Each year thereafter, the amount of English instruction increases, so that by the fifth grade, half of the instruction is in English, and the other half is in Spanish. In the early grades, the teacher speaks no English in the classroom. Therefore, another teacher must be responsible for the English instruction.

The program emphasizes content as well as linguistic development. Parents are encouraged to be involved even if they do not speak the second language. Weekly adult Spanish and English classes and computer training and open technology labs are provided. Child care also is provided.

As part of the grant, the program must be evaluated every two years using an outside evaluator who examines progress toward GISD's specified goals.

According to the latest evaluation conducted for OBEMLA:

"The Native Spanish Speaking (NSS) students ... are learning English at surprisingly fast rates. The NSS students are also learning Spanish literacy skills at rates that match, and at times, exceed those in traditional bilingual classrooms. Similarly, the Native English Speaking (NES) students are acquiring Spanish without sacrificing their English literacy skills. Perhaps most important, these two groups of students, who in previous years might not have interacted before middle school, are forging new social linkages. In particular, Hispanic and African American students are learning, and

learning to appreciate, each other's language and culture ... Finally, parents in the project are generally very pleased with their child's progress ..."

## COMMENDATION

**The two-way bilingual immersion program increases the language proficiency of students and helps to create positive social relationships.**

## FINDING

As part of the GISD desegregation court order, Morgan Fine Arts Academy must have a program to attract Hispanic and Anglo transfers, but the court order does not specify what kind of program. In 1996-97, GISD established a fine arts academy at the school. GISD reconstituted the entire staff and added new programs. The original depth and breadth of the program did not prove successful, and the concept has failed to attract student majority-to-minority transfers. The school has disbanded the original strings and ballet programs due to insufficient student interest but maintains a band program. Art classes are included in the curriculum but at no greater level than available at any other GISD elementary school. The GISD director of Staff Development/Fine Arts said the decision to reduce the fine arts offerings at Morgan Fine Arts Academy was made because more time was needed in the schedule for core academic areas.

Morgan Fine Arts Academy has a two-way bilingual immersion (TWBI) program that has proven successful and is highly rated by parents of children in the program. The GISD director of Bilingual/ESL Education indicated that the demand for the TWBI program is increasing.

### **Recommendation 22:**

**Redesignate Morgan Fine Arts Academy as a districtwide academy for two-way bilingual immersion.**

The review team checked with the attorney for GISD on the details of the court order. According to the district's attorney, GISD must have a program at Morgan Fine Arts Academy to attract transfers. According to the district's attorney, the court order does not specify what kind of program; so, the TWBI program would qualify. The dual language/two way immersion program is successful and, according to GISD's attorney, would fit the requirements.

## IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Bilingual/ESL Education the director of Staff	Inlv -
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	Development/Fine Arts, the TWBI project coordinator and the principal at Morgan Fine Arts Academy develop a plan to transition Morgan Fine Arts Academy from a fine arts academy to a two-way bilingual immersion academy by the 2001-02 school year.	September 2000
2.	The directors, project coordinator and principal review the plan with the assistant superintendent for Curriculum and Instruction and the district's attorney and make necessary modifications.	October - December 2000
3.	The assistant superintendent presents the plan to the superintendent for review, modification and approval.	January 2001
4.	The superintendent approves the plan and presents it to the board for review and approval.	February 2001
5.	The board approves the plan and authorizes the superintendent to implement the plan at the beginning of 2001-02.	February 2001

### **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

# Chapter 2

## EDUCATION SERVICE DELIVERY AND PERFORMANCE MEASURES

### F. Career and Technology Education (CATE)

Career and Technology Education (CATE) is a curriculum program designed to prepare students to live and work in the future by providing training in areas such as health sciences and technology, marketing, industrial technology and trade and industrial occupations. Career and Technology Education is a popular option for students in GISD. Approximately 73 percent of all high school students-1,760 of 2,423-in GISD are enrolled in a CATE course.

The CATE program is managed by the director of Secondary Education as part of the director's overall responsibilities.

According to **Exhibit 2-71**, the number of students enrolled in CATE programs in the region has stayed the same, 15 percent, the state has gone up by 2 percent and Galveston declined by 1 percent.

**Exhibit 2-71**  
**GISD, Region 4, and State Students Enrolled in CATE Programs**  
**as a Percentage of Total Enrollment**  
**1994-95 - 1998-99**

Entity	1994-95	1995-96	1996-97	1997-98	1998-99
Galveston	13%	12%	20%	14%	12%
Region 4	15%	16%	16%	14%	15%
State	16%	17%	17%	17%	18%

*Source: TEA, AEIS 1994-95 - 1998-99.*

To ensure that the district submits accurate figures to TEA, the district tracks number of students enrolled in CATE programs by the number of courses taken. **Exhibit 2-72** shows the student enrollment by ethnicity for the current and prior school years. Because some students enroll in more than one CATE course, the statistics contain duplicates.

**Exhibit 2-72**  
**Number of GISD Students Enrolled**

**in at Least One CATE Course by Ethnicity  
1997-98 - 1998-99**

<b>Ethnicity</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>Percentage Change</b>
African-American	754	626	798	5.8%
Anglo	417	370	568	36.2%
Asian/Pacific Islander	26	20	45	73.1%
Hispanic	510	469	682	33.7%
Native American	2	0	2	0
<b>Total</b>	<b>1,709</b>	<b>1,485</b>	<b>2,095</b>	<b>22.6%</b>

*Source: GISD director of Planning and Evaluation.*

The percentage of GISD students and peer district students enrolled in one or more CATE courses is presented in **Exhibit 2-73**. Compared to its peer districts, GISD ranks next to last in the percentage of students enrolled in CATE programs.

**Exhibit 2-73  
GISD and Peer District Students Enrolled in CATE Programs  
as a Percentage of Total Enrollment  
1998-99**

<b>Entity</b>	<b>CATE Students</b>
Lufkin	24%
Wichita Falls	23%
Longview	22%
Brazosport	21%
College Station	21%
Waco	19%
<b>State</b>	<b>18%</b>
<b>Region 4</b>	<b>15%</b>
Bryan	14%
<b>Galveston</b>	<b>12%</b>
Port Arthur	11%

Source: TEA, AEIS 1998-99.

CATE program spending declined by 9.6 percent over the past five years, and student enrollment declined by 6.2 percent (**Exhibit 2-74**).

**Exhibit 2-74**  
**GISD CATE Expenditures**  
**1994-95 - 1998-99**

Category	1994-95 Actual	1995-96 Actual	1996-97 Actual	1997-98 Actual	1998-99 Budget	Percentage Change
CATE expenditures	\$1,140,699	\$1,091,191	\$1,451,920	\$1,659,584	\$1,030,707	-9.6%
CATE students served	1,288	1,222	2,032	1,352	1,208	-6.2%
CATE expenditures per student	\$886	\$893	\$715	\$1,228	\$853	-3.7%

Source: TEA, AEIS, 1994-95 - 1998-99.

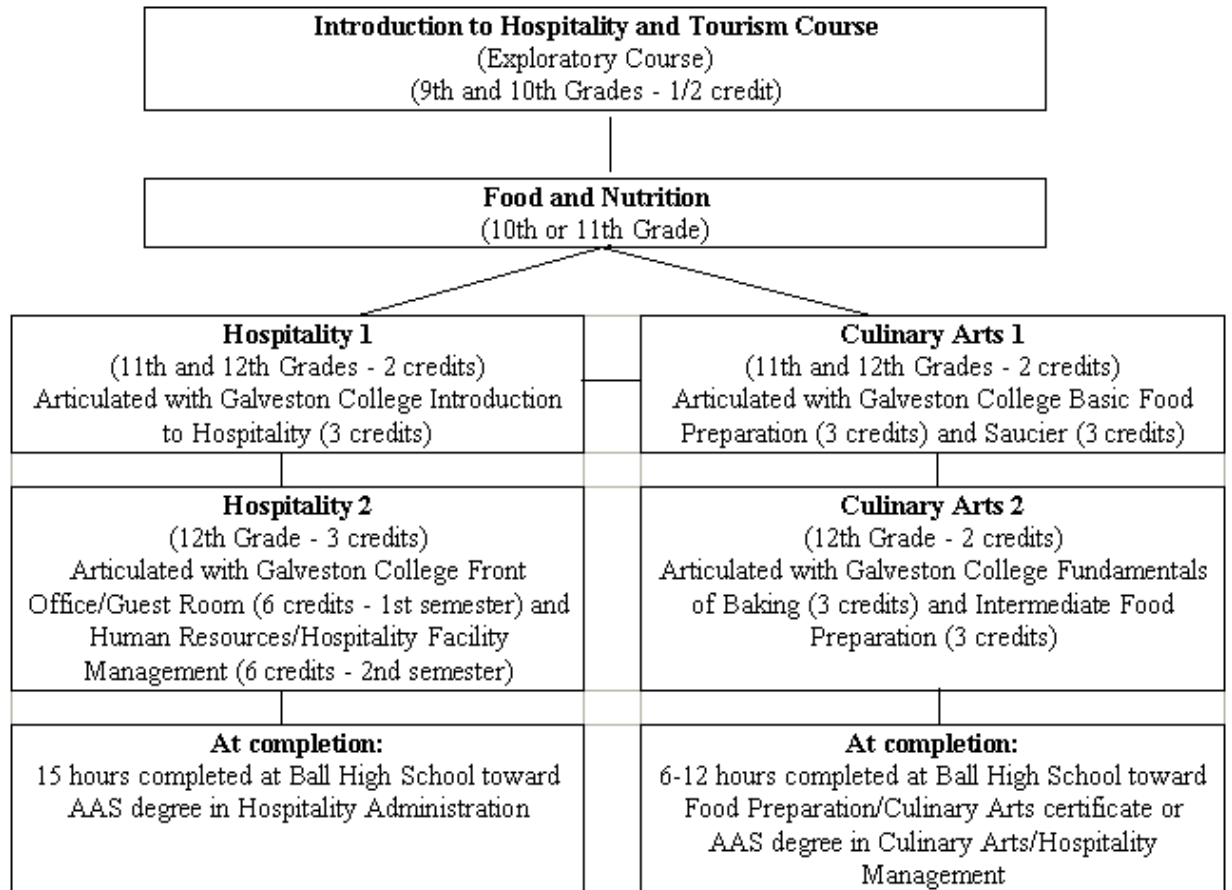
**FINDING**

GISD is undertaking a series of initiatives to address the needs of students who do not plan to attend college.

TechPrep is a program that can lead students toward associate or baccalaureate degree programs and helps them prepare for high skill, high wage jobs in at least one field of engineering technology, applied science, health or business through a planned, sequential program of study. GISD participates in a TechPrep partnership with Galveston College in eight areas that are either in place or will be soon with the creation of the new career academies at Ball High School in 2000-01: hospitality, culinary arts, criminal justice, computer science technology, accounting, office administration, health occupations and emergency medical services.

**Exhibit 2-75** provides an example of how the culinary arts and hospitality programs work. Each of the eight programs are fully articulated with Galveston College, which means a student in any of the programs receives high school credit toward graduation as well as college credit at Galveston College toward an associate degree.

**Exhibit 2-75**  
**GISD/Galveston College Proposed Culinary Arts and Hospitality**  
**TechPrep Programs**



*Source: GISD career academies facilitator.*

GISD also is developing school-to-work programs in building trades and welding in which students work at a place of employment and receive credit. GISD's school-to-work program facilitator is working to increase the number of opportunities for students. The district also sponsors cooperative classes through the marketing and home economics departments of the high school, which involve sponsoring students to work in various businesses to improve their skills in each area.

Beginning with the 2000-01 school year, Ball High School students will choose a career academy. These academies divide large student populations into "schools-within-a-school," help students think about career paths, open students' eyes to the value of an academic curriculum and offer career experiences during high school. The academy concept provides students the ability to capitalize on their interests and aptitudes while learning academic fundamentals.

The career academy model has become widespread over the past decade. The curriculum is organized around a particular occupational or industry-specific theme such as health, electronics, manufacturing technologies or business and financial careers. Career academies focus on creating a more supportive learning environment for students, orienting school curricula toward transferable skills and involving the business community. They feature small clusters of students taking classes together, with most courses taught by teachers who remain with the students throughout their four years in high school.

These school-within-a-school programs, with specific career themes and strong ties to the business community, have become proven models for school reform and an effective way to help students shift from school to work. Recent evaluations of career academies have reported increased graduation and post secondary enrollment rates. A recent study by the Rand Corporation in 1999 found that the program reduced the district's dropout rate, saved the district money and increased the students' lifetime earnings.

Career academies prepare students for both college and careers. Academies provide broad information about a field such as health care, finance, engineering, media or natural resources. They weave this theme into an academic curriculum that qualifies students for admission to a four-year college or university.

In 1998-99, 60,000 students were enrolled in career academies. At least 50 percent of these students were at-risk or economically disadvantaged.

A recent study by the University of California at Berkeley showed that career academies have positive impacts on school performance, including attendance, credits, grades and graduation rates.

GISD officials believe the career academy concept will provide several benefits: a sense of belonging for students; a format for energizing students, parents and the community; relevant curriculum and classes; an impetus for raising academic achievement; and improved attendance.

In January 1999, the district created a visioning committee to evaluate several alternatives for providing instruction in the high school. Participation on the committee was voluntary and open to all high school teachers. Approximately 15 high school teachers served.

The committee decided that a complete overhaul would be the best approach to address the problems of attendance, achievement, dropout and class sizes. Focusing on the career academy approach, the committee examined a model from Grand Prairie ISD (GPISD).

The Grand Prairie model had proven successful according to student performance and teacher satisfaction data provided by GPISD. In February 1999, a team from GISD went to GPISD to view the academy in operation. The following month, the GPISD principal, academy coordinator and other academy leaders visited GISD. They reviewed the GISD situation and spent time in meetings and breakout sessions with teachers to respond to questions and concerns.

During this same time period, The University of Texas Medical Branch at Galveston (UTMB) provided GISD a grant to develop a micro-academy in health sciences. UTMB wanted to target 25 Hispanic students to involve more Hispanic students in the health sciences. GISD developed a curriculum with emphasis on health sciences and field trips to medical facilities and initiated the micro-academy at the beginning of 1999-2000. The grant also pays for computers and mentoring/job shadowing by UTMB staff. GISD expanded the micro-academy to include 50 additional students with emphasis on the health sciences.

The micro-academy gave teachers a model of how the academy approach could work. In the spring and summer 1999, high school teachers voted on which types of academies would be most relevant for GISD students. GISD then selected the five most popular:

- business, law and transportation;
- communication, fine arts and media technology;
- education, social services and tourism;
- engineering, industrial technology and science; and
- health science (**Exhibit 2-76**).

**Exhibit 2-76**  
**GISD Planned Career Academies at Ball High School**  
**2000-2001**

<b>Career Academy</b>	<b>Description</b>	<b>Potential Careers</b>
Business, law and transportation	This academy is designed for students who are interested in the business, financial or legal world. It encompasses courses in the fields of computer processing, marketing, accounting, law, criminal justice and office management.	Secretary, administrative assistant, policeman, lawyer, accountant or sales representative
Communication, fine arts and media technology	This academy is designed for students who are interested in the world of creative expression. It encompasses courses in the fields of art. music.	Artist, broadcaster, newspaper reporter, photographer, graphics designer or

	drama, public speaking, dance, journalism and media.	stage worker
Education, social services and tourism	This academy is designed for students who are interested in the world of education, public service or hospitality. It encompasses courses in the fields of counseling, teaching, culinary arts and childcare.	Teacher, childcare worker, cook, front office manager or psychologist
Engineering, industrial technology and science	This academy is designed for students who are interested in a career that involves problem solving, experimentation, technical design, or mechanical systems. It encompasses courses in the fields of math, science, computer technology and automotive and construction systems.	Welder, automotive technician, computer maintenance, engineer or chemist
Health science	This academy is designed for students who are interested in a career in the health industry. It encompasses courses in the fields of science, psychology, health and medicine.	Nurse's aide, lab technician, physical therapist, dentist or physician

*Source: GISD career academy facilitator, Ball High School.*

In August, the high school teachers voted 2:1 in favor of implementing the academy concept. A full-time career academy coordinator oversees implementation and restructuring the high school.

The academies offer a three-tiered set of alternatives to students:

- First, CATE classes will be included as either core courses or as electives to students, depending on their future educational plans.
- Second, GISD and Galveston College are developing six-year programs that either will provide credit toward a work certificate (similar to an apprenticeship) that would enable them to pursue careers immediately after graduation or provide an associate degree at Galveston College.
- Third, dual credit programs will provide high school credit as well as credit toward graduation from a four-year college or university.

## **COMMENDATION**



**GISD is developing instructional strategies that involve both college preparatory classes and technical/vocational training to address the needs of all its graduates.**

## **FINDING**

At Ball High School, GISD adopted a two-year CATE program called the Cisco Academy that prepares students to pass a computer network certification test. Students learn the basics of computer networking, cabling, configuring information routers and troubleshooting problems. With this certification, a student qualifies for employment in an area where there is a critical shortage of qualified workers. Students who do not start the program until they are seniors can complete the second year at Galveston College. More advanced courses also are offered at the college.

The program is named after the Cisco Corporation, a major entity in the technology arena throughout the world. Cisco has found the results of the program so successful that they use GISD and the Ball High School principal as part of its advertising program.

## **COMMENDATION**

**The Cisco Academy at Ball High School is a unique training program that prepares students for the technology workplace.**

## **FINDING**

The director of Secondary Education manages the CATE program, but it is only a portion of the position's total responsibilities. The director also is responsible for curriculum development and teacher support in the regular education program at the middle schools and high school. Consequently, the director has insufficient time to provide the necessary direction given the number of students in the program.

The program was previously headed by a coordinator who has since left the district. The district is in the process of hiring a new CATE coordinator.

Effective CATE programs, such as the one in Galena Park ISD, prepare students for careers that are in demand in regional job markets and prepare students to meet high industry standards for entry-level positions. Successful programs also emphasize direct supervision of teachers and students, staff and program development and interaction with local employers.

With the decision to establish the career academies, the district also has created a full-time position for a career academy facilitator. The position's primary responsibilities are to develop the courses necessary for each academy and work with the teachers to develop appropriate curriculum, develop school-business partnerships for job mentoring and job shadowing programs, develop programs with area community colleges for articulation and dual credit programs and review the composition of the academies to determine what changes are necessary.

All the CATE courses will be part of the academy course selections. The career academy facilitator will be at the high school full time working with teachers and the program content, including the CATE courses, to ensure that the objectives of the career academy will be met.

**Recommendation 23:**

**Redefine job descriptions of the CATE coordinator and the career academics facilitator to reflect CATE program coordination in the context of the new career academies.**

The CATE coordinator should work closely with the career academies facilitator to integrate CATE programs into the curriculum of each of the career academies; coordinate internships, apprenticeships and other career opportunities in the community; solicit grants and other funding; develop curriculum, and coordinate career awareness in the middle schools.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The assistant superintendent for Curriculum and Instruction reviews the responsibilities of the CATE program coordinator and the career academy facilitator with the executive director of Personnel.	August 2000
2.	The assistant superintendent and the executive director re-write the job descriptions to reflect CATE program coordination in the context of the new career academies.	August - September 2000
3.	The assistant superintendent reviews the change in functions with the career academy facilitator.	September 2000
4.	The assistant superintendent interviews candidates for the CATE coordinator position.	October - December 2000
5.	The assistant superintendent recommends a candidate to the superintendent.	December 2000
6.	The superintendent approves the candidate and recommends	January 2001

approval to the board.	
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### **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

### **FINDING**

GISD students may choose from approximately 60 CATE courses representing five different program areas including Business, Law and Transportation; Health Sciences; Science, Engineering and Industrial Technology; Human Services; and Arts, Communication and Media Technology education courses. These groups of courses have been retitled to fit within the five career academies that GISD has created.

For the past two years, Business Computer Information Systems has been the course with the largest enrollment. Enrollment by program is shown below (**Exhibit 2-77**).

**Exhibit 2-77**  
**GISD Career and Technology Enrollment by Course**  
**1997-98 - 1998-99**

Course	Spring 1998-99	Fall 1999-2000
<b>Business, Law, and Transportation</b>		
Administrative Procedures I	16	NA
Administrative Procedures II	5	NA
Business Education Prep I	NA	8
Business Education Prep II	NA	3
Business Computer Information Systems I and II	290	287.5
Business Law	18	14
Recordkeeping	NA	53
Introduction to Business	NA	57
Accounting I	18	8
Business Communications	NA	3.5
Banking and Finance	NA	3.5
Marketing Career Preparation I	37	27
Marketing Career Preparation II	13	5.5
Marketing Yourself	NA	57
Entrepreneurship	25	57
Courts and Criminal Procedure	13	12

Crime in America	NA	13
Fundamentals in Criminal Law	11	18
Technical Introduction to Criminal Justice	NA	18
<b>Health Sciences</b>		
Health Science Technology I	21	8
Health Science Technology II	3	4.5
Introduction to Health Science Technology	68	22.5
<b>Science, Engineering, and Industrial Technology</b>		
Construction Systems (wood)	108	88.5
Building Trades I	22	21
Building Trades II	0	11.5
Mechanics Beginner	NA	44
<b>Business, Law, and Transportation</b>		
CAD Drafting	NA	6.5
Automotive Technician I	23	16
Automotive Technician II	10	3.5
Technology Systems (metals)	68	56
Manufacturing Systems	24	5
Introduction to Electrical Careers	NA	25
Electricity/Electronics	61	40
Electronics I	20	11
Electronics II	8	1
Computer Maintenance	NA	85
Trade and Industrial Education Career Preparation I	11	11
Trade and Industrial Education Career Preparation II	3	1
Internet Technology (Cisco)	NA	18.5
Welding	NA	4
<b>Human Services</b>		
Cosmetology I + Lab	13	11.5
Cosmetology II + Lab	8	3.5
Child Development	38	40
Nutrition and Food Science	174	167
Apparel	5	16
Home Economics Career Preparation I	66	28.5
Home Economics Career Preparation II	12	15.5
Individual and Family Life	39	44

Personal and Family Development	276	242
PL/Child Care, Guidance, Management, and Services I	44	23
PL/Child Care, Guidance, Management, and Services II	1	6.5
Teen Parenting I	80	13.5
Teen Parenting II	0	7.5
Hospitality Services I	8	10.5
Hospitality Services II	2	2
<b>Arts, Communications, and Media Technology</b>		
Webmastering	NA	11
Telecommunications	11	3.5
<b>Total</b>	<b>1,673</b>	<b>1,774</b>

*Source: Director of Secondary Education, GISD.*

When developing the career academies at Ball High School for implementation in 2000-01, GISD conducted an internal review of the CATE program and all courses. This review identified several key areas for program expansion (for example, health care, hotel management and tourism), which required creating more articulation agreements with several local community colleges.

The majority of CATE courses, however, offered by the district have not changed appreciably in 20 years, according to the director of Secondary Education, who is also responsible for CATE. The current set of courses is not tied to the Texas Workforce Commission's targeted list of high demand, high paying jobs in the area. A number of the courses, such as, Automotive Technician II, Trade and Industrial Education Career Preparation II, Cosmetology I and II + Lab, and Hospitality Services II, have less than 10 students in the classes; yet, some of the classes, such as Cosmetology, require extensive space and are expensive to operate. As a result, resources are spent in some areas where there is little market demand.

**Recommendation 24:**

**Redesign the courses offered in the Career and Technology Education program to reflect targeted occupations identified by the Texas Workforce Commission in the area.**

Courses that are not preparing students for career opportunities in fields that are in high demand and do not pay good wages should be eliminated and where applicable, replaced with new courses.

## IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The career academy facilitator compares the Texas Workforce Commission's targeted jobs list to the district's list of CATE courses.	August 2000 and Ongoing
2.	The career academy facilitator recommend changes to the high school principal on the mix of courses offered in GISD.	August 2000 and Ongoing
3.	The principal recommends changes to the director of Secondary Education in the course mix effective with the beginning of the second semester.	September 2000
4.	The director incorporates the input of the principal in developing the master course schedule for the second semester and for the next year.	September - October 2000
5.	The director recommends the course schedule to the assistant superintendent for Curriculum and Instruction for approval.	October 2000
6.	The assistant superintendent approves the plan and recommends it to the superintendent for approval.	November 2000
7.	The superintendent approves the new master schedule.	November 2000
8.	The new course schedule is implemented.	January 2001

## FISCAL IMPACT

This recommendation assumes that some courses will be dropped while others will be added. If new teachers are required, their salaries should be offset by some of the salaries of teaching positions eliminated. An overall reduction of low enrollment courses is discussed earlier in this chapter so that no additional savings are reflected here.

# Chapter 2

## EDUCATION SERVICE DELIVERY AND PERFORMANCE MEASURES

### **G. Gifted and Talented Education Program**

Since 1987, state law has required Texas school districts to offer educational programs for gifted and talented students in all districts and at all grades. Gifted and talented students are characterized as those who have high levels of achievement, intellectual and academic ability, creativity, leadership skills, and/or talent in the visual and performing arts.

Districts must have a system for identifying gifted and talented students. The Texas Education Agency (TEA) issues guidelines on how to identify gifted and talented students to ensure all of these students receive a quality education. The system must include quantitative as well as qualitative evaluation tools and instruments.

Funding is available from the Texas Foundation School Program for identifying gifted and talented students from various cultural, linguistic and socioeconomic backgrounds and for programs to benefit these students.

In 1994-95, the GISD moved from a centralized elementary gifted and talented program, located in the Administrative Annex and supported by three teachers, to a campus-based program. This program covers students in grades K-12 and serves them in four core content areas: math, language arts, social studies and science. At grades K-11, students may be nominated in the fall or spring of each school year by teachers, counselors, parents or other interested persons.

At the elementary grade level, the program is called Special Activities in Gifted Education (SAGE). A gifted and talented specialist is assigned to each elementary campus. The elementary school specialist provides a continuum of learning experiences to all gifted and talented students in grades K-5.

Identified middle school students attend content area classes that are designed to provide a differentiated and advanced curriculum. At the high school level, students are provided differentiated instruction through enrollment in advanced placement and pre-advanced placement courses.

All GISD students in grades K-7 are given the Iowa Test of Basic Skills (ITBS) in the spring of each year. Those students who score at or above the 85th percentile rank in reading and/or math are provided further

screening on the Cognitive Abilities Test (CogAT). The CogAT score is converted to an IQ score.

Teachers provide information on students using the Renzulli-Hartman Scale. This is a check list that teachers complete on each student who qualifies initially, based upon ITBS scores. The list is divided into three sections: planning characteristics, motivational characteristics and learning characteristics.

The information from each of these sources is converted to a final total score for each student using the Baldwin Matrix, a multi-dimensional matrix. Economically disadvantaged students are given an additional one point. To qualify for the gifted and talented program, a student must receive a score of 28. If exceptional circumstances exist (for example, if the child was sick on the day of one of the tests, or the student has exceptional capability in a specific area such as writing), a teacher may petition to include a student in the program who otherwise did not meet the entry score requirements.

Bilingual students are given opportunities to be considered using several alternative instruments: Aprenda (for Spanish-speaking students in grades K-5), which is the Spanish equivalent of the Stanford Achievement Test; or Bilingual Verbal Achievement Test (for students who don't speak English or Spanish). Special Education students are also given an opportunity to be included in the program through the use of alternative and appropriate identification measures.

GISD's enrollment in the gifted and talented program is about the same as the regional and state averages (**Exhibit 2-78**). GISD's enrollment in the gifted and talented education program is in the mid-range compared to its peer districts.

**Exhibit 2-78**  
**GISD, Peer District, Region 4 and State**  
**Students in Gifted and Talented Program as a Percentage of Total**  
**Enrollment**  
**1998-99**

<b>Entity</b>	<b>Gifted and Talented</b>
Bryan	16%
College Station	13%
Brazosport	10%
Waco	10%



<b>Galveston</b>	<b>8%</b>
Longview	8%
Lufkin	8%
Wichita Falls	8%
<b>State</b>	<b>8%</b>
<b>Region 4</b>	<b>8%</b>
Port Arthur	3%

Source: TEA, AEIS 1998-99.

GISD requires all core curriculum teachers of gifted and talented students to meet the state minimum required 30 hours of in-service training and the required six hours of annual training. Opportunities through Region 4, district inservice, Texas Association of Gifted and Talented state conferences and other special out-of-district services help teachers meet this requirement.

GISD expenditures for the gifted and talented program are described in **Exhibit 2-79**. Total spending and per-student funding have increased by 327.3 and 238.6 percent respectively since 1994-95. The number of students in the program has increased by 26.2 percent over the same period. The increases in expenditures stem from the change in the elementary program from a one-location program with three teachers to a program on every campus and eight teachers.

**Exhibit 2-79**  
**GISD Expenditures for the Gifted and Talented Education Program**  
**1994-95 - 1998-99**

<b>Category</b>	<b>1994-95 Actual</b>	<b>1995-96 Actual</b>	<b>1996-97 Actual</b>	<b>1997-98 Actual</b>	<b>1998-99 Budget</b>	<b>Percentage Change</b>
Gifted and talented expenditures	\$384,796	\$382,515	\$686,719	\$797,322	\$1,644,153	327.3%
Gifted and talented students served	591	628	650	702	746	26.2%
Gifted and talented	\$651	\$609	\$1,056	\$1,136	\$2,204	238.6%

expenditures per student						
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Source: TEA, AEIS 1994-95 -1998-99.

**FINDING**

The Special Activities in Gifted Education (SAGE) program serves students in grades 1-5 through specialized pull-out (pull-out means a student is removed from the regular class to attend a special class for gifted and talented only) classes on their campuses. For middle school and high school students, advanced, pre-advanced placement and advanced placement classes are offered.

A districtwide committee, which includes the eight gifted and talented education teachers, coordinates the program and meets at least twice per year, usually in September and January, to qualify students for the program. The director of Planning and Evaluation provides support such as data, testing results and analysis to the committee.

All students in grades K-5 are screened annually for the SAGE program. Students who meet initial screening criteria are evaluated, based on a combination of achievement test scores, aptitude test scores and teacher ratings. Students who do not qualify for the program, but have high screening performance, may be considered for enrichment on a space-available basis. Students new to the district are screened throughout the year and must meet GISD requirements for permanent placement.

Each elementary school has a designated teacher or teachers who serve identified gifted and talented students at least one day per week. All elementary campuses follow a common curriculum. Secondary students may choose from an array of advanced, pre-advanced placement (pre-AP) and advanced placement (AP) classes (**Exhibit 2-80**).

**Exhibit 2-80**  
**Secondary Courses Available to Gifted and Talented Education**  
**Students**  
**1999-2000**

<b>Grade Level</b>	<b>Course</b>
<b>Middle School</b>	
6th grade	Advanced math
	Science

	English
	Social studies
7th	Algebra 1AB
	English
	Science
	Social studies
8th	Algebra 1CD
	English
	Science
	Social studies
<b>High School</b>	
	English 1 pre-AP
	English 2 pre-AP
	English 3 AP
	English 4 AP bloc
	Spanish 1 pre-AP
	Spanish 2 pre-AP
	Spanish 3 pre-AP
	Spanish 4 AP
	Spanish 5 AP
	Spanish 6 AP
	German 1 pre-AP
	German 2 pre-AP
	German 3 pre-AP
	French 1 pre-AP

	French 2 pre-AP
	French 3 pre-AP
	French 4 pre-AP
	French 5 AP
	Pre-Calculus pre-AP
	Calculus BC AP
	Geometry pre-AP
	Algebra 2 pre-AP
	Computer Science pre-AP
	Computer Science 2 AP
	Biology 1 pre-AP
	Biology AP
	Science R/D pre-AP
	Introduction to Physics/Chemistry pre-AP
	Chemistry pre-AP
	Chemistry AP
	Physics pre-AP
	Physics AP
	World Geography pre-AP
	World History pre-AP
	US History AP
	Macroeconomics AP
	Government AP

*Source: GISD director of Planning and Evaluation.*

As a result of the gifted and talented program and pre-AP and AP classes at the secondary level, GISD has produced an extraordinary number of National Merit Scholars (**Exhibit 2-81**).

**Exhibit 2-81  
GISD National Merit Scholars  
1989-2000**

Year	Number of National Merit Scholars	
	Finalist	Commended
2000	1	4
1999	3	8
1998	3	3
1997	2	2
1996	7	8
1995	2	0
1994	2	3
1993	3	3
1992	2	2
1991	1	6
1990	1	10
1989	9	9
<b>Total</b>	<b>36</b>	<b>58</b>

*Source: GISD director of Planning and Evaluation.*

**COMMENDATION**

**GISD's gifted and talented education program has been successful in developing students who have achieved national recognition.**

**FINDING**

Minority students are not represented in the gifted and talented program in percentages commensurate to their percentage of the overall student population. Approximately one-third of the program's participants are minority students, while more than two-thirds of the district's enrollment are minority students **Exhibit 2-82.**

**Exhibit 2-82**  
**GISD Gifted and Talented Program Enrollment Percentage**  
**by Ethnicity Compared to Total Enrollment by Campus**  
**As of December 10, 1999**

Campus	Anglo	African American	Hispanic	Other
<b>Ball High School</b>				
Total enrollment	31%	38%	29%	2%
G/T enrollment	58%	15%	21%	5%
<b>Austin Middle School</b>				
Total enrollment	17%	50%	30%	4%
G/T enrollment	46%	33%	13%	8%
<b>Central Middle School</b>				
Total enrollment	14%	51%	35%	0
G/T enrollment	52%	22%	26%	0
<b>Weis Middle School</b>				
Total enrollment	54%	14%	28%	4%
G/T enrollment	74%	4%	16%	7%
<b>Alamo Elementary School</b>				
Total enrollment	5%	48%	46%	1%
G/T enrollment	40%	40%	20%	0
<b>Bolivar Elementary School</b>				
Total enrollment	82%	0	17%	2%
G/T enrollment	100%	0	0	0
<b>Burnet Elementary School</b>				
Total enrollment	27%	16%	56%	1%
G/T enrollment	40%	8%	52%	0
<b>Morgan Elementary School</b>				
Total enrollment	9%	40%	47%	4%
G/T enrollment	33%	6%	44%	0
<b>Oppe Elementary School</b>				

Total enrollment	64%	17%	15%	4%
G/T enrollment	76%	0	11%	13%
<b>Parker Elementary School</b>				
Total enrollment	49%	21%	25%	5%
G/T enrollment	72%	0	13%	15%
<b>Rosenberg Elementary School</b>				
Total enrollment	17%	51%	22%	10%
G/T enrollment	33%	11%	11%	44%
<b>San Jacinto Elementary School</b>				
Total enrollment	10%	52%	37%	1%
G/T enrollment	0	100%	0	0
<b>Scott Elementary School</b>				
Total enrollment	9%	55%	36%	0
G/T enrollment	54%	33%	17%	0
<b>Total</b>				
Total enrollment	<b>29%</b>	<b>36%</b>	<b>32%</b>	<b>3%</b>
G/T enrollment	<b>62%</b>	<b>12%</b>	<b>19%</b>	<b>7%</b>

*Source: GISD director of Planning and Evaluation.*

GISD has attempted to increase the representation of minorities in the gifted and talented education program. It added the Bilingual Verbal Achievement Test for students who don't speak English or Spanish as an alternative assessment tool to the ITBS. Based upon research that demonstrates that lower socioeconomic students do not have as advanced language skills as other students, GISD increased the emphasis on the non-verbal section of the CogAt to diminish the impact of lower language skills.

The lead teacher in the program and the director of Planning and Evaluation also participate in the Southeast Gifted and Talented Cooperative, which includes school districts in southeast Harris County, Galveston County and Brazoria County. Each month, the group meets to exchange ideas, hear speakers and discuss issues with TEA representatives, such as identifying and qualifying minority students.

GISD has an enrichment program for elementary students who are close to qualifying for the gifted and talented education program but do not quite qualify. Additional students, up to a combined total of 12-15 gifted and talented and enrichment students per class, participate in the pullout sessions. These enrichment students are not considered gifted and talented and are not reported to the state as such, but they receive the benefit of the education and may join the gifted and talented program at a later date.

**Recommendation 25:**

**Establish a second group of enrichment students in the gifted and talented education program based on a combination of achievement and economic disadvantage to identify more minority candidates.**

Adding a second enrichment group of students who score below the current enrichment group but still meet the initial ITBS criteria could expand the number of potential minority student candidates for both programs. If the criteria for qualification into the second enrichment group were a score of 85th percentile or above on the ITBS in reading or math and economically disadvantaged, more potentially-qualified candidates, particularly minority students, could be identified. This approach would maintain the integrity of the current selection process and provide ways to give additional challenging instruction to a wider variety of GISD students.

To increase the likelihood of identifying minority students, all GISD teachers should receive the 30-hour training course mandated for gifted and talented education teachers. A section of this training focuses on identifying students who are talented but may require additional observation.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Planning and Evaluation recommends creating a second enrichment group to the assistant superintendent for Curriculum and Instruction.	August 2000
2.	The assistant superintendent authorizes the program and instructs the director to develop a plan to implement the program.	August 2000
3.	The director meets with the gifted and talented committee to outline the program and develop an implementation approach.	September 2000
4.	The director incorporates the committee members' suggestions into the implementation plan and presents it for	September - October 2000



	approval to the assistant superintendent.	
5.	The assistant superintendent approves the plan and recommends it to the superintendent for approval.	November 2000
6.	The superintendent approves the plan and recommends it to the board for approval.	December 2000
7.	The board approves the plan and the director and the gifted and talented education committee chair initiate implementation.	January 2001

### **FISCAL IMPACT**

The cost of implementing this recommendation would include the cost of providing the 30-hour training program to all elementary teachers. The University of Houston-Clear Lake offers the course in four sessions for \$30/session or \$120 total. Assuming that 400 elementary teachers would receive the training the first year and 125 per year in each succeeding year (based upon current number of new teacher hires), the total fiscal impact would be: first year - 400 teachers x \$120 = \$48,000; each succeeding year - 125 teachers x \$120 = \$15,000.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Establish a second group of enrichment students in the gifted and talented education program based on a combination of achievement and economic disadvantage to identify more minority candidates.	(\$48,000)	(\$15,000)	(\$15,000)	(\$15,000)	(\$15,000)

# Chapter 2

## EDUCATION SERVICE DELIVERY AND PERFORMANCE MEASURES

### H. Special Student Populations

The Individuals with Disabilities Education Act (IDEA) and Section 504 of the Rehabilitation Act of 1973 require all public school districts that receive federal funds to establish central and campus processes to identify students with learning disabilities or special learning needs. This category of students includes students in special education and students with dyslexia, attention deficit, and/or hyperactivity disorders among others. Among the accommodations for children with special needs are: additional instruction in a particular subject through a resource teacher, additional time to complete assignments and oral exams versus written exams.

Most school districts establish separate functions and coordinators centrally for each of these areas. Each campus usually has a different person identified as the "504 coordinator" or the "special education coordinator," and that person is supported by a campus committee for each area that reviews each situation and recommends appropriate action. This process can be confusing to parents because the requirements of each act are similar but the requirements for qualifying under 504 versus special education are much different.

GISD's special education program has a variety of programs and services, which are summarized in **Exhibit 2-83**.

**Exhibit 2-83**  
**GISD Special Education Programs**

Program/Service	Description
Essential Learning System	Dual funded with Accelerated Education, this reading program is available at Alamo, Oppe, Parker and Rosenberg Elementary Schools; Austin and Weis Middle Schools; and Ball High School.
Diagnostic team	Diagnosticians are available to provide psycho-educational services to students.
Speech team	Speech pathologists and assistants provide language and articulation speech services to identified students.
Related services	The related services are provided by occupational, physical

	and music therapists; teacher of auditory and visual services; and counselors, among others.
Homebound	Services are provided to students who are placed on homebound or health related services. This includes the Shriner's Hospital.

*Source: GISD director of Special Education.*

GISD delivers these services to special education students through a variety of methods, including: helping teacher, a program that places two teachers in a classroom for a limited period of time; inclusion (mainstreaming special education students in regular education classes); content mastery; co-teaching/inclusion; resource; self-contained; life skills; behavior adjustment; preschool program for children with disabilities; and mainstream.

GISD's special education student population is 12 percent of the total student population. This percentage is the same as the state average, above the regional average of 11 percent, and sixth highest among its peer districts (**Exhibit 2-84**).

**Exhibit 2-84**  
**GISD, Peer District, Region 4 and State Students in Special Programs**  
**as a Percentage of Total Enrollment**  
**1998-99**

<b>Entity</b>	<b>Special Education</b>
Bryan	17%
Brazosport	15%
Waco	14%
Wichita Falls	14%
Longview	13%
<b>Galveston</b>	<b>12%</b>
Lufkin	12%
<b>State</b>	<b>12%</b>
<b>Region 4</b>	<b>11%</b>
College Station	8%
Port Arthur	8%

Source: Texas Education Agency, AEIS 1997-98.

In December 1999, GISD had 1,119 students in special education across all its campuses and special centers (**Exhibit 2-85**).

**Exhibit 2-85**  
**GISD Special Education Students by Campus**  
**December 1999**

Campus	Number of Students	Types of Services
Ball High School	295	Counseling, music therapy, orient mobility, occupational therapy, physical therapy, speech therapy, homebound, resource, vocational adjustment and mainstream.
Alternative schools and special campuses	22	Adaptive equipment, counseling, vocational adjustment, music therapy, orient mobility, occupational therapy, physical therapy and speech therapy.
Austin Middle School	97	Adaptive equipment, orient mobility, counseling, vocational adjustment, music therapy, occupational therapy, physical therapy and speech therapy.
Central Middle School	101	Counseling, occupational therapy, speech therapy, homebound, resource and mainstream.
Weis Middle School	82	Adaptive equipment, art therapy, counseling, occupational therapy, resource and mainstream.
Alamo Elementary School	65	Counseling, occupational therapy, speech therapy, resource and mainstream.
Bolivar Elementary School	34	Counseling, occupational therapy, speech therapy, resource and mainstream.
Burnet Elementary School	83	Counseling, occupational therapy, physical therapy, speech therapy, resource and mainstream.
Morgan Academy of Fine Arts	46	Adaptive equipment, counseling, occupational therapy, physical therapy, speech therapy, resource and mainstream.
Onne Elementary	52	Counseling, occupational therapy, physical

School		therapy, speech therapy, resource and mainstream.
Parker Elementary School	64	Adaptive equipment, counseling, music therapy, occupational therapy, physical therapy, speech therapy, home campus, resource and mainstream.
Rosenberg Elementary School	54	Counseling, occupational therapy, speech therapy, resource and mainstream.
San Jacinto Elementary School	48	Counseling, occupational therapy, physical therapy, speech therapy, resource and mainstream.
Scott Elementary School	76	Counseling, occupational therapy, physical therapy, speech therapy, resource and mainstream.
<b>Total</b>	<b>1,119</b>	

*Source: GISD director of Special Education.*

Expenditures for special education decreased 1.6 percent from 1994-95 through 1998-99. While the number of students served has declined 3.3 percent, the per-student expenditure has increased from \$3,124 in 1994-95 to \$3,179 in 1998-99, or 1.8 percent (**Exhibit 2-86**). Expenditures will vary in special education due to the severity of condition of students served, the services required by the student's individual education plan and the availability of qualified professionals, such as speech therapists.

**Exhibit 2-86**  
**GISD Expenditures for the Special Education Program**  
**1994-95 - 1998-99**

<b>Category</b>	<b>1994-95 Actual</b>	<b>1995-96 Actual</b>	<b>1996-97 Actual</b>	<b>1997-98 Actual</b>	<b>1998-99 Budget</b>	<b>Percentage Change</b>
Special education expenditures	\$3,904,505	\$3,631,311	\$3,052,170	\$3,696,782	\$3,842,936	-1.6%
Special education students served	1,250	1,168	1,270	1,289	1,209	-3.3%
Special	\$3,124	\$3,109	\$2,403	\$2,868	\$3,179	1.8%

education expenditures per student						
------------------------------------	--	--	--	--	--	--

*Source: TEA, AEIS 1994-95 -1998-99.*

The special education program provides aides, diagnosticians, therapists, stipends for extra duties (for example, supervision of a certified occupational therapist aide), transportation, materials and supplies, adaptive and assistive equipment, contract services and workshops.

GISD participates in the Galveston-Brazoria Cooperative for the Hearing Impaired (GBCHI), which involves 90 students in a two-county area and includes the following school districts: Alvin, Clear Creek, Dickinson, Friendswood, Galveston, Hitchcock, LaMarque, Pearland, Santa Fe and Texas City. Clear Creek is the fiscal agent for the cooperative and receives 1.25 percent of the expenditures, or \$13,346 for 1999-2000 as its administrative cost reimbursement.

GBCHI is governed by a shared services agreement, originally signed in October 1997. The agreement automatically renews each year unless it is terminated in accordance with terms provided in the agreement.

The cooperative employs a director, two clerical staff, 12 teachers, 11 aides and one speech therapist. The total budget for the cooperative for 1999-2000 is \$1,081,000. Each district pays \$796 per pupil in the cooperative. GISD's costs for 1999-2000 were budgeted at \$8,756 for 11 students in the cooperative.

GBCHI is part of the Regional Day School Program for the Deaf (RDSPD), which provided \$692,000 to GBCHI in 1998-99. The Texas Legislature created RDSPD in 1973, and it is supervised by TEA's Division of Services for the Deaf. For 1998-99, 4,469 students from approximately 500 school districts were served in RDSPDs. Regional day school students are reviewed annually by an Admission, Review and Dismissal committee that prepares and revises an annual plan for each student's development.

RDSPDs are funded from a Foundation School Fund appropriation, federal Individuals with Disabilities Education Act (IDEA) funds and local school district contributions. The total cost for this program statewide is \$36,071,385 or \$8,071 per pupil for 1998-99, which compares favorably to the \$31,000 per pupil cost at the Texas School for the Deaf in Austin. The per-student cost of the cooperative in GBCHI is \$12,011 for 1998-99, which is above the state average. The GISD's cost per student is

\$796 and the remainder of the funds come from the state to support cooperative positions.

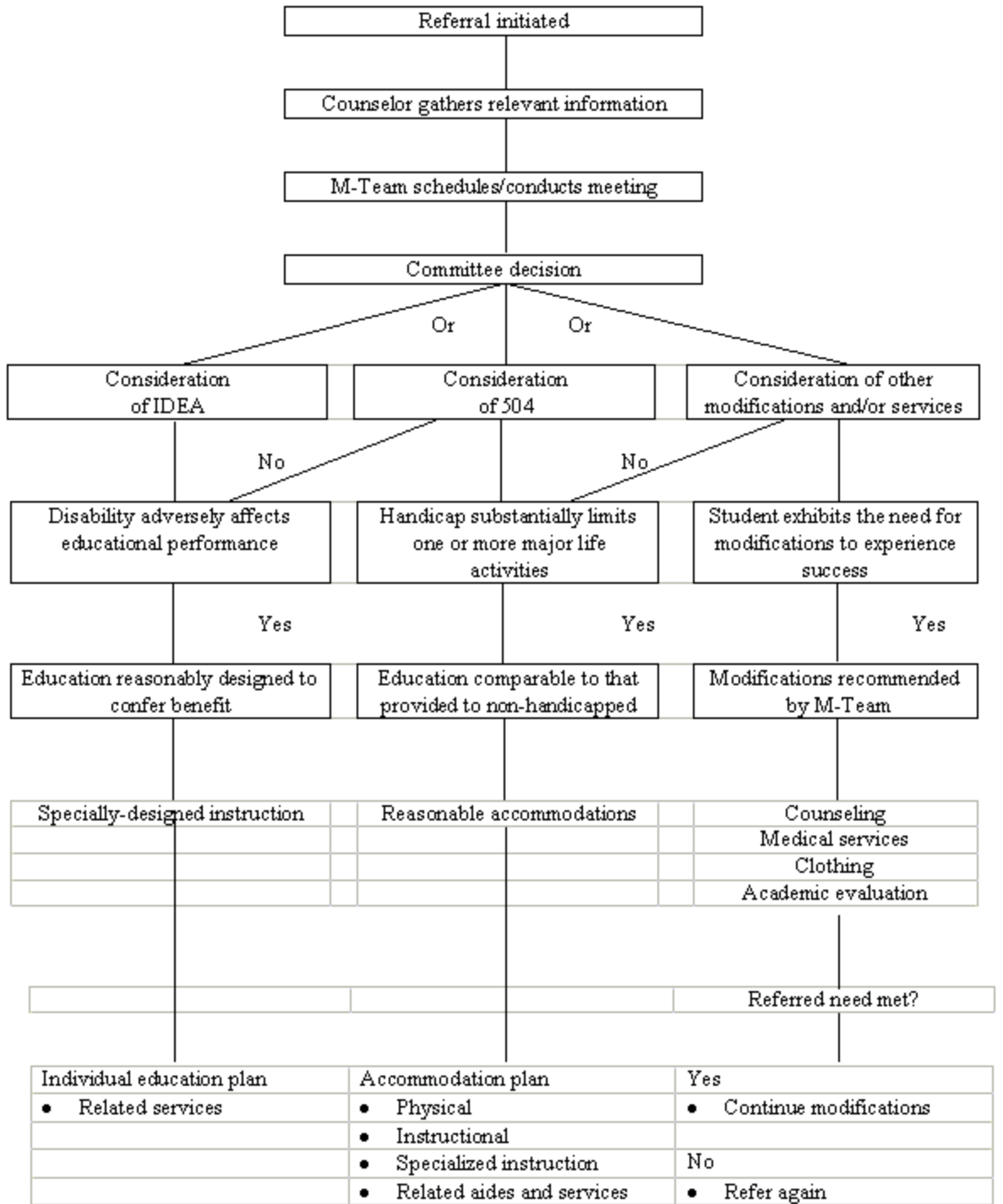
## **FINDING**

In 1991, to eliminate the confusion and the duplication of effort associated with identifying particular student needs, the district established the Multi-Disciplinary/Family Support Team (M-Team). The M-Team is a campus team that serves as a problem-solving tool so that students receive the necessary help to be successful in all realms of their education.

The M-Team on each campus meets weekly to share information, discuss referrals received, gather specific information concerning students, make recommendations for placement in programs/support services and work on preventive planning. Members of the team include the principal, counselor, social worker, nurse, Success For All (reading program) facilitator (grades K-5), referring teacher and others as deemed appropriate. Each M-Team is encouraged to have an individual familiar with student assessment, such as a diagnostician, as a member of the team as well. Parent participation is also encouraged.

Teachers and parents are encouraged to refer any student who is experiencing difficulty in the classroom for any reason and students can refer themselves for the same reason. Usually the counselor collects data on each referral, and the team reviews the referral information on each student. The student is assigned to a member of the team for action, which can involve several alternatives  
**(Exhibit 2-87).**

**Exhibit 2-87**



*Source: GISD director of Special Education.*



The M-Team has four options to consider before making a decision to intervene. These options are to be considered from least restrictive to most restrictive in the order that follows:

- Implement campus modifications for a pre-determined amount of time.
- Refer to the dyslexia committee on campus.
- Initiate 504 referral process.
- Initiate special education referral process.

The team strives for a preventive and positive focus to ensure success for all students through monthly reviews of attendance, school-based intervention, parent involvement and school/community service integration.

Principals, teachers representing all grade levels, and parents said that the committee members discuss each student's situation carefully and attempt to identify campus modifications that will address the concern. They felt that the M-Teams work effectively.

## **COMMENDATION**

**GISD has developed a process to identify individual student needs, devise appropriate modifications, and accomplish desired learning and achievement levels within the least restrictive environment.**

## **FINDING**

The Special Education Department uses two software programs to assist teachers, administrators and assessment personnel complete necessary documentation related to the Admission, Review and Dismissal (ARD) process: the Special Education Manager and the Comprehensive Learner Adapted Scope Sequence (CLASS).

Special Education Manager includes more than 100 forms designed to facilitate compliance with documentation required for special education students. In addition to the Admissions, Review and Dismissal committee meeting reports and associated supplements, the program includes an individual education plan (IEP) with nearly 1,200 goals and 13,000 related objectives. There are also eligibility reports and referral forms.

The software functions in a relational database in which information is typically entered only once. Fields, such as student name, social security number, address, school and grade, which appear on many of the forms, are filled in automatically. Once a set of forms has been signed and becomes a legal record, the set is locked and archived so that the forms

stored in the computer match those in the students' files and remain at the users' fingertips. When a new set of forms is started, information from the previous set is placed in the appropriate fields so that only changes need be entered.

The Special Education Manager software automatically calculates instructional arrangements and speech counts (speech therapy) based on the class schedule and related services for four consecutive semesters. It also prompts the user to complete appropriate forms based on disability, age and educational environment.

CLASS is used to develop an IEP for students enrolled in special education. It contains a comprehensive set of curricula for all special populations, goals and objectives for every subject and every area, criterion-referenced tests in every subject and area and functional assessments.

The software contains goals and objectives and tests designed to probe student competency. The tests may also be used to measure progress. A teacher can test a student, determine critical weakness areas, choose prerequisites from the CLASS curricula and then print out an IEP.

## **COMMENDATION**

**GISD's Special Education Department uses technology to reduce the administrative burden on teachers and administrators.**

## **FINDING**

The Individuals with Disabilities Education Act (IDEA) of 1975 requires school districts to provide certain education-related health services to children with disabilities to meet their unique needs. As of September 1992, the state's Medicaid program was amended to allow school districts to enroll as Medicaid providers and to apply for Medicaid reimbursement for services they are providing to children with disabilities.

School Health and Related Services (SHARS) are defined as those services determined to be medically necessary and reasonable to ensure a disabled child under the age of 21 receives the benefits of a free and appropriate public education. These services include assessment, audiology, counseling, medical services, school health services, occupational therapy, physical therapy, speech therapy, psychological services and related transportation.

School districts need not spend any new money but, instead, can simply apply for reimbursement for specific services provided to Medicaid-

certified children. Districts must certify that they used state or local funds to pay for the remainder. Reimbursements can be deposited in the general revenue fund and do not necessarily have to be spent on special education services. To qualify for SHARS Medicaid reimbursement, claims must be filed within 12 months of the date that services are delivered.

GISD bills Medicaid for SHARS. SHARS payments to GISD since 1994-95 are included in

**Exhibit 2-88.** The district uses Medicaid Claim Solutions of Texas for its billing and pays the firm 10 percent of all reimbursements received.

**Exhibit 2-88**  
**GISD SHARS Activity**  
**1994-95 - 1998-99**

Year	SHARS Reimbursement Received	Number of Unduplicated Medicaid-Eligible Students	Average Payment per Student
1998-99	\$62,049	508	\$122
1997-98	\$149,815	600	\$250
1996-97	\$167,879	642	\$261
1995-96	\$113,541	674	\$168
1994-95	\$43,083	787	\$55

*Source: GISD director of Special Education.*

The number of Medicaid-eligible GISD students decreased between 1994-95 and 1998-99 from 787 to 508 students, or by 35.5 percent. SHARS payments initially increased but declined in 1997-98 and 1998-99 (**Exhibit 2-89**). The director of Special Education attributes the drop in SHARS funding to three factors:

1. A change was made in the regulations on the three-year reevaluation process. Instead of the diagnostician automatically retesting a student, the ARD committee may determine additional testing is not required.
2. The process for reviewing individual student information about the need for therapy services was revised, and the district changed the physician it had used to review recommendations for therapy.
3. There has been a decrease in the number of forms signed and returned by parents giving GISD permission for the district to

pursue Medicaid reimbursement for services despite repeated follow-up, including home visits.

**Exhibit 2-89**  
**GISD Medicaid-Eligible Students and SHARS Payments**  
**1994-95 - 1998-99**

<b>Year</b>	<b>Number of Medicaid-Eligible Students</b>	<b>Percentage Change from the Prior Year</b>	<b>Total SHARS payments</b>	<b>Percentage Change from the Prior Year</b>
1998-99	508	-15.3%	\$62,049	-58.6%
1997-98	600	-6.5%	\$149,815	-10.8%
1996-97	642	-4.7%	\$167,879	47.9%
1995-96	674	-14.4%	\$113,541	163.5%
1994-95	787	N/A	\$43,083	N/A

*Source: GISD director of Special Education.*

In 1996, the state started another special education reimbursement program, Medicaid Administrative Claiming (MAC), to allow districts to receive reimbursement for administrative services that cannot be billed through School Health and Related Services (SHARS). Consortia have been established to pool participating districts so that each district's time commitment is greatly reduced. About half of the districts in the state are now participating in MAC.

Since the consortium handles most of the burdensome administrative functions, it is relatively simple for districts to participate. MAC is designed as a supplemental program and is not intended to cover all the districts' health-related expenditures.

Since November 1997, GISD has been a member of the Aldine ISD consortium, which includes more than 100 other school districts in Texas. The consortium is supported by Medicaid Billing Corporation located in Holt, Michigan. As compensation for its services, Medicaid Billing Corporation receives 10 percent of the reimbursements received by GISD. Aldine ISD receives one percent of the reimbursements as an administrative fee.

In 1997-98 and 1998-99, GISD received reimbursements of \$67,750 and \$45,860, respectively, through MAC.

**COMMENDATION**

**GISD supplements its local and state funding for special education by actively seeking available federal reimbursements for eligible services.**

**FINDING**

The 1999, Texas Legislature passed Senate Bill 870 requiring TEA to develop and distribute copies of a comprehensive and easily understandable special education handbook explaining the rights and responsibilities of parents of special education students. TEA must also ensure that school districts provide the handbook to parents when a parent's child is initially referred for special education eligibility testing. To date, TEA has not developed this handbook.

In the interim, GISD lacks any formal strategy for communicating with special education parents. GISD has few special education parent support groups, training or communication channels for these parents to voice their concerns.

Teachers, parents and some principals said the Special Education Department, and particularly the director, was not responsive to the needs of students. When describing their experiences with the Special Education Department, most of the comments were punctuated with three phrases: "compliance", "Region 4" (which the director uses as a frequent resource), and "the attorney" (to whom the director frequently turns for information and advice).

Among the comments from principals were the following:

- "The director says 'it's my way or no way!'"
- "The attitude of that office is only compliance and procedures, forget service."
- "I have to fight with the director to get support and materials for students. My teachers have almost given up."
- "Why does it take so long to get students qualified for services?"

Among teachers, in response to the TSPR written survey, 55 percent of the respondents said GISD has an effective special education program, but 32 percent disagreed or strongly disagreed with the statement. In focus groups, teachers said there were too many obstacles to get service and the word "compliance" was always used to justify turning services down.

Less than one-half of the parents responding to the survey said that GISD's special education program was effective. Among comments at focus groups from parents were the following:

- "It took me almost six months to get my child tested and approved for special education services."
- "I had to repeatedly call the principal, who was sympathetic, before I could even get a meeting to discuss my child's situation."
- "The director's sole aim is to frustrate parents and create so many obstacles that we either give up or go elsewhere. It's not a pretty picture."

The director has been with the district for almost 20 years and is extremely knowledgeable about special education requirements. Information about services is available, but much of the information is difficult to read and comprehend.

Districts that have successfully implemented special education programs and maintained a positive rapport with principals, teachers and parents promote services first and compliance second. Houston ISD provides a wealth of services to special education students and encourages principals and teachers to discuss services and then determine how they can be provided without jeopardizing compliance issues. HISD provides constant training to principals and teachers on service delivery.

Houston ISD distributes clear, easy-to-understand information to parents several times during the year. The information describes who may be eligible for services, services available and how to get more information or contact someone at the cooperative. Area coordinators also hold meetings at each school, with central and campus staff, and with interested parents to discuss available services and methods for accessing them.

**Recommendation 26:**

**Develop and implement training for parents of special education students on their rights and responsibilities.**

This should provide the parents of special education students with valuable information related to the rights and responsibilities and should ensure that GISD meets the legislature's intent.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The Assistant Superintendent of Curriculum and Instruction directs the director of Special Education to develop parent training.	August - September 2000
2.	The director of Special Education and appropriate staff contact Region 4 for assistance in developing this training.	September 2000
3.	The Special Education staff work with Region 4 in	October -

	developing modules.	November 2000
4.	The Special Education staff schedules training sessions and trains parents.	December 2000 and Ongoing

### **FISCAL IMPACT**

This training could be developed and distributed to each school and copies maintained in the division of Curriculum and Instruction for a cost of \$1,250. This cost is based upon the creation of CD-ROMs or diskettes for distribution at a cost of \$10 each (one to each of the 15 schools or (15 x \$10 = \$150) and 10 for the curriculum instruction division or (10 x \$10 = \$100)) and production costs of \$1,000, for a total of \$150 for schools + \$100 for curriculum and instruction + \$1000 for production = \$1,250.

Other less-expensive options might include weekday or Saturday workshops for special education parents.

<b>Recommendation</b>	<b>2000-2001</b>	<b>2001-2002</b>	<b>2002-2003</b>	<b>2003-2004</b>	<b>2004-05</b>
Develop and implement training for parents of special education students on their rights and responsibilities.	(\$1,250)	\$0	\$0	\$0	\$0

### **FINDING**

GISD also participates in a visually-impaired cooperative with LaMarque ISD and Texas City ISD. The cooperative involves 27 students, of which 10 are GISD students. The cooperative employs a visually-impaired therapist as the only staff position, and the cooperative had a total budget of \$52,248 in 1997-98. A budget has not been prepared for the 1999-2000 school year, but the cooperative agreement for the year assigns 50 percent of the costs to GISD, 20 percent to LaMarque, and 30 percent to Texas City.

GISD acts as the fiscal agent for the visually-impaired cooperative. In this capacity, it provides routine administrative, bookkeeping and support to the cooperative. It is typical for the fiscal agent in a shared services arrangement to be reimbursed for these services, but GISD is not being reimbursed for any of the services it provides or pays for on behalf of the cooperative. Based upon the level of expenditures for the cooperative and the related transaction processing, the amount of service provided by district personnel and the cost of the annual audit, the GISD assistant superintendent of Business Services estimated that the district's costs are approximately \$2,500 annually.

**Recommendation 27:**

**Document services provided to the visually-impaired cooperative and seek reimbursement from each member of the cooperative.**

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	Business office personnel estimate activities and time spent supporting the cooperative.	August 2000
2.	The assistant superintendent of Business Services and members of the cooperative agree on a recommended reimbursement for these services.	August 2000
3.	The assistant superintendent includes this item in the annual agreement.	August 2000
4.	Business office staff monitor their activities to determine if any adjustments to reimbursement are needed.	Ongoing

**FISCAL IMPACT**

Based upon the assessment of the assistant superintendent, the district could receive \$2,500 annually.

<b>Recommendation</b>	<b>2000-2001</b>	<b>2001-2002</b>	<b>2002-2003</b>	<b>2003-2004</b>	<b>2004-05</b>
Document services provided to the visually-impaired cooperative and seek reimbursement from each member of the cooperative.	\$2,500	\$2,500	\$2,500	\$2,500	\$2,500



# Chapter 2

## EDUCATION SERVICE DELIVERY AND PERFORMANCE MEASURES

### I. Grant Writing

#### FINDING

GISD has contracted with an outside individual since the beginning of the 1998-99 school year to help prepare grant requests for the Texas Education Agency and the federal government. The cost of the services as of December 1999 was \$18,000. During this same period, GISD has received \$2,901,000 in new grant funds (**Exhibit 2-90**).

**Exhibit 2-90**  
**Grants Secured by GISD**  
**1998-99 - 1999-2000**

<b>Program</b>	<b>Description</b>	<b>Funding Received</b>
Academics 2000: First Things First Reading Improvement	This grant is designed to improve early childhood and elementary education so GISD students may be proficient in reading by the end of the fourth grade.	\$890,000 over three years
Comprehensive School Reform: Improving Teaching and Learning	The purpose of this grant is to foster coherent schoolwide improvements that cover all aspects of a school's operations through curriculum, professional development and parental involvement.	\$1.2 million over three years
Texas After School Initiative for Middle Schools	The major goals of the program include increased academic achievement for participating students, reduction in referrals to the juvenile justice system and increased involvement of parents.	\$300,000 over two years
Staff Development and Parent Training for Campus Deregulation and Restructuring to Improve Student Achievement	This grant partners GISD with the Galveston Partnership for Better Living to provide greater focus on training parents and community members to become a support/advisory group for the micro-academy transition.	\$80,000 over two years

Kempner Foundation	This grant funds curriculum development for music, art and drama.	\$10,000 for one year
Exemplary Partnership Grant: Gulf Coast Tech Prep School-to-Work Careers Partnership	This grant helps fund the strategic planning for restructuring the high school from a traditional setting to a career academy model.	\$21,000 for one year
Ninth Grade Assistance	This grant funds a "graduation team" to work with "at risk" students to get them ready to graduate, summer algebra courses for eighth graders who fail the math portion of TAAS, a computer lab and summer job-placement program for program participants.	\$180,000 for two years
<b>Total</b>		<b>\$2,681,000</b>

*Source: GISD assistant superintendent for Curriculum and Instruction.*

#### **COMMENDATION**

**GISD aggressively pursues grant funds to support needed district programs.**

# Chapter 2

## EDUCATION SERVICE DELIVERY AND PERFORMANCE MEASURES

### J. Physical Education/Athletics

#### FINDING

In 1998-99, the director of the Physical Education/Athletics Department began to rewrite the physical education curriculum to incorporate the state-approved Texas Essential Knowledge and Skills (TEKS) for Physical Education (PE) in the district's curriculum (**Exhibit 2-91**).

#### **Exhibit 2-91** **TEKS Requirements for Physical Education**

Grade	TEKS Focus
<b>Elementary School</b>	
Kindergarten	The focus for kindergarten students is on learning basic body control while moving in a variety of settings. Students become aware of strength, endurance, and flexibility in different parts of their bodies and begin to learn ways to increase health-related fitness.
1st	First-grade students continue to develop basic body control, fundamental movement skills, and health-related fitness components such as strength, endurance, and flexibility. Students can state key performance cues for basic movement patterns such as throwing and catching. Students continue to learn rules and procedures for simple games and apply safety practices associated with physical activities.
2nd	Second-grade students learn to demonstrate key elements of fundamental movement skills and mature form in locomotive skills. Students learn to describe the function of the heart, lungs, and bones as they relate to movement. Students are introduced to basic concepts of health promotion such as the relationship between a physically-active lifestyle and the health of the heart.
3rd	In third grade, students begin to learn and demonstrate more mature movement forms. Students also learn age-specific skills and the health benefits of physical activity. Students begin to learn game strategies, rules, and etiquette.
4th	Fourth grade students learn to identify the components of health-

	related fitness. Students combine locomotor and manipulative skills in dynamic situations with body control. Students begin to identify sources of health fitness information and continue to learn about appropriate clothing and safety precautions in exercise settings.
5th	Fifth grade students demonstrate competence such as improved accuracy in manipulative skills in dynamic situations. Basic skills such as jumping rope, moving to a beat, and catching and throwing should have been mastered in previous years and can now be used in game-like situations. Students continue to learn the etiquette of participation and can resolve conflicts during games and sports in acceptable ways.
<b>Middle School</b>	
6th-8th	Students understand in greater detail the function of the body, learn to measure their own performance more accurately, and develop plans for improvement. They learn to use technology such as heart rate monitors to assist in measuring and monitoring their own performance. At these grade levels, students participate in physical activity both in and out of school while maintaining a healthy level of fitness as their bodies grow and change.
<b>High School</b>	
9th-12th	Specific courses are offered including:
	Foundations of personal fitness - The basic purpose of this course is to motivate students to strive for lifetime personal fitness with an emphasis on the health-related components of physical fitness.
	Adventure/outdoor education - Students enrolled in this course are expected to develop competency in outdoor education activities that provide opportunities for enjoyment and challenge. Emphasis is placed on activities that promote a respect for the environment.
	Aerobic activities - A major expectation of this course is for the student to design a personal fitness program that uses aerobic activities as a foundation.
	Individual sports
	Team sports

Source: "Texas Essential Knowledge and Skills, Physical Education", TEA.

During 1999-2000, the Physical Education/Athletics Department piloted the new curriculum at eight schools: Ball High School; Austin, Central, and Weis Middle Schools; and Bolivar, Morgan, Parker and San Jacinto elementary schools. After meetings with PE teachers in January and April 2000 to discuss necessary modifications, the new curriculum will be implemented in 2000-01.

The director also has distributed manuals that provide instructions on all sports to all schools. For the elementary schools, the manual is entitled *Physical Education for Children*, and for the secondary level, the manual is entitled *Quality Lesson Plans in Secondary Physical Education*.

The director also has established an ongoing staff development program for PE teachers. In 1997-98, the focus of the staff development was on the TEKS requirements by grade level. During 1999-2000, the director has scheduled course on brain research and children in poverty.

### COMMENDATION

**The Physical Education/Athletics Department in GISD has developed a program that emphasizes the physical health of students and provides the tools for teachers to implement the program.**

### FINDING

The Physical Education/Athletics Department provides an athletic program for students in the middle and high schools. Programs available by grade level and gender are included in **Exhibit 2-92**. The district offers six middle school and 17 high school sports.

**Exhibit 2-92  
GISD Athletic Programs by Grade Level and Gender  
1999-2000**

Program	Middle School		High School	
	Male	Female	Male	Female
Athletic trainer			x	x
Baseball			x	
Basketball	x	x	x	x
Cross-country	x	x	x	x
Football	x	x	x	x
Golf			x	x

Powerlifting			x	x
Soccer			x	x
Softball				x
Swimming			x	x
Tennis	x	x	x	x
Track	x	x	x	x
Volleyball		x		x
Waterpolo			x	x

Source: GISD director of Physical Education/Athletics.

In 1997-98 and 1998-99, 2,097 and 2,074 students, respectively, participated in athletic programs in GISD (**Exhibit 2-93**). This total comprises almost one half of the district's enrollment at the middle schools and high school.

**Exhibit 2-93**  
**GISD Student Participation in Athletics**  
**1997-98 - 1999-2000**

Year	High School			Middle School			Total All Schools
	Males	Females	Total	Males	Females	Total	
1999-2000 (1)	416	225	641	484	411	895	1,536
1998-99	495	314	809	758	507	1,265	<b>2,074</b>
1997-98	532	277	809	731	557	1,288	<b>2,097</b>

Source: GISD director of Physical Education/Athletics.  
(1) Through winter sports.

The state's "no pass, no play" rule, requires students participating in extracurricular activities to pass all subjects. Through the first two six-weeks grading periods in 1999-2000, the percentage of participants in athletic programs who were passing all subjects was very high in all but one or two sports **Exhibit 2-94**.

**Exhibit 2-94**  
**Percentage of GISD Athletes Passing All Subjects**  
**1999-2000**

Sport	Level	Six Weeks Grading Period	
		1st	2nd
<b>High School</b>			
Football	Varsity	98	100
	Junior varsity	80	91
	Freshman	80	NA
Tennis	Varsity	83	87
	Junior varsity	93	94
	Freshman	81	94
Golf (boys)	Varsity	100	100
	Junior varsity	80	60
	Freshman	100	100
Golf (girls)	Varsity	NA	100
	Junior varsity	NA	50
Volleyball	Varsity	93	87
	Junior varsity	93	100
	Freshman	83	92
Swimming		94	86
<b>Middle Schools</b>			
<b>Austin</b>			
Volleyball	7th and 8th grades	96	NA
Basketball (girls)		NA	96
Football	7th and 8th grades	76	NA
Basketball (boys)		NA	76
<b>Central</b>			
Volleyball	7th and 8th grades	88	NA
Basketball (girls)		NA	88

Football	7th and 8th grades	77	NA
Basketball (boys)		NA	91
<b>Weis</b>			
Volleyball	7th and 8th grades	95	NA
Basketball (girls)		NA	94
Football	7th and 8th grades	88	NA
Basketball (boys)		NA	84

*Source: GISD director of Physical Education/Athletics.*

In Spring ISD, the district determined that failure rates among secondary students who participate in extracurricular activities such as athletics, music, cheerleading and clubs were about 66 percent lower than the total student population. By keeping students involved in athletics eligible to play, GISD is reducing the likelihood of those students failing.

GISD uses academic advisors at the secondary level to help athletes. The advisors are teachers who receive an additional stipend for providing tutoring assistance. Since 1997-98, the advisors have been at Ball High School. For the middle schools, 1999-2000 is the first school year that academic advisors have been present.

## **COMMENDATION**

**GISD has developed a broad athletic program that appeals to a large number of students and helps keep their attendance and classroom performance high.**

## **FINDING**

The director of Physical Education/Athletics reports to the assistant superintendent of Business Services. The primary responsibilities of the position, however, relate to curriculum development and coordinating activities, which complement the instructional program.

### **Recommendation 28:**

**Transfer supervisory responsibility for the physical education/athletics function to the assistant superintendent for Curriculum and Instruction.**



The assistant superintendent for Curriculum and Instruction should be assisting the director in the development of curriculum and designing programs to complement the instructional program.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Physical Education/Athletics and the assistant superintendent for Curriculum and Instruction develop a plan to transfer the Physical Education/Athletics Department from Business Services to Curriculum and Instruction and review the plan with the superintendent.	July 2000
2.	The superintendent reviews and approves the plan and informs the board of the organizational change.	August 2000
3.	The assistant superintendent for Curriculum and Instruction implements the plan at the beginning of the fiscal year.	September 2000

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

# Chapter 3

## COMMUNITY INVOLVEMENT

This chapter examines the community involvement efforts of the Galveston Independent School District (GISD) in three areas:

- A. Community and Parental Involvement
- B. Public Information
- C. Collaborative Partnerships

Providing accurate, timely information to the public is an important function of public institutions. The efficient delivery of this service fosters trust and enables citizens to draw conclusions and take action based on information, not rumor and gossip. The manner in which school districts perform this function affects the way the public views a school district.

The most effective community involvement programs are inclusive, take advantage of the variety of media outlets that exist in every community and disseminate information in a timely manner.

### **BACKGROUND**

Texas school districts use a variety of methods to generate community involvement. Some school districts have large departments dedicated to this function, while smaller districts, including GISD, must rely on a handful of people who perform a variety of community relations functions.

Boards of trustees can also play an important role in community involvement. Boards perceived as accessible and sensitive to citizens' concerns are less likely to be seen as insulated from the community.

The methods districts use to involve the community and keep citizens informed of district activities also vary. Newsletters, town hall meetings, cable television programs, Internet Web sites, school calendars, brochures and inserts in newspapers and other publications are some of the methods used to communicate with parents and other citizens.

# Chapter 3

## COMMUNITY INVOLVEMENT

### A. Community and Parental Involvement

Each GISD school has a Parent Teacher Organization (PTO) or Parent Teacher Association (PTA), as well as a site-based committee that allows parents to be involved in school decision making. In addition, individual schools enjoy the involvement of such community partners as the University of Texas Medical Branch (UTMB), Galveston College, local supermarkets, banks and restaurants, and Texas A&M University at Galveston. Local affiliates of nonprofit organizations such as the Boys and Girls Club, Young Men's Christian Association, Boy Scouts of America and Communities in Schools offer activities in the schools in cooperation with GISD. Examples of community involvement in the schools are shown in **Exhibit 3-1**.

**Exhibit 3-1**  
**Examples of Volunteer Efforts by School**  
**1999-2000**

School	Summary of Activities
Alamo Elementary	Parents volunteer as Eagle Reading Buddies; BESTT Students (students from Ball high School visit school twice a week to work with students); Texas A&M students serve as tutors; members of the U.S. Army Corps of Engineers serve as science fair judges.
Austin Middle	Science fair judges; UTMB mentors; health fair; CPR training for students; copying of materials for teachers.
Ball High	Annual science fair; All District Musical; choir; Tor Camp Parent Night, Open House; Freshman Information Night; parent newsletter; graduation committee; Project Graduation.
Bolivar Elementary/Middle	Adults and students serve as Reading Buddies; once a week an adult volunteers to complete the SFA StaR questioning with 10 students; a parent volunteer copies, cuts and pastes materials for Kindergarten, first, and second grade teachers as needed; business partnerships provide rewards, treats, pizza parties, books and soft drinks for students with perfect attendance, 100% work completion for nine weeks or the honor roll; during Fire Prevention Week, the Volunteer Fire Department sponsors coloring books, rulers, pencils and

	stickers for each student, and provides a tour of the fire truck and emergency readiness information; through D.A.R.E. program, officers provide drug prevention lessons for all students in K-eighth grade; parent volunteers provide refreshments for class parties and treats for each holiday; at least two parent chaperones per grade level accompany students on field trips.
Burnet Elementary	Volunteers work with SFA reading program BESTT program; parent chaperones.
Central Middle	PTO refreshment sales; mentoring students; chaperoning of dances; science fair; booster clubs; CIS student mentors and guest speakers; history fair; media center volunteers; copying for teachers.
Morgan Elementary	SFA Reading Buddies, special event chaperones, campus newsletter.
Oppe Elementary	PTO Carnival; PTO Sweet Shop; PTO Bingo Night; PTO Baked Potato Dinner; PTO Art Enrichment; BESTT students; science fair judges; copying assistants; Room Moms; field trip volunteers; Kindergarten grandmas; third grade grannies; book fairs; blood drive; Early Morning Reading Buddies; Donuts for Dad; Muffins for Mom.
Parker Elementary	Reading Buddies; Accelerated Reader (AR) tests on computers; AR Store and AR bulleting boards for incentives; building library shelving; assisting with Chess Club; making math materials; decorating schoolwide theme T-shirts; science fair judges; typing monthly newsletter; PTO activities include catalog sales, candy sales, Potato Dinner, Sweet Shop, book fairs, Carnival, Chit Chat Art plate decorating, Bingo Night, yearbook, T-shirts. Adding playground equipment and security cameras.
Rosenberg Elementary	Volunteer tutors from Seaborne Corps from Texas A&M University at Galveston; Ball High School BESTT student tutors; science fair judges from University of Texas Medical Branch and/or Texas A&M University; health fair volunteers; Career Day volunteers; fire safety awareness conducted by Fire Marshal and four firefighters; D.A.R.E. program; visits from community guests; PTO meetings and fund-raisers; Fall Festival; Field Day; Thanksgiving dinner.
San Jacinto Elementary	Adoption of school by Galveston Leadership Group; Rotary Club "BUG" program recognizing students for improving grades.

Scott Elementary	Halloween Carnival booth workers and ticket takers; field trips; Field Day; Thanksgiving feast; chaperones for Livestock Show and Rodeo; drill team performances; school dances; classroom volunteers; Staff Appreciation Week.
Weis Middle	Parent volunteers perform copy work, bulletin board work, etc. for teachers; update marquee outside building; work concessions at athletic events; chaperone dances, field trips, etc.; parent/business volunteers mentor students with special concerns; community volunteers assist students in meeting academic, physical and social needs.

*Source: Communications Department, Galveston Independent School District, December 1999.*

Levels of volunteer involvement vary widely among the schools, as shown in **Exhibit 3-2**. Volunteer involvement is highest at Oppe, Parker and Alamo Elementary schools and lowest at the middle and high school level. Among the elementary schools, San Jacinto and Morgan reported the lowest numbers of volunteer hours. It is not unusual for volunteer involvement to lag at the middle school and high school levels and for schools with high numbers of at-risk students to exhibit lower levels of volunteer involvement. Inflexible work schedules and the absence of non-traditional avenues for volunteering often keep the parents of at-risk students from volunteering.

Alamo Elementary has a high number of at-risk students and also reported a high number of volunteer hours. The principal attributes this atypical pattern to special activities, such as a food fest.

**Exhibit 3-2  
Volunteer Hours by School, as of October 1999  
1999-2000 School Year**

School	Number of Volunteers	Volunteer Hours
Alamo Elementary School	55	1,450
Austin Middle School	5	45
Ball High School	25	25
Bolivar Elementary/Middle School	30-35	500
Burnet Elementary School	40	350

Central Middle School	75	425
Morgan Academy of Fine Arts	18	360
Oppe Elementary School	476	1,537
Parker Elementary School	340	1,500
Rosenberg Elementary School	35	600
San Jacinto Elementary School	7	100
Scott Elementary School	75	500
Weis Middle School	20	600
GACE	2	11
SAILS	0	0

*Source: Communications Department, Galveston Independent School District, November 1999.*

At one time GISD employed a volunteer coordinator, but the position has been vacant since 1993. In the absence of a volunteer coordinator, responsibility for fostering the involvement of parents and other volunteers is assumed at the school level. At some schools, a parent volunteers to coordinate the activities of volunteers.

Responsibility for coordinating community involvement activities, such as fostering business partnerships and collaborating with nonprofit agencies, is dispersed among several individuals. The coordinator of Media/Curriculum identifies Career Day speakers and the director of Secondary Education facilitates partnerships with educational agencies, such as Galveston College.

There is a district employee in the Curriculum department with the dual title of project coordinator/homeless liaison and Parent Involvement coordinator. The primary funding for the position is a Title I grant that limits the role of this staff person to activities for homeless students and their parents.

Community involvement includes interaction between citizens and the board. The GISD board meets once a month at the GISD Administration Building. Procedures for making a presentation to the board are printed in a brochure available to the public.

## **FINDING**

Only 29 percent of the teachers and 50 percent of the principals and assistant principals responding to the TSPR survey felt that schools had sufficient parent and community volunteers to help with school programs.

Also, many parents and some community organizations believe that they and others could make more of a contribution to school activities if given an opportunity. There is no centralized mechanism for the coordination of volunteer activities, nor is there a uniform policy for screening volunteers. Some schools have a volunteer coordinator, typically a parent volunteer. The result is a difficulty in tracking the contribution of volunteers, a lack of a database of best practices and school-based policymaking with respect to the selection of volunteers. For example, Scott Elementary alone has adopted a volunteer selection policy, while no other school reported such a policy.

Responsibility for the creation and nurturing of collaborative partnerships is dispersed throughout the district. Participants in the business and community focus groups were not able to identify a person in the district whom they can approach with ideas for collaborative partnerships, and some participants expressed a desire for change.

"There are plenty of committed people, but they are not called upon."

"It would be good to have someone to "hustle up" partnerships."

"I would like to see energy put into school and business partnerships."

"Identification of a point person in administration would be good - a liaison person."

"GISD does not want parental involvement!"

"Parents feel alienated and intimidated. They don't feel welcome (in some schools.)"

### **Recommendation 29:**

#### **Create a coordinator of Partnerships and Volunteers position.**

This position would be responsible for duties related to parental and community involvement, including the following:

- Maximize parental involvement in at-risk schools, including forums where principals and PTO/PTA leaders can share ideas;
- Maximize the use of other volunteers, including senior citizens;

- Facilitate the involvement of disadvantaged parents and parents of middle and senior high school students;
- Recruit a volunteer coordinator for schools that lack one;
- Develop a uniform policy for screening volunteers to determine the best role for each volunteer;
- Identify ways to involve alumni in school activities;
- Develop a database of best practices to share with other schools;
- Identify partnership opportunities;
- Nurture established partnerships;
- Convene a semi-annual grants coordination meeting; and
- Develop partnerships with foundations.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent instructs the executive director of Personnel to prepare a job description for the position of coordinator of Partnerships and Volunteers.	August 2000
2.	The superintendent asks the board to approve the creation of a new position of coordinator of Volunteerism and Partnerships.	September 2000
3.	The Personnel Department posts the position of coordinator of Partnerships and Volunteers.	October - December 2000
4.	The Personnel Department pre-screens candidates for the position of coordinator of Partnerships and Volunteers and refers prospects to the superintendent for interviews.	December 2000
5.	The superintendent interviews candidates and fills the position.	January 2001

**FISCAL IMPACT**

Salary and benefits coordinator of Partnerships and Volunteers would be comparable to the salary of the coordinator for Media/Curriculum Support Services: \$33,600 salary + benefits of \$8,400 (25 percent of salary) = \$42,000 annually. First year costs are one half of annual salary and benefit rate since the position will be filled in January 2001.

<b>Recommendation</b>	<b>2000-2001</b>	<b>2001-2002</b>	<b>2002-2003</b>	<b>2003-2004</b>	<b>2004-2005</b>
Create coordinator of Partnerships and	(\$21,000)	(\$42,000)	(\$42,000)	(\$42,000)	(\$42,000)



Volunteers and Volunteers position.					
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**FINDING**

GISD does not prepare a comprehensive plan for community outreach to guide its outreach activities. There is no plan identifying parent concerns and issues; describes strategies for getting citizen input regarding ways to involve parents in GISD schools; describes strategies for maximizing parent, community, business, alumni and foundation involvement in schools; and outlines strategies for providing feedback to citizens who voice concerns and share ideas. Consequently, citizens express alienation and frustration with the district:

- "Parents are frustrated and have repeatedly been given excuses on issues that are never dealt with concerning school issues."
- "We never get the whys and follow-up regarding results of programs."
- "I feel there should be more parent-teacher involvement. The children in the class seem to respond well to a parent in the room. I have been in other districts that have used this and it has worked well."
- "There is no plan in place for community involvement."
- "GISD isolates themselves. They need to work more closely with the community."

**Recommendation 30:**

**Prepare an annual community outreach plan to guide the district's community outreach activities.**

As part of the annual planning process, the community outreach plan should be developed and guided by a committee appointed by the superintendent, in consultation with the board. The committee will consist of PTO and PTA presidents, the Communications director, the Parental Involvement coordinator, the employee responsible for volunteerism and partnerships, school-based volunteer coordinators, the contract grants writer, site-based committee chairs, business leaders and community agency heads. The advisory group can help with the identification of needs and objectives the plan should address.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent contacts each board member to obtain the names of two prospective committee members and two	August 2000
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	alternates.	
2.	The superintendent identifies three additional individuals and three alternates to serve on the Community Outreach Committee.	August 2000
3.	The employee responsible for partnerships and volunteers compiles a complete list of members and notifies them of their appointment.	September 2000
4.	The employee responsible for public information prepares and issues a press release identifying committee members and describing the process.	September 2000
5.	The employee responsible for public information compiles an article about the community outreach plan for inclusion in the monthly newsletter.	September 2000
6.	The employee responsible for partnerships and volunteers develops a work plan for the committee.	September 2000
7.	The employee responsible for partnerships and volunteers convenes the first meeting of the committee to present the work plan and identify community outreach ideas and strategies.	October 2000
8.	The employee responsible for partnerships and volunteers convenes the second meeting of the committee to identify community outreach ideas and strategies.	October 2000
9.	The employee responsible for partnerships and volunteers prepares a draft community outreach plan.	October 2000
10.	The employee responsible for partnerships and volunteers presents the plan to the committee for review and comment.	October 2000
11.	The employee responsible for partnerships and volunteers prepares a final plan, incorporating the committee's input.	November 2000
12.	The superintendent presents the plan to the board's planning and evaluation committee.	November 2000
13.	The board Planning and Evaluation Committee reviews the plan and submits it to the full board for adoption.	November 2000

### **FISCAL IMPACT**

The recommendation can be implemented with existing resources.

### **FINDING**

There is no forum for PTO/PTA presidents to come together periodically to exchange information and ideas. PTO and PTA presidents stated that they would like for GISD to facilitate periodic meetings of the PTO and PTA leadership where an exchange of information and ideas can occur on a regular basis.

**Recommendation 31:**

**Create a PTO/PTA Council consisting of PTO and PTA presidents and vice-presidents.**

GISD's role in the creation of a PTO/PTA Council would be to inform potential members of the existence of the council, provide a place for quarterly meetings and publish notice of the meetings in the new monthly newsletter. The coordinator of Partnerships and Volunteers will staff the meetings, if desired by members.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The employee responsible for partnerships and volunteers contacts PTO and PTA presidents to inform them of the creation of a PTO/PTA Council and invite them to the first quarterly meeting.	October 2000
2.	The employee responsible for partnerships and volunteers includes a notice of council meetings in the monthly newsletter.	November 2000 and Ongoing

**FISCAL IMPACT**

The recommendation can be implemented with existing resources.

**FINDING**

Board meeting notices are posted on the door of the Administration Building and published in the *Galveston County Daily News* and *Galveston Fax*, a publication that is sent by fax to subscribers five days a week. Citizens said that posting board meeting notices on the Administration Building door is inconvenient for citizens who do not visit the building regularly and would like GISD to consider alternative means of publicizing board meetings.

Examples of comments:

- "Board meetings are posted at the Administration Building. If you do not have business at the building, you do not see it."

- "I have no idea when and where school board meetings occur and have never seen an agenda."

GISD's peer districts reported that they use similar methods as GISD for informing the public of board meetings. However, several peer districts also post notices at every building and use Internet Web sites and district publications to alert the public about upcoming meetings.

**Recommendation 32:**

**Post notices of board meetings on the Internet, on the marquees at each school and in district newsletters.**

GISD was able to place a marquee at each school. These marquees are visible from the street and can be easily seen by parents who visit schools to pick up their children and to take part in school activities. Some parents have access to the Internet, which is an effective way to make information available to more parents and citizens. The bi-monthly newsletter mentioned in an earlier recommendation would also be a good way to publicize the regular meeting schedule of the board.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The employee responsible for public information arranges for a student intern to post board meeting notices on the GISD Web site.	September 2000 and Ongoing
2.	Principals direct people who maintain school marquees to post board meeting notices.	September 2000 and Ongoing
3.	The employee responsible for public information places information about board meetings in the bi-monthly newsletter.	September 2000 and Ongoing

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

**FINDING**

Although GISD states that members of the school board regularly attend events at schools, many citizens said that the board is inaccessible, mainly confining themselves to appearances at board meetings held at the GISD Administration Building. Examples of citizen comments on this issue:

- "The Board should have town hall meetings."
- "Communication between the school board and parents is poor."

- "The school board has an adversarial relationship with the community."
- "At our regular PTA meeting, the school board was invited a number of times to attend to discuss the need for a new school. Only one school board member saw fit to attend."
- " The Board does not receive public comments openly and goes out of its way to keep public input at a minimum."

**Recommendation 33:**

**Convene a town hall meeting of the entire board twice a year to identify and address the needs and concerns of parents and other citizens.**

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The board establishes dates for two town hall meetings in the fall and spring.	September 2000
2.	The employee responsible for public information publishes the town hall meeting dates in the bi-monthly newsletter.	October 2000
3.	The board convenes the first town hall meeting.	November 2000
4.	The board convenes the regular ongoing town hall meeting.	April 2001 and Ongoing

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

# Chapter 3

## COMMUNITY INVOLVEMENT

### B. Public Information

GISD has three public information employees: a director of Communications, a coordinator of Media/Curriculum Support Services and a secretary to the director of Communications. The director of Communications is the only full-time public information staff person. The director serves as the district's public information officer and information liaison with the media and the community; develops and maintains relationships with the news media; publicizes and promotes events and activities within the district; produces brochures, bulletins, fliers, invitations and pamphlets; coordinates special events and programs; provides special services such as grant writing, meeting facilitation and seminar leadership; and supervises the work performance of the coordinator of Media/Curriculum Support Services and paraprofessional support staff.

The coordinator of Media/Curriculum and the secretary both report to two departments, Communications and Media/Curriculum Support Services. Both positions have substantial responsibilities associated with Media and Curriculum Support Services. The coordinator of Media/Curriculum said that the job's focus varies with the time of year, but that overall, about 40 percent of staff time is spent on curriculum functions, and the remainder is spent on communications and media relations. The public information functions of the coordinator of Media/Curriculum consist primarily of press release production and desktop publishing responsibilities.

**Exhibit 3-3** compares the staffing of the GISD Communications Department with that of Texas school districts of comparable size.

**Exhibit 3-3**  
**Comparison of Approaches to Public Information**  
**GISD and Peer Districts**

School District	Number of Public Information Personnel	Comments
Galveston	1 full-time employee, 2 part-time employees	Departmental staff include a full-time director of Communications, a director of Media/Curriculum Support Services who devotes a portion of staff time to community involvement

		activities and a part-time secretary.
Brazosport	None	Communications with the public are dealt with primarily through the Superintendent's Office.
Bryan	3 full-time employees	Staff includes a director of Communications, a publications specialist and a secretary.
College Station	1 full-time employee, 1 part-time employee	Staff includes a public relations department director, who is also responsible for grant writing and administration of a technology grant, and a part-time secretary.
Longview	3 full-time employees	Community Relations Office is staffed by an assistant superintendent for Community Relations, a coordinator of Community Outreach and a secretary.
Port Arthur	2 full-time employees, 1 student	Staff includes a director of Public Information, a publications assistant and a student who works part-time.

*Source: TSPR Survey, December 1999.*

GISD's public information staff is comparable to its peer districts. Typically, one to three full-time employees are responsible for disseminating public information.

## **FINDING**

GISD publishes an annual Back to School brochure containing a school calendar insert, a *Facts* publication that provides a snapshot of the district and a colorful map depicting the elementary and middle school boundaries. These publications are distributed to parents, realtors, major employers and interested citizens. Also, GISD prepares an annual "Winners Take All" insert for the *Galveston County Daily News* featuring honor graduates.

GISD publishes a monthly *Board Report*, which summarizes school board actions. This publication is hand delivered to every district employee. A new publication, the *School Board Code of Conduct*, contains information regarding board policies and procedures. This publication is distributed to major employers, realtors, anyone who wants to speak before the school board and anyone who requests information about the school board. GISD also publishes a brochure describing the programs available at the L. A. Morgan magnet school.

GISD also disseminates information through its Web site, which contains an overview of the district, information regarding job openings, a profile of each campus and Texas Assessment of Academic Skills (TAAS) scores. The Communications Department provides the text for the Web site and the MIS Department maintains it. The alternative school and Central and Weis middle schools have links to the GISD Web site.

GISD recently received a grant that funded a marquee at each school. GISD uses these marquees to publicize upcoming events and general district notices, such as holiday school closings.

GISD makes extensive and effective use of the local daily newspaper, the *Galveston County Daily News*, to publicize school events. An annual insert, "Winners Take All," features high-performing students from each school. Also, other school news is regularly published in the local newspaper, such as honor rolls, news of perfect attendance awards and board meeting notices.

The Communications department has used innovative methods for reaching parents and other citizens. For example, GISD secures the contribution of billboards every year to publicize the athletic banquet at Ball High School, resulting in high rates of participation. Also, GISD included news of the annual orientation held at the high school in the local African American Chamber of Commerce's publication. African American attendance at this event had traditionally been low, but this innovation on GISD's part resulted in a substantial increase in the attendance of African American parents.

Each year, the Communications Department prepares and disseminates an information packet to major employers, realtors and other interested parties, upon request. The packet includes the following publications: a map of school boundaries; *Facts*, a brochure containing school-by-school enrollment figures and statistics pertaining to student ethnic composition, GISD personnel and educational background of teaching staff; the school calendar; and a brochure with information about the school board. The publications placed in the packet are informative, and several publications feature a uniform graphic design that is attractive and visually appealing.

## **COMMENDATION**

**GISD makes effective use of external media sources to publicize school activities and student accomplishments.**

## **FINDING**



Two of the staff members who are assigned to GISD's community involvement function have too many non-related responsibilities. The coordinator of Media/Curriculum Support Services performs a variety of unrelated duties, which include the creation of brochures; coordination of textbook distribution; implementation of an employee relations program that includes a discount purchase program for teachers; identification of Career Day speakers; support for librarians; and implementation of the Student Gold Card program. The duties of the director of Communications are focused almost solely on the distribution of public information and districtwide planning activities. Lastly, coordination of volunteer activities and the creation and nurturing of partnerships are functions that are dispersed throughout GISD.

**Recommendation 34:**

**Reorganize community involvement efforts.**

GISD should eliminate the Department of Communications, re-assign community relations duties and create a Department of Community and Employee Relations. Assign existing staff responsibilities as follows:

Convert the position of coordinator of Media/Curriculum Support Services to coordinator of Public Information and re-assign the duties of the former coordinator of Media/Curriculum Support Services as follows:

- Assign the media duties of the coordinator of Media/Curriculum Support Services, which consist primarily of desktop publishing responsibilities, to the coordinator of Public Information;
- Assign duties related to identifying Career Day speakers to individual schools;
- Assign duties related to implementation of the Student Gold Card and the employee Star Card program to a newly created position of coordinator of Partnerships and Volunteers;
- Assign textbook distribution duties to the Curriculum Department;
- Assign media center duties and coordination of librarians to the Curriculum and Instruction Department;
- Assign the publication of the personnel department newsletter to the coordinator of Public Information; and
- Assign curriculum support duties to the department of Curriculum and Instruction.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent presents a recommendation to the board for establishing a department of Community and Employee Relations.	July 2000
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2.	The board approves the recommendation, and the superintendent prepares a memorandum establishing a new Community and Employee Relations Department.	July 2000
3.	The superintendent instructs the executive director of Personnel to eliminate the position of coordinator of Media/Curriculum Support Services, add a position of coordinator of Partnerships and Volunteers, and add the position of coordinator of Public Information.	August 2000
4.	The superintendent re-distributes the functions of the coordinator of Media/Curriculum Support Services to other staff persons.	August 2000
5.	The director of Personnel writes job descriptions for the coordinator of Public Information and the coordinator of Partnerships and Volunteers.	August 2000
6.	The director of Personnel rewrites the job descriptions of the staff persons to include the remainder of the coordinator of Media/Curriculum's duties.	August 2000

### **FISCAL IMPACT**

The position of coordinator of Public Information will replace the position of coordinator of Media/Curriculum Support Services. Therefore, this recommendation can be implemented with existing resources.

### **FINDING**

Parents stated that although the individual schools do a good job disseminating news about specific campus activities, the district does not do a good job communicating districtwide news. The Communications Department publishes an internal report summarizing the monthly proceedings of the GISD School Board and the Personnel Department. GISD publishes an employee newsletter containing news of district activities. However, parents do not receive any routine communication from GISD pertaining to districtwide activities. Also, parents stated that the district cafeteria menu is only published once a year, and it is difficult to get replacements.

Public comments regarding this issue:

- "Communication with parents is inadequate."
- "Sixty-one percent of tax dollars go to the school district and we don't get feedback from the school district."
- "Parents don't get information. If we do, it's after the fact."
- "Communication between the administration and parents is lacking."

- "The bulletin goes to employees and staff of GISD, not to parents. We need monthly general information about the district."
- "We get things from the schools, but not the district."

**Recommendation 35:**

**Publish a bi-monthly newsletter that informs the public of GISD activities.**

Instead of publishing the *Board Report*, which is limited in scope and circulated only to employees, GISD should publish and circulate to the public a bi-monthly newsletter that includes a report of board activities, a message from the superintendent, the school cafeteria menu and announcements of upcoming events. A Spanish-language version should also be available.

In order to continue to keep employees abreast of board activities, in place of the *Board Report*, GISD can place board-related news on the GISD Web site.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The employee responsible for public information gathers information for the first issue of the districtwide newsletter.	July 2000
2.	The employee responsible for public information publishes the first issue of the districtwide newsletter.	August 2000
3.	The employee responsible for public information prepares news of board activities for posting on the GISD Web site.	September 2000
4.	The employee responsible for public information collaborates with the MIS Department to post the information on the GISD Web site.	September 2000

**FISCAL IMPACT**

According to the director of Communications, the cost of publishing the *Board Report* is \$10,000 a year. A net cost of the new bi-monthly newsletter would equal the cost of the newsletter minus the cost of producing the *Board Report*.

Reproduction costs for each edition of the new newsletter would be \$1,533, (\$0.16 a copy x 9,584 parent households). The newsletter would be produced six times a year. The total cost of reproduction would be \$9,198 (\$0.16 x 9,584 parent households x 6 = \$9,198). Postage costs are estimated at \$0.18 per item at bulk rate, and there are 9,584 parent

households. Since the newsletter will be mailed six times a year, the total cost of postage would be \$9,198 ( $\$0.18 \times 9,584$  parent households  $\times 6 = \$10,351$ ).

The total cost of reproduction and postage would be \$19,549 for the new publication. Since the cost of producing the *Board Report* is \$10,000, the fiscal impact would be \$9,549 per year.

<b>Recommendation</b>	<b>2000-2001</b>	<b>2001-2002</b>	<b>2002-2003</b>	<b>2003-2004</b>	<b>2004-2005</b>
Publish a bi-monthly newsletter that informs the public of GISD activities.	(\$9,549)	(\$9,549)	(\$9,549)	(\$9,549)	(\$9,549)

### **FINDING**

GISD does not use the Internet to disseminate board information, school menus, school closing information (emergency and planned closings) or board meeting notices. The GISD Web site includes an overview of district job postings, a profile of each campus and TAAS scores.

The high school offers a Webmaster course, which had 11 students during the Fall 1999 semester.

### **Recommendation 36:**

**Use student interns to help post board information, school menus and school closing information on the GISD Web site.**

Each semester, students should be given an opportunity to work with the GISD Web site and receive course credit for this activity.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The employee responsible for public information and the principal of Ball High School identify a student intern to work on the GISD Web site.	September 2000
2.	The employee responsible for public information gathers information for inclusion on the GISD Web site.	September 2000
3.	A student intern puts new information on the GISD Web site.	Ongoing

### **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

# Chapter 3

## COMMUNITY INVOLVEMENT

### C. Collaborative Partnerships

Collaborative partnerships with businesses, educational institutions, community agencies and civic organizations are an excellent way to expand the resources of a school district. GISD has a number of collaborative partnerships in place with local entities. Examples of collaborative partnerships between individual schools, businesses and nonprofit organizations are shown in **Exhibit 3-4**.

**Exhibit 3-4**  
**Examples of Collaborative Partnerships, by School**

School	Summary of Activities
Alamo Elementary	HEB Pantry and Moody Bank provide financial support; HEB Pantry donates juice for monthly "Breakfast of Champions;" K-Mart and Kroger donate bread and pastry that is distributed to students and their families.
Austin Middle	UTMB mentors.
Ball High	Project Graduation.
Bolivar Elementary/Middle	Business partnerships provide rewards, treats, pizza parties, books and soft drinks for students with perfect attendance, 100% homework completion for nine weeks or on the honor roll.
Burnet Elementary	UTMB, U. S. Coast Guard.
Central Middle	UTMB computer donation; HEB Adopt-A-School.
Morgan Elementary	U. S. National Bank.
Oppe Elementary	Business partners include Pepsi, Coca-Cola, Randall' s, Mario's, Gino's, Subway, Papa John's, KFC, Benno's, Gaido's, UTMB, Texas A&M, Luke's, Home Cut, Moody Gardens, Wal-Mart, K-Mart, Target and other merchants.
Parker Elementary	Papa Johns monthly Parker night, Target, Kroger and Randall's 1% of sales cards; Arlan's (1% of receipts turned in): HEB (\$300 in store coupons); and Chit Chat Art plate painting fund-raiser.
Rosenberg Elementary	Career Day volunteers, fire safety awareness conducted by Fire Marshal and four firefighters. (whv is this different

	from the first chart on collaborative programs? None of these are sponsors...)
San Jacinto Elementary	Adoption of school by Galveston Leadership Group, Rotary Club BUG program recognizing students for improving grades
Scott Elementary	Career Day volunteers
Weis Middle School	Business volunteers mentor students with special concerns; business donations for special recognition of students and staff members; business donations for Schoolyard Habitat; community volunteers assist students in meeting academic, physical and social needs.

*Source: Communications Department, Galveston Independent School District, December 1999.*

Local affiliates of the Boys and Girls Club, Boy Scouts of America, Communities in Schools, Moody Gardens, Galveston Leadership and Noon Optimists are some of the nonprofit organizations that are involved with GISD schools.

Other partnerships include collaborations with Galveston College, Texas A&M University, HEB Pantry Foods, U. S. National Bank, Moody National Bank, Leadership Galveston, Pepsico, Wal-mart and Kmart. GISD has received funding from the Moody Foundation, the Jamail Foundation, the Harris & Eliza Kempner Fund, the Permanent Endowment Fund of Moody Memorial Methodist Church, the Tramonte Foundation, the Galveston Foundation, the Galveston Education Foundation and other local foundations.

PTOs and PTAs, the district director of Secondary Education and staff of the Communications Department have helped create these partnerships.

## **FINDING**

The GISD board and administration have agreed to collaborate with a local community college, a local foundation, and others starting in the Fall of 2001 to make it possible for every individual graduating from a Galveston high school to attend college. The Universal Access program will provide a scholarship for up to \$1,000 per year to cover tuition and fees for full-time study at Galveston College for up to two years. GISD was a key player in the development of the Universal Access concept, along with the Galveston Education Foundation and Galveston College. In

addition, GISD merged its own foundation into the Galveston Education Foundation to help make the Universal Access initiative possible.

The goal of the Universal Access program is to enable students to acquire the skills necessary to become productive members of the community. Numerous donors, including the Galveston Education Foundation, other local foundations, religious and civic organizations, and corporations have contributed funds to form the Galveston College Foundation, which administers the Universal Access Scholarship Endowment Fund.

### **COMMENDATION**

**The Universal Access program is an exemplary collaborative effort and will be a great benefit to GISD students.**

### **FINDING**

GISD implemented a Student Gold Card program to motivate students who excel, as well as a Star program that features employee discounts at local businesses. The Gold Card is given to students who receive all A's on their report cards. When a student accumulates two Gold Cards, the student can redeem the cards at movies, restaurants and other participating businesses. The Star card enables a district employee to receive a discount at participating merchants.

### **COMMENDATION**

**The Student Gold Card Program and the Star program are positive ways to motivate and reward students and employees.**

### **FINDING**

Participants in TSPR focus groups said there is insufficient emphasis on the development of collaborative partnerships with businesses, universities, nonprofit organizations and alumni. There is no employee assigned this responsibility, although individual schools have developed partnerships. Although the district was represented on the Galveston Chamber of Commerce at one time, there is currently no district representation to this business group. Also, there is no mechanism for coordinating the pursuit of grants. Lastly, business leaders and community agencies believe GISD is missing an enormous opportunity for partnerships.

Foundations particularly represent a potential resource for GISD, which does not have a district foundation to raise funds for special programs, such as dropout prevention initiatives, mentoring programs and after



school programs for parents. Galveston has a large number of foundations for a community its size, a number of which collaborated with GISD in the past. According to members of the community, GISD needs to do a better job communicating and collaborating with local foundations, as well as national foundations that fund educational initiatives.

Members of the community said:

- "There is no on-going dialogue."
- "My organization offers to come into the schools, but there is no response."
- "Moody Mansion made arrangements for buses, but GISD is not taking advantage of it; they can't be bothered with the paperwork."
- "Unless they need something, businesses are at the bottom of the list."
- "Other avenues the district could use to generate information are not being used, such as membership in business organizations."
- "There are lots of ways to work together that could happen. Examples of mentoring programs exist nationally, also safety and grandparenting programs."
- "Program development goals are desired, involving grant writing, etc."
- "Schools should be more available to organizations."
- "GISD needs a strategy to open dialogue."
- "Resources can be money, partnerships, etc."
- "Use of school facilities (by nonprofit agencies) would be good."
- "Get national organizations into the district, such as Vista, Peace Corps, Association of Business Administrators, Organization of Retired UTMB employees, Conservation Corps, Seaborne."
- "There is no communication with alumni to get help."
- "There is no relationship with the business community; this is disappointing. It is not a priority."
- "GISD needs to be more innovative. Involve universities, AAMA-type organizations, etc."
- "Mary Moody Northern Foundation and Kauffman Foundation are trying to fund an entrepreneur training program and GISD is not responsive."

### **Recommendation 37:**

#### **Increase efforts to develop and/or nurture partnerships with foundations, business organizations and nonprofit agencies.**

The development and nurturing of partnerships could enable GISD to offer additional programs and services for parents and students. A primary duty of the employee responsible for partnerships should be to serve as the

district's representative to the Chamber of Commerce and other key business groups. The employee should also convene quarterly meetings of business and nonprofit working groups to identify partnership opportunities and nurture established partnerships. They should also convene a semi-annual grant coordination meeting for anyone involved in the preparation of grants to ensure GISD seeks all available grants addressing needs identified in the Community Outreach Plan.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent assigns a district employee the responsibility of coordinating partnerships and designates that person as representative to the Galveston Chamber of Commerce and other key business organizations.	July 2000
2.	The employee responsible for partnerships and volunteers organizes a business working group.	August 2000
3.	The employee responsible for partnerships and volunteers convenes the first meeting of the business working group.	August 2000
4.	The employee responsible for partnerships and volunteers convenes the first meeting of the nonprofit working group.	August 2000
5.	The employee responsible for partnerships and volunteers convenes the first meeting of the grants coordinating committee.	September 2000

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

# Chapter 4

## PERSONNEL MANAGEMENT

This chapter examines the Galveston Independent School District's (GISD) personnel functions in four areas:

- A. Organization and Staffing
- B. Recruitment, Retention, and Turnover
- C. Salary Administration
- D. Policies and Procedures

Factors critical to the success of any personnel or human resources function include the recruitment of qualified candidates for all positions; the efficient processing of all personnel actions; appropriate staffing and salary administration for all district functions; and compliance with state and federal personnel laws.

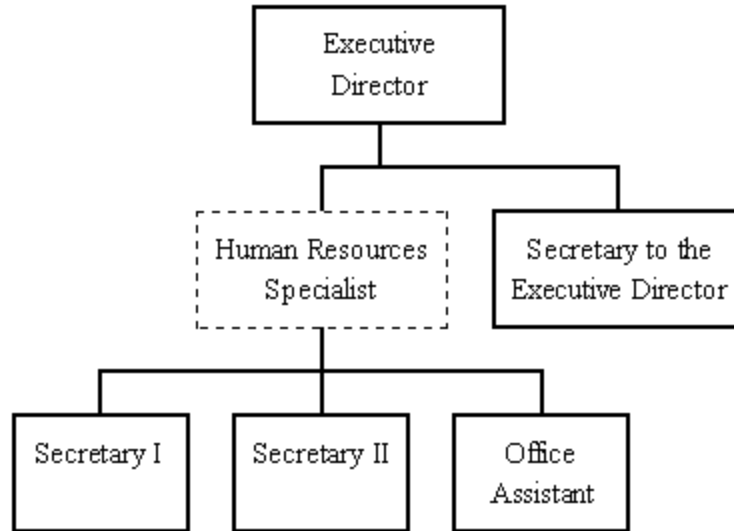
### **BACKGROUND**

In most public school districts, a personnel or human resources function manages employee-related tasks. These tasks include:

- development of wage and salary schedules.
- administration of salary systems, including the placement of positions on salary schedules and a periodic review of the schedules to ensure that they are competitive with other area employers.
- classification of all positions.
- development of job descriptions for all positions and the periodic update/modification of the job descriptions to reflect changes in responsibilities.
- development of personnel staffing tables and review of staff allocation formulas.
- administration of an employee grievance process.
- recruitment of personnel to fill vacant positions.
- maintenance of required employee records.
- administration of certification and permit processes.
- issuance of contracts and nonrenewal or dismissal notices.
- placement of substitute teachers.
- recruitment and placement of student teachers.
- development of board policies regarding personnel issues.
- development and administration of an employee benefits program.
- preparation of periodic reports addressing local board and state reporting requirements.

GISD's personnel function is administered by the executive director for Personnel, who is assisted by a resource specialist, a personal secretary, two paraprofessionals, and a receptionist (**Exhibit 4-1**).

**Exhibit 4-1**  
**Personnel Department Organization**  
**1999-2000**



*Source: GISD executive director of Personnel.*

The director is responsible for coordinating the recruiting function, responding to employee relations issues, updating personnel policies, responding to employee grievances, and managing and updating the salary plan. The five paraprofessional positions are:

- the secretary to the executive director, who provides direct support for the executive director and assistance as needed throughout the office.
- the human resource specialist, who coordinates job applications and the recruitment program, develops annual salary schedules, reviews certifications, and determines where special permits may be required.
- a secretary I who enters new employee information into the computer and prepares information on benefit alternatives selected by new hires so that the district's Business Services Department personnel can calculate necessary payroll deductions. This position also maintains all active and inactive employee files.
- a Secretary II who schedules all recruiting trips, coordinates substitute teacher training, enters criminal history checks into the computer, and receives and sorts mail.
- an office assistant who answers the telephone, responds to inquiries, and sets up applicant interviews.

These employees assist in other department activities as needed.

In addition to the director, the secretary to the executive director and the secretary I in the department have experience in school personnel functions. The remaining staff had all been in their positions for less than six months at the time of TSPR's primary field work.

In discharging the division's responsibilities, the executive director relies on department and campus personnel to participate in recruiting visits, solicit applicants, and conduct candidate interviews. In

some instances, certain personnel-related activities are handled by other departments exclusively or in conjunction with the executive director (**Exhibit 4-2**).

**Exhibit 4-2**  
**GISD Personnel Management Responsibilities**

<b>Responsibility</b>	<b>Department or Position Involved</b>
Recruiting staff	Personnel
Hiring staff	Personnel; all departments participate
Background checks	Personnel
Reference checks	Personnel; all departments participate
Initial salary determinations	Superintendent; department directors; Business Services
Salary adjustment calculations	Superintendent; department directors; Business Services
Compensation studies	Personnel
Attendance monitoring (employees)	All departments
Benefits administration	Business Services
Employee grievances	All departments; Personnel
Training / staff development	All departments; Curriculum and Instruction
Termination	All departments; Personnel
Planning for staffing levels	Superintendent; Board

*Source: GISD interviews and job descriptions.*

Like most employers, GISD must comply with federal laws governing human resources management, including the Fair Labor Standards Act, which governs wages and hourly payments; the Americans with Disabilities Act, which requires employers to provide reasonable accommodation to any employee or job applicant who has a disability; and the Equal Employment Opportunity Act, which prevents employers from making hiring and firing decisions based on age, race, religion, gender, or other factors not related to performance. In addition, state laws govern school district personnel administration in areas such as employee grievances, due process, termination, and contract renewal.

Payroll accounted for more than three-fourths of GISD's 1997-98 and 1998-99 budget (**Exhibit 4-3**).

**Exhibit 4-3**  
**GISD Expenditures by Category**  
**1997-98 - 1998-99**

Category	Percentage of Total Expenditures	
	1997-98 Actual	1998-99 Budget
Payroll costs	78%	77%
Professional and contracted services	7%	8%
Supplies and materials	6%	7%
Other operating expenses	3%	2%
Debt service	5%	5%
Capital outlay	1%	1%

*Source: Texas Education Agency AEIS Reports, 1997-98 - 1998-99.*

*Note: Totals may not add to 100 due to rounding.*

For the purposes of its Academic Excellence Indicate System (AEIS), the Texas Education Agency (TEA) provides staff counts for the following categories: teachers, professional support staff, campus administrators, central administrators, educational aides and auxiliary personnel.

The total number of full-time equivalent positions (FTEs) for the district for 1994-95 through 1997-98 and the budgeted total for 1998-99 appear in **Exhibit 4-4**. Total GISD staffing has risen much faster than the student population (a 9 percent increase versus a decline of 0.5 percent) over the past five years. The largest percentage increases have been in professional

support personnel, educational aides, and teachers. Both campus and central administrative positions have declined over the five-year period.

**Exhibit 4-4**  
**GISD Staff FTEs**  
**1994-95 - 1998-99**

Staff Category	Actual				Budgeted	Percentage Change
	1994-95	1995-96	1996-97	1997-98	1998-99	
Teachers	634.3	652.3	678.8	699.2	702.0	10.7%
Professional support	105.8	86.4	108.8	125.2	134.8	27.4%
Campus administration	22.1	20.4	20.9	20.1	17.3	-21.7%
Central administration	12.5	11.5	10.0	10.0	11.9	-4.8%
Educational aides	124.0	126.3	138.5	149.0	142.8	15.2%
Auxiliary staff	409.0	382.6	425.9	491.2	417.0	2.0%
<b>Total staff</b>	<b>1,307.7</b>	<b>1,279.6</b>	<b>1,382.9</b>	<b>1,494.7</b>	<b>1,425.7</b>	<b>9.0%</b>
<b>Total students</b>	<b>9,926</b>	<b>9,910</b>	<b>10,042</b>	<b>10,007</b>	<b>9,873</b>	<b>-0.5%</b>

*Source: TEA, AEIS 1994-95 - 1998-99.*

GISD's central administrative staff includes the superintendent, assistant superintendent, instructional officers (e.g., the director of Bilingual/ESL Education), athletic director, tax assessor-collector, and executive director of Personnel. Campus administration includes principals and assistant principals. Professional support includes a therapist, counselor, diagnostician, librarian, nurse, and social worker. Auxiliary staff members include maintenance personnel, custodians, and cafeteria workers.

**Exhibit 4-5** compares GISD's percentage of employees budgeted for each group in the 1998-99 school year with budgets of peer districts. GISD had the third-lowest share of teachers, at less than 50 percent of total staff. GISD had the highest percentage of professional support positions, the lowest percentage of campus administrative positions, and was in the midrange in the other categories.

Higher professional support percentages at GISD are due to several district staffing assignments: a facilitator for the Success For All program at each

of the nine elementary campuses; a counselor on all campuses due to the high proportion of economically disadvantaged students; and 11 full- or part-time social workers, also due to the high proportion of economically disadvantaged students.

**Exhibit 4-5  
GISD Staffing Compared to Peer Districts  
1998-99**

<b>District</b>	<b>Teachers</b>	<b>Professional Support</b>	<b>Campus Administrators</b>	<b>Central Administrators</b>	<b>Educational Aides</b>	<b>Auxiliary Staff</b>
Wichita Falls	56.2%	7.9%	2.3%	0.2%	13.0%	20.4%
<b>Region 4</b>	<b>51.8%</b>	<b>8.3%</b>	<b>2.5%</b>	<b>0.6%</b>	<b>9.1%</b>	<b>27.6%</b>
Waco	51.7%	8.0%	3.2%	0.3%	1.3%	35.5%
<b>State</b>	<b>51.4%</b>	<b>7.2%</b>	<b>2.5%</b>	<b>0.9%</b>	<b>10.3%</b>	<b>27.7%</b>
Brazosport	51.1%	7.4%	2.8%	0.5%	9.1%	29.1%
College Station	50.8%	9.0%	2.1%	1.0%	10.0%	27.1%
Lufkin	50.1%	5.4%	2.9%	0.7%	13.9%	27.0%
Longview	49.7%	6.1%	2.1%	1.0%	12.7%	28.4%
<b>Galveston</b>	<b>49.2%</b>	<b>9.5%</b>	<b>1.2%</b>	<b>0.8%</b>	<b>10.0%</b>	<b>29.3%</b>
Port Arthur	49.0%	7.9%	2.5%	0.4%	12.4%	27.8%
Bryan	48.3%	7.0%	2.4%	0.7%	10.0%	31.6%

*Source: TEA, AEIS 1998-99.*

**Exhibit 4-6** shows ratios of students to GISD staff in several categories over the past five years. The number of students per teacher fell by 9.6 percent from 1994-95 to 1998-99, meaning that class sizes were shrinking. At the same time, however, the number of students per campus administrator has increased, which has increased the workload of principals and assistant principals.

**Exhibit 4-6  
Number of Students per Staff Member by Category  
1994-95- 1998-99**



<b>Number of Students per Staff Member by Category</b>						
<b>Staff Category</b>	<b>1994-95 Actual</b>	<b>1995-96 Actual</b>	<b>1996-97 Actual</b>	<b>1997-98 Actual</b>	<b>1998-99 Budgeted</b>	<b>Percentage Change</b>
Teachers	15.6	15.2	14.8	14.3	14.1	-9.6%
Professional support	93.8	114.7	92.3	79.9	73.2	-22.0%
Campus administrators	449.1	485.8	480.5	497.9	570.7	27.1%
Central administrators	794.1	861.7	1,004.2	1,000.7	829.7	4.5%
Educational aides	80.0	78.5	72.5	67.2	69.1	-13.6%
Auxiliary staff	24.3	25.9	23.6	20.4	23.7	-2.5%

*Source: Compiled from AEIS information.*

GISD's teacher population has grown, as has the number of teachers in all but one experience category (**Exhibit 4-7**). The one exception is teachers with 11-20 years of experience, where the number has fallen by 20.4 percent since 1994-95.

**Exhibit 4-7**  
**GISD Teacher FTEs by Years of Experience**  
**1994-95 - 1998-99**

<b>Total Years of Experience</b>	<b>1994-95</b>	<b>1995-96</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>Percentage Change</b>
Beginning teachers	52.9	72.6	147.2	90.2	92.6	75.0%
1-5 years	142.8	144.8	126.3	171.4	164.6	15.3%
6-10 years	87.5	77.5	65.7	88.5	97.7	11.7%
11-20 years	183.6	177.5	165.9	154.0	146.2	<b>-20.4%</b>
More than 20 years	167.5	179.9	173.6	195.1	200.9	19.9%
<b>Total</b>	<b>634.3</b>	<b>652.3</b>	<b>678.8</b>	<b>699.2</b>	<b>702.0</b>	<b>10.7%</b>

*Source: TEA, AEIS 1993-94 - 1997-98.*

The experience profile of GISD teachers is very similar to regional and state averages (**Exhibit 4-8**). While GISD has a higher percentage of

beginning teachers and teachers with more than 20 years of experience, teachers with fewer than five years of experience comprise 36.6 percent in GISD, compared with 36.0 and 34.4 percent for the region and state, respectively. Teachers with 11 or more years of experience make up 49.4 percent of the district's teachers compared to 46.5 and 48.0 percent in the region and state.

**Exhibit 4-8**  
**Percentage of GISD, Region 4, and State**  
**Teacher FTEs by Years of Experience**  
**1998-99**

Years of Experience	Galveston	Region 4	State
Beginning teachers	13.2%	9.0%	7.7%
1-5 years	23.4%	27.0%	26.7%
6-10 years	13.9%	17.5%	17.7%
11-20 years	20.8%	26.2%	27.5%
More than 20 years	28.6%	20.3%	20.5%

*Source: TEA, AEIS 1998-99.*

Since 1994-95, GISD has hired less-experienced teachers, and the overall experience of GISD teachers has fallen by 3.7 percent compared to increases in Region 4 and statewide of 0.8 and 2.6 percent, respectively (**Exhibit 4-9**). The average experience of GISD teachers still is greater than average for teachers in both the region and the state.

**Exhibit 4-9**  
**GISD, Region 4, and State Average Years of Teaching Experience**  
**1994-95 - 1998-99**

Entity	1994-95	1995-96	1996-97	1997-98	1998-99	Percentage Change
Galveston	13.5	13.2	12.3	13.1	13.0	-3.7%
Region 4	11.5	11.6	11.6	11.7	11.6	0.8%
State	11.5	11.7	11.7	11.8	11.8	2.6%

*Source: TEA, AEIS 1994-95 - 1998-99.*

The salaries for GISD professional personnel fall below Region 4 averages in all four categories of employees and below the state average in all categories except central administration (**Exhibit 4-10**). Professional

personnel include teachers, professional positions (e.g., counselors, diagnosticians), and central and campus administrative personnel. Compared to its peer districts, GISD is third-highest in teacher salaries, third-lowest in professional support salaries and central administration salaries, and in the midrange for campus administration salaries.

**Exhibit 4-10**  
**GISD, Region 4, State, and Peer District**  
**Average Actual Salaries of Professional Personnel**  
**1998-1999**

Entity	Teachers	Professional Support	Campus Administration	Central Administration
Brazosport	\$37,838	\$41,276	\$58,470	\$85,353
Wichita Falls	\$33,806	\$44,108	\$53,039	\$87,282
<b>Galveston</b>	<b>\$33,643</b>	<b>\$38,780</b>	<b>\$51,768</b>	<b>\$65,291</b>
College Station	\$33,381	\$40,077	\$52,442	\$72,795
Port Arthur	\$32,726	\$42,085	\$53,516	\$88,685
Lufkin	\$32,125	\$38,799	\$47,835	\$63,981
Bryan	\$31,624	\$37,140	\$51,519	\$68,003
Longview	\$31,234	\$39,075	\$51,502	\$64,092
Waco	\$30,634	\$37,804	\$48,993	\$75,976
<b>Region 4</b>	<b>\$35,598</b>	<b>\$42,981</b>	<b>\$56,557</b>	<b>\$71,419</b>
<b>State</b>	<b>\$34,336</b>	<b>\$41,654</b>	<b>\$53,427</b>	<b>\$64,583</b>

*Source: TEA, AEIS 1998-99.*

Over the past five years, the salaries of GISD professional personnel other than teachers, have increased: professional support salaries have risen at about the same rate as the state average, while campus and central office administrative salaries rose at about half the state average (**Exhibit 4-11**).

**Exhibit 4-11**  
**GISD and State Average Salaries of Certified Personnel Other than**  
**Teachers**  
**1994-95 - 1998-99**

Category of Personnel	1994-95	1995-96	1996-97	1997-98	1998-99	GISD Percentage	State Percentage
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						<b>Change</b>	<b>Change</b>
Professional support	\$34,402	\$36,506	\$38,061	\$38,360	\$38,780	12.7%	12.8%
Campus administration	\$48,673	\$49,708	\$51,349	\$51,751	\$51,768	6.4%	12.0%
Central administration	\$60,739	\$62,328	\$64,246	\$66,878	\$65,291	7.5%	13.7%

*Source: TEA, AEIS 1994-95 - 1998-99.*

Any employee required to have a commercial driver's license is subject to drug and alcohol testing. Teachers, coaches, and other employees who primarily perform duties other than driving are subject to testing requirements only when they are driving. This program is coordinated by the director of Transportation. Tests are administered by an outside vendor, for bus drivers and other GISD personnel who drive district vehicles.

All employees are evaluated annually by their immediate supervisors. Written evaluations for all administrator and teacher positions are completed on generic forms prepared by TEA. Paraprofessional and auxiliary personnel are evaluated using forms prepared by the Personnel Department. Each department head is responsible for ensuring that evaluations are conducted on all employees annually.

The executive director of Personnel conducts an annual staff training session on the district's Professional Development and Appraisal System (PDAS) as part of the district's new teacher inservice training program. The executive director also conducts an annual workshop on effective employee performance documentation in advance of the December 1 notification period for employee improvement plans or changes in contract status.

Staff training is handled primarily by the director of Staff Development/Fine Arts and by individual campuses based upon their campus performance objectives. The executive director of Personnel provides limited training in PDAS, classroom management for all elementary teachers, and various training for substitute teachers, such as behavioral management and teaching strategies.

Each year during the first part of the Spring semester, the assistant superintendent for Curriculum and Instruction and the executive director of Personnel survey all new GISD professional and teaching employees on

their training needs. Respondents are asked to identify additional training needs and to evaluate training received during the prior year.

For each central administration department, the department head allocates an annual training budget based upon historical usage patterns or requests for specific training. The department head recommends appropriate training for staff personnel and refers it to the appropriate senior staff member.

The district has developed salary schedules for all its positions, using pay ranges that identify minimum, midpoint, and maximum rates for all positions.

Payroll calendars identify the number of days a position is to be paid. In 1999-2000, the district used 27 payroll calendars. Payroll calendars are developed for each job, or group of jobs. The calendars specify the number of days for which all jobs in that calendar are paid. For example, the payroll calendar for teachers is 185 days.

Salary supplements are provided to individuals who assume additional responsibilities. These can be academic, such as the Academic Decathlon advisor, class sponsor, and debate sponsor; cocurricular, such as the band director and cheerleader sponsor; or athletic responsibilities. These supplements range from \$12,000 for the head football coach to \$100 for a campus monitor and rifle team advisor.

Group insurance is available to all full-time employees and includes health, dental, life, supplemental life, workers compensation, unemployment compensation, and "cafeteria plan" coverage. Before annual enrollment, each employee receives an information packet on the coverage plans, options and their costs. The district makes an annual contribution to cover a portion of the insurance premium cost.

GISD's plan is self-funded. The maximum amount of any one claim the district would have to pay is \$125,000. Beyond that dollar amount, catastrophic coverage then picks up any remaining costs on a claim. GISD's care provider network is Premier Health Care. Health Administrative Services, Inc. serves as the district's third-party administrator, designing and managing the plan and serving as its claims administrator. The benefit plan is coordinated by the benefits coordinator, who reports to the assistant superintendent for Business Services.

Other employee benefits, such as personal leave, sick leave, temporary disability, family and medical leave, military leave, and jury duty also are provided to employees. These benefits are described in the employee handbook issued to each employee annually.

The district maintains a set of personnel policies and updates them in accordance with changes mandated by the federal and state law. The annual employee handbook reflects all current GISD personnel policies. Each employee must sign a form indicating receipt of the handbook. Copies of these forms are maintained for central administration staff at each campus and worksite.

An external vendor, DCS Information Systems, conducts criminal history reviews for all positions.

The Personnel Department conducts exit interviews for employees leaving the district, manages the district's employee grievance process, and prepares a quarterly newsletter, *GISD Personnel Department Network*, which is distributed to all employees.

# Chapter 4

## PERSONNEL MANAGEMENT

### A. Organization and Staffing

#### FINDING

Compared to its peer districts, GISD's Personnel Department seems overstaffed (**Exhibit 4-12**). GISD has the third-lowest ratio of staff to Personnel Department positions. Four of the peer district departments, like GISD, also handle other functions such as employee benefits and substitute placement, including both districts with lower ratios than GISD's.

**Exhibit 4-12**  
**GISD and Peer District Personnel Department Staffing**  
**1999-2000**

Number of Personnel Department Staff						
District	Total Staff FTE	Professional	Para-Professional	Total	Total Staff FTE per Personnel Staff	Handles other functions?
Lufkin (1)	1,130.8	0.5	1.5	2	565.4	No
Longview	1,241.3	1	3	4	310.3	No
Brazosport	1,530.4	1	4	5	306.1	Yes - employee benefits
Wichita Falls	2,030.8	2	5	7	290.1	Yes - substitute placement
Port Arthur	1,421.5	1	4	5	284.3	No
<b>Galveston</b>	<b>1,425.7</b>	<b>1</b>	<b>5</b>	<b>6</b>	<b>237.6</b>	<b>No</b>
Bryan	1,981.4	3	6	9	220.2	Yes - employee benefits, substitute placement

College Station	946.0	1	4	5	189.2	Yes - substitute placement
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*Source: Telephone survey conducted by WCL ENTERPRISES, January 2000.*

*(1) One professional employee is assigned on a half timebasis to personnel matters.*

GISD's current job descriptions indicate too many instances of overlapping duties and responsibilities (**Exhibit 4-13**). Many Personnel employees told TSPR that they are not fully aware of their department's functions or their own position's duties. Several employees indicated that they are told of new responsibilities only as pertinent questions or issues arise.

Without clear definitions of roles and responsibilities, GISD cannot staff its Personnel Department to meet the department's workload. While cross-training of employees is essential in a small department, GISD's lack of focus on precise job functions can lead to unnecessary or underused staff.

**Exhibit 4-13  
Duplicative Responsibilities Among Personnel Department Staff**

<b>Responsibility</b>	<b>Positions Responsible</b>
Coordinate application and recruitment process	Executive director Human resource specialist
Substitute roster preparation and assignment of substitutes	Human resource specialist Secretary II
Organize and manage routine work activities of the Personnel Department	Secretary to the executive director Secretary II
Prepare correspondence, forms, reports, etc.	Secretary to the executive director Secretary II
Assist in compiling information	Secretary to the executive director Secretary II
Receive, sort, and distribute mail	Secretary to the executive director Secretary II
Maintain files	Secretary to the executive director



	Secretary II Office assistant
Process paperwork for certification	Human resources specialist Secretary I
Contact applicants and schedule interviews	Secretary to the executive director Office assistant
Provide clerical support to the executive director	Secretary to the executive director Secretary I
Maintain schedule of appointments	Secretary to the executive director Secretary II
Make travel arrangements	Secretary to the executive director Secretary II
Maintain information for employee service awards	Human resource specialist Secretary I

*Source: Job descriptions for positions in GISD Personnel Department.*

Current GISD staff who formerly worked in the Personnel Department indicated that a constant flux of position responsibilities is a problem.

**Recommendation 38:**

**Clearly define the roles of Personnel Department staff.**

**IMPLEMENTATION TIMELINE AND STRATEGIES**

1.	The superintendent meets with the executive director of Personnel to redefine the roles and responsibilities of the department's staff.	July 2000
2.	The executive director rewrites the job descriptions and the superintendent approves the changes.	August 2000
3.	The executive director meets with the department staff to discuss their functions by position.	August 2000

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

**FINDING**

The Personnel Department processes information about all newly hired employees, enters information in the payroll system, and responds to questions about salaries and benefits.

GISD's employee benefits function is handled in the business office by a benefits coordinator who works regularly with the Personnel Department on the preparation of information and on employee questions.

Employees of both departments said that the two units do not coordinate the hiring, orientation, and benefits functions effectively. Employees cited personality conflicts, limited communication, different physical locations, and a lack of knowledge about what both departments are doing as contributors to this problem.

Many districts combine the employee benefit and personnel functions in one department to improve communication and reduce the need for additional personnel. Two of GISD's peer district, Brazosport and Bryan, combine the two.

**Recommendation 39:**

**Transfer the employee benefits coordinator to the Personnel Department.**

**IMPLEMENTATION TIMELINE AND STRATEGIES**

1.	The superintendent meets with the executive director of Personnel and the assistant superintendent of Business Services to discuss the timing of the transfer of the employee benefits function.	July 2000
2.	The executive director and assistant superintendent agree on the timing of the transfer.	August 2000
3.	The transfer of the function and position is effective with the beginning of the new fiscal year.	September 2000

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

# Chapter 4

## PERSONNEL MANAGEMENT

### B. Recruitment, Retention, and Turnover

In its February 1999 publication, *Texas Teacher Recruitment and Retention Study*, TEA noted that "Texas is experiencing a teacher shortage that is a serious and growing problem." According to the report, the primary factors behind this shortage are rising student enrollments, decreasing enrollment in teaching programs, and a lack of state and local resources to maintain competitive salaries.

The report also notes that districts respond to shortages first by filling vacant positions with teachers certified in other fields, then by hiring teachers on emergency permits or using long-term substitutes. According to the TEA study, these actions "may have consequences for student performance."

Region 4 recently completed an evaluation of teacher supply and demand for 2000-01 in its service area (**Exhibit 4-14**). It concludes that the region will be short by more than 3,000 teachers in 2000-01-about 6 percent of the total teachers required.

**Exhibit 4-14**  
**Region 4 Evaluation of Teacher Supply and Demand**  
**2000-01**

Factor	Situation
Student enrollment	879,000
Teachers needed	54,165
Teachers retained from 1999-2000	46,335
Teacher turnover from 1999-2000 (1)	6,499
New teaching positions	1,331
Teaching positions to be filled	7,830
New teachers from Texas colleges/universities and alternative certification programs	4,773
Additional teachers needed	3,057

*Source: Region 4 Education Service Center.  
(1) Assumes teacher turnover rate of 12.3 percent.*

## **FINDING**

GISD maintains an automated process that allows applicants to apply for employment with GISD over the Internet. Applicants can log onto the district's Web page and click on the link, *How to Join Us on the Beach*. This link connects to an on-line application form that allows the user to provide personal information, schools attended, licenses and certificates held, prior job information, personal references, and a statement explaining reasons for wanting a position with GISD. The automated application was developed by an external vendor and the district's MIS Department.

After the application is completed and submitted, it is sent electronically to the secretary II and/or the personal secretary. They can either print a hard copy or store the application electronically. As of March 2000, 73 applications had been received via the on-line application.

The district also posts vacancies on seven Web sites. During the 1999-2000 school year, four employees were hired from contacts made by these postings.

## **COMMENDATION**

**The Personnel Department uses technology effectively to solicit applications from candidates throughout the country.**

## **FINDING**

GISD has used several different strategies to address its teacher needs. In 1998-99, GISD was one of eight school districts selected by TEA to recruit in Spain. The district hired seven Spanish teachers for bilingual and Spanish classes. GISD has been approved to recruit in Spain in 2000-01.

GISD also serves as a professional development site for the University of Houston-Clear Lake. The district hosts interns during the last year of their teacher or administrator educational programs. Since 1997-98, GISD has hired 16 students from this UH program. Five current interns have been recommended for employment beginning with the 2000-01 school year.

Finally, the district has created a tuition assistance program to assist its employees in pursuing certification in bilingual, reading, special education, and math specialties. Participants must be GISD employees,

commit to work in the district for three years after completing certification, take 12 semester hours per year, and maintain a 2.5 grade-point average. At this writing, 25 district employees are in the program at Galveston College, the University of Houston-Clear Lake, the University of Houston-Downtown, and Texas Southern University.

## **COMMENDATION**

**GISD has developed innovative ways of recruiting and training teachers.**

## **FINDING**

GISD's Personnel Department's executive director is the district's designated personnel recruiter. The executive director, however, makes fewer than 10 recruiting trips per year, with the remaining efforts handled by principals, assistant principals, and central administrative workers. The recruiting clerk coordinates schedules and logistics for these trips, while the receptionist contacts candidates about district interviews and coordinates schedules for applicants and principals with whom the applicants interview.

In a personnel department in a small district such as GISD, the executive director usually is an active participant in the recruitment process. Districts successful in recruiting teachers usually include a professional recruiter on most visits to ensure consistent evaluation and to provide the district's perspective to applicants. Moreover, follow-up is facilitated when a personnel department employee handles the information generated during the interviews. Among GISD's peer districts, the director of Personnel in Brazosport, the executive director of Human Resources in Bryan, the director for Human Resources in Longview, the director for Certified and Administrative Personnel in Wichita Falls, and the executive director of Human Resources in College Station all serve as primary recruiters for their districts. The director of Personnel in Brazosport also is responsible for athletics, while the director for Human Resources in Longview also administers facilities.

### **Recommendation 40:**

**Make the executive director of Personnel GISD's primary recruiter.**

The department needs a full-time recruiter to accompany other GISD personnel on most if not all recruiting trips; determine which locations to visit; conduct all follow-up contacts and coordinate applicant visits to the district. This assignment would bring consistency to interviews, evaluation, and the assessment of locations for recruiting.

## IMPLEMENTATION TIMELINE AND STRATEGIES

1.	The superintendent meets with the executive director of Personnel to redefine the position's role and responsibilities.	July 2000
2.	The executive director rewrites the job description and the superintendent approves the changes.	August 2000

## FISCAL IMPACT

This recommendation can be implemented with existing resources.

## FINDING

According to the executive director of Personnel, GISD recruits about 125 to 130 new teachers each year. Yet in December 1999, GISD had 45 teacher vacancies, the equivalent of one fully staffed elementary school. As a result of its persistent inability to recruit teachers and the district's high number of teacher vacancies, GISD increasingly relies on emergency permits and temporary assignments (**Exhibit 4-15**). In 1994-95, GISD used two emergency permits, but in 1998-99 the district issued 40 temporary or emergency permits.

**Exhibit 4-15**  
**GISD Use of Temporary and Emergency Permits**  
**1994-95 - 1998-99**

Type of Permit	1994-95	1995-96	1996-97	1997-98	1998-99
Emergency teaching permit	2	NA	NA	NA	NA
Emergency (for certified personnel)	NA	0	1	6	14
Emergency (for uncertified personnel)	NA	22	20	26	20
Nonrenewable	0	5	0	3	0
Temporary classroom assignment	0	1	0	2	5
District teaching	NA	0	0	1	1
Temporary exemption	0	0	0	0	0
<b>Total</b>	<b>2</b>	<b>28</b>	<b>21</b>	<b>38</b>	<b>40</b>

*Source: TEA, AEIS 1995-96 - 1998-99, and GISD, director of Personnel, 1994-95.*

GISD's recruiting process lacks focus. For example, while Katy ISD visits a large number of colleges, universities, and job fairs, 70 percent of the new teachers it hires each year have prior experience in the field. The district makes a conscious effort to attract experienced teachers from the greater Houston area. This focus directs their primary recruiting efforts.

GISD's recruitment and applicant processing is conducted manually. No automation supports any portion of the process after an application has been received. Other districts, such as Clear Creek and Katy, scan hard copies of resumes and applications into software that allows principals, using the district's network, to access applications at any time of the day or any day of the week.

GISD responds to information from colleges and universities as well as job fairs throughout the country. When a request is received, one of the department's support staff includes it on a list of potential recruiting sites. The executive director reviews this list weekly at the administrative staff meeting and identifies principals or other administrators available to participate in site visits.

Once a visit has been scheduled, the support staff arrange the logistics and provide information to be handed out to potential applicants at the recruiting visit. While the executive director makes some recruiting visits each year, no other Personnel Department staff regularly participate in recruiting visits. **Exhibit 4-16** shows the district's recruiting schedule for the last three years. Decisions about which colleges, universities, or job fairs to visit are largely determined by the schedules and wishes of central and campus administrative staff.

**Exhibit 4-16**  
**GISD Teacher Recruiting Schedule**  
**1997-98 - 1999-2000**

College/University/ Job Fair	1997-98	1998-99	1999-2000
Sam Houston State	x	x	x
Region IV-Alternative Certification Program	x	x	
S.F. Austin	x	x	x
UH-Clear Lake	x	x	x
UH-Main Campus	x	x	

UT-Austin	x	x	x
UT-Pan American	x	x	x
Southwest Texas State	x	x	x
Eastern New Mexico			x
Texas A&M-College Station	x	x	
Texas A&M-Kingsville	x	x	
Texas A&M-International	x		
Texas A&M-Corpus Christi		x	x
Baylor	x		
Texas Job Fair	x		
North Alabama		x	
NAFEO Job Fair		x	
Southwestern Louisiana			x
Louisiana State			x
Northern Illinois		x	
Northeastern Illinois		x	
Eastern Illinois		x	
Illinois-Urbana		x	
Illinois State		x	
Oklahoma	x		
Prairie View A&M	x	x	
Texas Southern	x		
Central Oklahoma	x	x	x
Eastern Michigan	x		
Lamar	x		
NABE		x	
Texas Alliance of Black School Educators		x	x
Multi-Cultural Job Expo		x	
New Orleans Area Universities Teacher Fair		x	
Spain Exchange Program		x	



Northern Colorado		x	
Bay Area Job Fair		x	x
McNeese State			x
Arkansas			x
National Minority Careers in Education Expo			x
Nebraska			x

*Source: GISD recruiting schedules furnished by the director of Personnel.*

When each visit is completed, the GISD participants forward the resumé of qualified applicants to Personnel for review and follow-up. The district uses the Star Teacher Selection Interview developed by The Haberman Educational Foundation, Inc. to interview and evaluate teacher applicants. However, not all GISD personnel who make recruiting trips are trained in this method.

Moreover, the district lacks a rigorous application review and interview process. Unless the applicant wants to work in one of the state-designated shortage areas (special education, bilingual/ESL, math, or science), the resumé is filed until an opening occurs, usually in late Spring. By this time, many of the best candidates have already committed to positions with other districts.

The executive director refers the resumé of qualified applicants that are to be interviewed immediately to the receptionist, who calls each applicant to schedule an interview. If the applicant cannot or does not want to make a visit at the time of the telephone call, the resumé is filed and no further follow-up is made.

When applicants agree to visit the district, the receptionist schedules interviews. The receptionist informs the executive director, who tells the receptionist which schools should be contacted about an interview. The receptionist then contacts each school and arranges a time for the interview. The applicant's files are copied and forwarded to the principal at each school.

Upon completion of an applicant interview, each principal must inform the Personnel Department of his or her intent regarding the applicant. If the principal wants to hire the applicant immediately, the principal completes a letter of intent to hire, signs it, and forwards it to Personnel. If the principal waits to make an offer, however, he or she must call Personnel to verify the applicant's availability. Personnel does not send information on the status of applicants to principals except by request.

Principals told TSPR the following about the level of service provided by Personnel regarding candidate recruiting:

- "When I go on a recruitment trip, Personnel does not provide me with information regarding the vacancies that are available, i.e., the school and subject."
- "Personnel is no help - it's a nightmare. I don't get any help calling teacher recruits, and there's no prioritization of recruits."
- "They always lose applications. There's no follow-up."
- "They say they need technology, but what they have they don't know how to use."
- "No one from Personnel ever goes along. It's hard to give an applicant a perspective of the whole district."
- "Ultimately, all principals and department heads must do their own recruiting."
- "Personnel is an organized mess. No leadership, no follow-up, no results."

In response to TSPR's written survey, 45 percent of principals, assistant principals, and teachers said GISD's employee recruitment program is ineffective.

School districts with successful recruiting processes, such as Clear Creek and Katy ISDs, have a formal process that begins with the scheduling of recruiting visits. Information on the recruiting site is prepared; a recruiter from the personnel department and a principal or assistant principal are assigned to the trip, and a response/follow-up mechanism ensures that each applicant receives a response in a timely manner. Interviews are scheduled either in the fall (for December graduates) or early spring (beginning in February or March for May graduates), and information is sent periodically to principals apprising them of the status of applicants.

#### **Recommendation 41:**

##### **Develop a formal employee recruiting process.**

GISD should develop a specific focus for its recruiting efforts that establishes points such as what mix of experienced and beginning teachers should be hired. Recruiting visits should be based upon the number of teacher graduates available, critical need areas (such as bilingual/ESL teachers), prior successes in attracting candidates from the school, and the performance of teachers previously recruited from the school.

Other districts use a variety of techniques besides recruiting trips and job fairs. Among those cited by area districts as useful are advertisements in college newspapers, local college job bulletin boards, state education

conference job bulletin boards, booths at the state education conference, and educational associations' electronic direct mail (such as the National Clearinghouse of Bilingual Education).

Several districts also mentioned that booths at local festivals have been an effective recruiting tool. TEA has cited efforts by Corpus Christi ISD to recruit teachers for 1998-99 by advertising for teaching positions during the spring break tourist rush. CCISD also held job fairs during spring break when many students were in the city and set up recruiting locations at the beach.

Spring Branch makes special efforts to hire teacher candidates graduating in December. If the district does not have an immediate vacancy, it hires the graduate at the pay level of a long-term substitute with the promise that an opening will be made available in the next school year. In 1999-2000, the district was able to meet 10 percent of its teacher position needs by hiring December graduates.

GISD's application processing should be streamlined. Some districts, such as Clear Creek and Fort Bend, have software that allows them to scan applications and put the complete package (including references, interview notes, and criminal history checks) on their network, where it is readily accessible to principals.

**IMPLEMENTATION TIMELINE AND STRATEGIES**

1.	The executive director of Personnel visits several other districts to study useful models for the GISD recruiting process.	July 2000
2.	The executive director develops a process for GISD and reviews it with principals, department heads, and the superintendent, and incorporates their comments.	August - September 2000
3.	The executive director completes the process plan and presents it to the administrative staff.	September 2000
4.	The executive director implements the new process.	Ongoing

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

**FINDING**

The Teacher Retirement System (TRS) of Texas administers a defined benefit pension plan for school district employees. Under this plan, the

state pays retirees a retirement annuity based on the employee's years of service, multiplied by a benefit rate of 2.2 percent for each year of service, times the average of the three highest annual salaries.

TRS members are eligible for full retirement at age 65 with five or more years of service, age 60 with 20 or more years of service, or age 50 with 30 or more years of service. TRS members with any combination of age and years of service equal to 80 are eligible to retire. Members also may opt to retire early with reduced benefits.

Beginning in 2000-01, 179 GISD professional employees will be eligible for full retirement. Another 101 professional employees will become eligible over the next four years (**Exhibit 4-17**). This total includes 220 teachers, 43 professional support personnel, 12 campus administrators, and five central office administrators.

**Exhibit 4-17**  
**GISD Employees Eligible for Retirement**  
**2000-01 - 2004-05**

<b>Position Category</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>	<b>Total</b>
Campus administration	7	1	1	2	1	12
Central administration	3	1	0	1	0	5
Professional support	34	3	1	4	1	43
Teachers	135	21	19	25	20	220
<b>Total</b>	<b>179</b>	<b>26</b>	<b>21</b>	<b>32</b>	<b>22</b>	<b>280</b>

*Source: TRS and GISD director of MIS.*

**Exhibit 4-18** displays the employees by category and as a percentage of total employees in each category and as a percentage of the total. The 280 employees represent almost one-fifth of GISD's total employment. Thirty-one percent of teachers, 31.9 percent of professional staff personnel, 42 percent of central office administrators, and more than two-thirds of campus administrators will be eligible to retire over the next five years.

**Exhibit 4-18**  
**GISD Employees Eligible to Retire as a Percentage of Total GISD**  
**Employees**

<b>Position Category</b>	<b>Total FTEs</b>	<b>Employees Eligible</b>	<b>Employees Eligible</b>	<b>Employees Eligible</b>
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		<b>to Retire</b>	<b>to Retire as a Percentage of Total in Category</b>	<b>to Retire as a Percentage of Total GISD Employees</b>
Campus administration	17.3	12	69.4%	1.4%
Central administration	11.9	5	42.0%	0.6%
Professional support	134.8	43	31.9%	4.9%
Teachers	702.0	220	31.3%	25.4%
<b>Total</b>	<b>866.0</b>	<b>280</b>	<b>32.3%</b>	<b>32.3%</b>

*Source: TEA, AEIS, 1998-99, and TSPR calculation.*

The total salary for the 179 employees eligible to retire in 2000-01 is \$7,927,830. This total represents 18.6 percent of the district's total payroll costs of \$42,730,465. **Exhibit 4-19** presents salary information for each category of employees eligible to retire in 2000-01; the average annual salary of those eligible to retire; and the average annual salary of all employees in the category.

**Exhibit 4-19**  
**Total and Average Annual Salary of GISD Employees Eligible to Retire in 2000-01**

<b>Position Category</b>	<b>Total Salaries of Employees Eligible for Retirement</b>	<b>Average Salary of Employees Eligible to Retire in Position Category</b>	<b>Average Salary of All Employees in Position Category</b>
Campus administration	\$395,291	\$56,470	\$51,768
Central administration	\$258,820	\$86,273	\$65,291
Professional support	\$1,393,808	\$40,994	\$38,780
Teachers	\$5,879,911	\$43,555	\$33,643
<b>Total</b>	<b>\$7,927,830</b>	<b>N/A</b>	<b>N/A</b>

*Source: TEA, AEIS, 1998-99, and GISD director of MIS.*

Given the high number of retirement-eligible employees in GISD, the district could be disrupted by their departure. Implemented over the next fiscal year, a retirement incentive such as a lump-sum payment otherwise not available to retiring employees could help the district manage its turnover and might provide funds not only for hiring replacements but for other district priorities.

**Recommendation 42:**

**Create a controlled retirement incentive plan.**

GISD should conduct a comprehensive analysis to fully understand the impact of such a program on the district and its management structure.

One possible implementation methodology would structure the plan as a one-time cash incentive of 50 percent of the employee's annual salary whose retirement is effective at the end of the 2000-01 school year. The employees taking advantage of the program need not necessarily retire from TRS. Eligible GISD employees would be offered the following retirement options:

- Retire from GISD and receive the district's retirement incentive only;
- Retire from GISD and from TRS and receive both the district's retirement incentive and the TRS retirement benefit; or
- Continue working.

When designing the plan, GISD administrators should consider all the legal issues surrounding retirement incentives and clearly explain them to interested employees as well. To comply with the federal Age Discrimination in Employment Act, the plan must be voluntary and applicable to all classes of employees. Money received by retiring employees is considered taxable income by the Internal Revenue Service but is not treated as income by TRS.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent reviews the list of district employees with creditable service in TRS eligible for the retirement plan.	August 2000
2.	The superintendent, the district's attorney, the assistant superintendent of Curriculum and Instruction, the executive director of Personnel, and the assistant superintendent of Business Services consider the impact of a retirement plan on	August - October 2000

	overall district operations.	
3.	The superintendent presents findings to the board for discussion and/or approval.	November 2000
4.	Information on the plan is prepared and disseminated to eligible employees, an eligibility period is created, and the program is implemented.	January - March 2001
5.	The impact of employee participation is assessed and adjustments are made to recruiting plans and salary schedules.	April - June 2001
6.	Selected GISD employees elect to participate in the incentive plan effective at the end of the 2000-01 school year.	August 2001

### **FISCAL IMPACT**

Possible savings from the implementation of a retirement incentive plan are reflected in **Exhibit 4-20**. Key assumptions in the fiscal estimate include the following:

- One hundred and seventy-nine GISD employees eligible for retirement in 2000-01 also are eligible to participate in the plan.
- The average salary of a replacement is the average salary for a teacher with five years of experience in the area as determined by the salary study conducted by the Texas Association of School Boards (\$32,579).
- About 60 percent of the eligible employees (107 employees) elect to participate in the plan. Annual salaries for these employees total \$4,756,698 (60 percent x \$7,927,830 = \$4,756,698).
- Participants receive a lump-sum payment of 50 percent of the average salary for their position category, payable in two annual installments. The district's lump sum cost for participants is \$1,925,614 or \$962,807 in each of the first two years (position category average salary x number of employees eligible in 2000-01 x 60 percent).
- One hundred and seven new hires replace retiring employees. The district, however, should evaluate each position before refilling it. The district spends \$3,485,953 on new hires' salaries (107 new hires x \$32,579 = \$3,485,953).

Based upon these assumptions, the total savings from this plan would be \$3,157,366 over the four years beginning in 2001-02.

GISD may incur additional costs for accrued sick leave, but this amount should be capped for each employee based on a finite number of days at a reduced daily rate. These costs are not included in this estimate but should not exceed \$50 per day per employee.

**Exhibit 4-20**  
**Possible Savings from a Retirement Incentive Plan**

<b>Recommendation</b>	<b>2000-2001</b>	<b>2001-2002</b>	<b>2002-2003</b>	<b>2003-2004</b>	<b>2004-05</b>
Employees accept plan	\$0	\$4,756,698	\$4,756,698	\$4,756,698	\$4,756,698
Lump-sum payment to employees accepting plan	\$0	(\$962,807)	(\$962,807)	\$0	\$0
Hire new employees to replace employees accepting plan	\$0	(\$3,485,953)	(\$3,485,953)	(\$3,485,953)	(\$3,485,953)
Net savings (cost)	\$0	\$307,938	\$307,938	\$1,270,745	\$1,270,745



# Chapter 4

## PERSONNEL MANAGEMENT

### C. Salary Administration

GISD has a comprehensive pay system including goals and supporting salary structures. The district uses pay ranges and a series of schedules to place positions in its overall structure (**Exhibit 4-21**). Teachers and librarians are assigned to separate salary structures to comply with state laws.

**Exhibit 4-21**  
**GISD Salary Structure**  
**1999-2000**

Salary Structure	Number of Pay Ranges	Examples of Positions
Teacher	1	Teachers
Librarian	1	Librarians
Administrative	8	Personnel coordinator, tax assessor-collector, principals, assistant superintendents
Professional support	5	Speech pathologist, counselors, diagnosticians, nurses
Management	4	Buyer, systems operator, safety coordinator, energy manager/HVAC supervisor
Paraprofessional	8	Aide, attendance clerk, secretary to an assistant principal, secretary to the superintendent
Manual trades	7	Crossing guards, locksmith, bus driver, warehouse manager

*Source: GISD Salary Plan furnished by the director of Personnel.*

### FINDING

A beginning teacher with a bachelor's degree in GISD received \$30,199 for the 1999-2000 school year. A beginning teacher with a master's degree received an additional \$750. The salary schedule for teachers reaches a maximum at 20 years of experience and a salary of \$41,100.

In implementing the state-mandated \$3,000 increase in teacher salaries for the 1999-2000 school year, the district also provided a partial or full-step increase to each teacher at each year of experience. Partial step increases ranged from \$50 to \$670. A full-step increase was \$750. The purpose of the step increases was to keep the salary grades from getting too close to each other, which is called compression. Compression makes movement on a salary schedule ineffective because inadequate increases are provided to meet cost of living requirements. All other personnel received a 3 percent increase based upon the mid-point of their salary range.

Turnover among GISD teachers is high. Turnover averaged 15.7 percent over the past five years and exceeded the regional and state averages in each of the last five years (**Exhibit 4-22**). In 1998-99, teacher turnover hit a five-year high of 17.8 percent.

**Exhibit 4-22**  
**GISD, Region 4, and State Teacher Turnover**  
**1994-95 - 1998-99**

Entity	1994-95	1995-96	1996-97	1997-98	1998-99
Galveston	15.7%	15.2%	13.7%	16.0%	17.8%
Region 4	11.0%	10.9%	13.4%	13.9%	15.9%
State	12.2%	12.1%	12.6%	13.3%	15.5%

*Source: TEA, AEIS 1994-95 - 1998-99.*

GISD lost 84, 101 and 114 teachers, respectively, in the past three years. **Exhibit 4-23** shows this turnover by level of experience. The largest turnover was among teachers with one to five years of experience, and this number has increased in each of the past two years. Principals said that new teachers who come to GISD often become frustrated and move to another district in the area where they can receive higher pay. Seventy-eight percent of principals and assistant principals said teacher turnover was high, while 61 percent said teachers are not rewarded for performance.

**Exhibit 4-23**  
**GISD Teacher Turnover by Level of Experience**  
**1996-97 - 1998-99**

Level of Teacher Experience	Year		
	1996-97	1997-98	1998-99

Beginning teacher	1	2	0
1-5 years	55	77	87
6-10 years	18	12	15
11-20 years	2	8	8
Over 20 years	8	2	4
Total	84	101	114

*Source: GISD Personnel Department.*

Indeed, the most important factor contributing to high turnover appears to be teacher salaries. Seventy-five percent of teachers responding to TSPR's survey said they are not rewarded for performance. The executive director of Personnel indicated that, when the district goes to job fairs, other districts simply hold up signs showing their beginning salaries, and the higher numbers attract the most attention.

The Texas Association of School Boards (TASB) has conducted two studies in the last five years on the pay rates of GISD personnel. The most recent one was completed in July 1999. According to TASB, "classroom teacher pay shows a slightly overall better market relationship...than that of other professional/administrative jobs." The TASB study compared GISD with 15 districts in the Galveston County area with which GISD competes for teachers. While none are considered peer districts for comparison on student demographics and achievement, financial management, or educational services delivery, these are the districts to which GISD is likely to lose teachers.

GISD's beginning teacher salary is in line with the area average. With experienced teachers included, however, GISD's average teacher salary is \$906 lower than the average for the area districts (**Exhibit 4-24**).

**Exhibit 4-24**  
**GISD Average Teacher Salaries Compared to Area Districts**  
**1998-99**

District	Beginning Teacher Salary	Average Teacher Salary
Alvin	\$27,100	\$32,478
Angleton	\$27,000	\$34,870
Barbers Hill	\$26,692	\$38,596

Brazosport	\$27,000	\$37,324
Clear Creek	\$27,561	\$34,263
Deer Park	\$28,050	\$34,875
Dickinson	\$26,500	\$35,133
Fort Bend	\$28,500	\$30,606
Goose Creek	\$27,872	\$34,718
La Marque	\$25,428	\$30,650
La Porte	\$28,692	\$37,388
Pasadena	\$27,632	\$35,992
Pearland	\$27,193	\$33,521
Santa Fe	\$26,000	\$35,114
<b>Average (1)</b>	<b>\$27,230</b>	<b>\$34,681</b>
<b>Galveston</b>	<b>\$27,199</b>	<b>\$33,775</b>
<b>GISD variance from average</b>	<b>(\$1)</b>	<b>(\$906)</b>

Source: TASB study for GISD, July 1999.

(1) Average excludes GISD salaries.

GISD teachers with 11 or more years of experience make up 49.4 percent of the district's teachers, versus 46.5 and 48.0 percent for the region and the state, respectively. The disparity in pay for experienced teachers becomes even more pronounced when salaries for teachers with five, 10, 15, and 20 years of experience are compared; GISD trails the average of area districts by \$1,079, \$1,375, \$1,193 and \$1,094, respectively (**Exhibit 4-25**).

**Exhibit 4-25**  
**GISD Teacher Salaries at Various Levels of Experience Compared to**  
**Area Districts**  
**1998-99**

District	Beginning Teacher Salary	Five-Year Teacher Salary	Ten-Year Teacher Salary	Fifteen-Year Teacher Salary	Twenty-Year Teacher Salary
Alvin	\$27,100	\$29,700	\$31,747	\$34,850	\$38,030

Angleton	\$27,000	\$30,400	\$33,400	\$36,400	\$39,400
Barbers Hill	\$26,692	\$29,899	\$33,700	\$36,389	\$40,353
Brazosport	\$27,000	\$30,500	\$33,860	\$38,420	\$39,500
Clear Creek	\$27,561	\$30,161	\$32,761	\$35,361	\$38,302
Deer Park	\$28,050	\$31,300	\$34,550	\$37,800	\$41,050
Dickinson	\$26,500	\$27,600	\$30,730	\$34,760	\$37,800
Fort Bend	\$28,500	\$30,606	\$33,759	\$37,044	\$40,331
Goose Creek	\$27,872	\$29,937	\$31,960	\$35,950	\$38,982
La Marque	\$25,428	\$27,088	\$30,860	\$35,281	\$38,606
La Porte	\$28,692	\$30,592	\$32,967	\$36,172	\$39,192
Pasadena	\$27,632	\$30,218	\$32,785	\$35,985	\$39,202
Pearland	\$27,193	\$28,360	\$31,730	\$35,760	\$38,800
Santa Fe	\$26,000	\$28,771	\$31,231	\$35,155	\$38,352
Texas City	\$26,775	\$29,548	\$32,582	\$36,813	\$40,005
<b>Average (1)</b>	<b>\$27,230</b>	<b>\$29,645</b>	<b>\$32,575</b>	<b>\$36,143</b>	<b>\$39,194</b>
<b>Galveston</b>	<b>\$27,199</b>	<b>\$28,500</b>	<b>\$31,200</b>	<b>\$34,950</b>	<b>\$38,100</b>
<b>GISD variance from average</b>	<b>(\$31)</b>	<b>(\$1,079)</b>	<b>(\$1,375)</b>	<b>(\$1,193)</b>	<b>(\$1,094)</b>

*Source: TASB study for GISD, July 1999.  
(1) Average excludes GISD salaries.*

Principals said that the stress levels of teachers on their campuses is very high and that "the focus of the district is so much on the negatives that the positive is left out." Shortly after Weis Middle School received notice that it had achieved exemplary status by TEA, the board held a meeting at the school without making any public mention of the achievement.

According to the principals, "teachers work hard and are drained but there is no economic reward." Central office staff frequently visit campuses to monitor implementation of the district's plan to achieve TEA recognized status and evaluate the performance of teachers regarding the plan's objectives. According to the principals, however, their focus is primarily on "gotchas" with very little emphasis on positive accomplishments. Central office staff making these visits do not discuss their activities with

the teachers, who are often unaware of who the individual visiting their classroom is.

Moreover, attracting candidates to Galveston can be difficult. According to the executive director of Personnel and the principals, recruiting is complicated by several factors:

- Galveston is isolated from the mainland.
- Galveston's cost of living is high and may be unaffordable for new teachers.
- GISD is not convenient to Houston and its attractions and activities.

Administrators and principals expressed concerns about salary levels for key professional positions in central administration, for all principal positions, and for librarians. The assistant superintendent for Curriculum and Instruction indicated that, for recent openings for directors for Bilingual/ESL Education and Secondary Education, she received only four applications for each position; two applicants for one of the positions withdrew after they learned its salary. Several principals indicated that they had vacant librarian positions because the salary for a starting librarian is the same as that for a beginning teacher, even though the librarian position requires an additional level of certification and training.

According to TASB, GISD's 114 administrative and professional positions are paid at 93 percent of market rates. Since the positions on these schedules are found almost entirely in school districts, TASB used *Salaries and Benefits in Texas Public Schools, 1998-99* as its market data source. Examples of GISD positions and market averages are included in **Exhibit 4-26**. TASB used the same districts for this comparison as it did for its teacher salary evaluation.

**Exhibit 4-26**  
**GISD Salary Comparisons for Administrative and Professional**  
**Positions**  
**1998-99**

Benchmark Position	Market Annual Salary	GISD Annual Average Salary	GISD Salary as a Percentage of the Market Salary
Assistant superintendent - instruction	\$79,636	\$70,129	88%
Director, instruction	\$65,693	\$51,170	78%

Instructional coordinator	\$51,080	\$40,020	78%
Principal - high school	\$73,584	\$67,153	91%
Principal - middle school	\$62,813	\$61,344	98%
Principal - elementary school	\$60,645	\$55,656	92%
Assistant principal - high school	\$52,710	\$45,928	87%
Assistant principal - middle school	\$47,232	\$46,590	99%
Librarian	\$38,259	\$34,646	91%

*Source: TASB study for GISD, July 1999.*

In addition to lower average salaries, employees in certain positions work longer periods than comparable employees in other area districts. For example, GISD principals at all grade levels have 12-month contracts. Of the 15 districts surveyed by TASB, 13 had high school principals on 12-month contracts, 10 had middle school principals on 12-month contracts, and seven had elementary principals on 12-month contracts.

**Recommendation 43:**

**Increase salaries for experienced teachers and administrators at least to the average for area districts.**

If GISD wants to continue its upward trend in student achievement and reach recognized status, it must attract high-quality teachers and retain them.

For administrative positions, priorities should be established beginning with those positions furthest below the market.

**IMPLEMENTATION TIMELINE AND STRATEGIES**

1.	The superintendent includes the recommended increase in the budget for 2000-01 and presents it to the Board of Trustees for review.	July 2000
2.	The board approves the increase and authorizes the superintendent to include the cost in the budget.	August - September 2000

**FISCAL IMPACT**

Assuming that GISD's mix of teachers by level of experience remains the same as it was at the beginning of 1998-99, 702 total teacher positions will include 92.6 beginning teachers, 164.6 with one to five years of experience, 97.7 with six to 10 years of experience, 146.2 with 11 to 20 years of experience, and 200.9 with 20 or more years of experience. Assuming that the five-year salary average developed by TASB covers teachers with one to five years of experience, the 10-year salary average covers those with six to 10 years, the 15-year average covers half of those with 11 to 20 years, and the 20-year average covers everyone else, the estimated annual fiscal impact is \$706,142 (beginning teachers, \$0; one to five years of experience,  $164.6 \times \$1,079 = \$177,603$ ; six to 10 years of experience,  $97.7 \times \$1,375 = \$134,338$ ; 11 to 20 years of experience,  $0.5 \times 146.2 \times \$1,193 = \$87,208$ ; and 20 or more years of experience,  $0.5 \times 146.2 \times \$1,193 = \$87,208$  plus  $200.9 \times \$1,094 = \$219,785$ ).

Based upon TASB's study, increasing the salary levels of the 114 administrative and professional schedule employees would cost \$251,343.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Increase experienced teacher salaries at least to the average for area districts.	(\$957,485)	(\$957,485)	(\$957,485)	(\$957,485)	(\$957,485)



# Chapter 4

## PERSONNEL MANAGEMENT

### D. Policies and Procedures

#### FINDING

Personnel Department employees said the auxiliary departments (Transportation, Warehouse, Maintenance, Operations, and Food Service) maintain personnel files on site for their employees. Personnel Department employees said that they have no idea what information is in these files. Employees of the auxiliary departments said they have always maintained separate employee files.

These files may contain more information than is required, create unnecessary exposure to grievances and legal proceedings for the district, and the effort duplicates the central system.

#### Recommendation 44:

**Transfer all personnel files to the Personnel Department.**

#### IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent and the director or Personnel notify each GISD department that any personnel files are to be transferred to the Personnel Department.	July 2000
2.	Each department transfers existing personnel files and notifies the superintendent when the task is completed.	August - September 2000

#### FISCAL IMPACT

This recommendation can be implemented with existing resources.

#### FINDING

One of the paraprofessionals in the Personnel Department is responsible for maintaining active and inactive employee files. The active employee files are maintained in file cabinets in one office in the department, and files for the last three years are maintained in similar file cabinets in another office. The file cabinets are not fire-retardant, and paper files take up a significant amount of space in both offices.

Files of inactive employees more than three years old are stored at the warehouse. A site inspection of the warehouse by the project team indicated that the files are not stored in a climate-controlled atmosphere, which means that they are likely to rot and decay.

The employee responsible for maintaining the files was not aware of what information TEA requires to be kept in each employee's file. As a result, the employee indicated that training certificates, newspaper articles, and other unnecessary information are included in the files, some of which have grown to considerable size as a consequence.

TEA requires that the following records on professional personnel must be readily available for review: credentials (certificate or license); service record(s) and any required attachments; contract; teaching schedule or other assignment record; and absence from duty reports.

Area districts, such as Beaumont, Clear Creek, Spring, Galena Park, and Ft. Bend, have purchased software allowing them to scan information into a computer and store it on a disk. The City of Dallas aggressively incorporates document imaging in developing its records retention/storage/destruction schedules. Document imaging allows an organization to store up to 30,000 pages of paper on a disk to reduce physical storage needs.

The Texas State Library and Archives Commission (Texas Administrative Code, Title 13, Chapter 7) has adopted standards for document imaging and storage on a disk that meet legal requirements for both permanent and temporary records. The development of imaging systems has replaced the need for filing systems and increased district and citizen access to information.

Imaging would eliminate file cabinets in the department. Job descriptions could be stored on disks and any other necessary information could be retained or made available to other departments.

**Recommendation 45:**

**Eliminate the storage of unnecessary information in employee files and institute a document imaging program.**

An example of a basic, single-station system configuration is included in **Exhibit 4-27**.

**Exhibit 4-27**  
**Elements of a Document Imaging System**

<b>Item</b>	<b>Configuration</b>
Computer	350 MHz Pentium processor, 64 MB RAM, 6 GB hard drive, Windows 95 or 98
Scanner	40 pages per minute, 50-page auto document feeder CD-ROM recorder system
Monitor	20", color
Software	Alchemy, single user, and CD-ROM Companion

Districts performing this function internally often handle this work in the summer, using teachers or paraprofessionals on nine-month contracts who want to earn extra money. As an alternative to purchasing a system, GISD could contract for such service. The City of Bellaire outsources its document imaging to a local vendor.

The district should evaluate its needs and determine if it is more cost-effective to perform this process internally or contract for it. The scanning and filing of 50,000 or more total pages costs about 10 cents per page. At this volume, it may become cheaper to contract for the service.

#### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The executive director of Personnel and department staff review current employee files and remove all unnecessary information.	January 2001
2.	The executive director and the director of Management Information Systems evaluate alternatives to document imaging, including purchasing hardware and software and contracting out for the service.	January-February 2001
3.	The executive director and MIS director develop a set of specifications and prepare requests for proposals for both hardware and software and for contracted service and distribute them to qualified vendors.	February - March 2001
4.	The executive director and MIS director receive and review proposals and select a method.	March - May 2001
5.	The executive director and MIS director recommend an alternative to the superintendent for approval.	June 2001
6.	The superintendent approves the recommendation and includes funds in the budget to initiate the process.	June 2001
7.	The Board of Trustees approves the budget.	August 2001

8.	The executive director completes a purchase order and issues it to the selected vendor.	September 2001
9.	The executive director initiates and oversees the process.	September 2001 and Ongoing

### FISCAL IMPACT

A system similar to the one described above could be purchased and installed for approximately \$20,000. In subsequent years, the district would have to purchase disks and other materials necessary to support the effort; these costs should be more than offset by the corresponding reduction in the number of paper copies that must be made by the department.

If the district decides to contract with an outside firm to run the process, the typical cost per page would be about 10 cents. Assuming the district started with 100,000 pages the first year and added 50,000 pages in each subsequent year, the cost would be \$10,000 for the first year and \$5,000 in each subsequent year.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Purchase and install a document imaging system.	(\$20,000)				
Contract with outside firm to run the process.	(\$10,000)	(\$5,000)	(\$5,000)	(\$5,000)	(\$5,000)
<b>Total Savings/Costs</b>	<b>(\$30,000)</b>	<b>(\$5,000)</b>	<b>(\$5,000)</b>	<b>(\$5,000)</b>	<b>(\$5,000)</b>

### FINDING

GISD tests applicants for paraprofessional positions on an irregular basis. A retired GISD employee comes in occasionally and administers some basic typing or keyboarding tests. If that individual is unavailable, one of the paraprofessional employees conducts keyboarding exercises. The tests are administered and scored manually.

Districts such as Cypress-Fairbanks and Clear Creek use automated testing with self-scoring capabilities. Their systems also can test for simple math, grammar, and sentence construction.

The Mental Health Mental Retardation Authority of Harris County contracts with a temporary employment firm to conduct all paraprofessional testing. The firm varies the test based upon the position

and scores all tests. The firm charges a fee based upon the components of the test (i.e., spelling only; spelling and grammar; or spelling, grammar, and math).

**Recommendation 46:**

**Redesign the paraprofessional applicant testing process to test for specified skills, such as spelling, math and grammar, as a prerequisite for that position.**

Tests should be designed specifically for the requirements of each position. Either an automated testing program or an outside vendor that can supply the necessary service would reduce the amount of staff time needed and allow the tests to be configured as needed for each type of paraprofessional position.

**IMPLEMENTATION STRATEGIES AND TIMETABLE**

1.	The executive director of Personnel eliminates all manual testing for paraprofessional positions.	July 2000
2.	The executive director reviews requirements for paraprofessional positions to determine which require testing.	August - September 2000
3.	The executive director reviews automated testing systems used in other area districts and the availability of outside firms to conduct such testing.	October - November 2000
4.	The director recommends selection of an automated testing system or several local vendors to the superintendent.	December 2000
5.	The superintendent approves the recommendation.	January 2001
6.	The executive director implements the process.	February 2001 and Ongoing

**FISCAL IMPACT**

Automated testing software costs about \$4,000 with an annual maintenance contract of about \$500. The cost of contracted services varies but typically costs \$25 to \$40 per test administered. According to the executive director of Personnel, the district tests about 250 applicants per year. Assuming that 250 applicants would be tested annually at a cost of \$40 each, GISD would pay \$10,000 a year. The fiscal estimate for the first year assumes that testing under this new system would begin in February 2001 and that the district would test about 60 percent of the applicants under this system the first year (250 x 60 percent x \$40 = \$6,000).

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Purchase automated testing software.	(\$4,000)	(\$500)	(\$500)	(\$500)	(\$500)
Cost of administering exams.	(\$6,000)	(\$10,000)	(\$10,000)	(\$10,000)	(\$10,000)
<b>Total Savings/Costs</b>	<b>(\$10,000)</b>	<b>(\$10,500)</b>	<b>(\$10,500)</b>	<b>(\$10,500)</b>	<b>(\$10,500)</b>

# Chapter 5

## FACILITIES USE AND MANAGEMENT

This chapter reviews Galveston Independent School District's (GISD) facilities use and management functions in five areas:

- A. Facilities Planning
- B. Organization and Staffing
- C. Maintenance
- D. Custodial Operations
- E. Energy Management

A comprehensive facilities, maintenance, and energy management program coordinates all the physical resources in the district, and effectively integrates facilities planning with other aspects of school planning. The most effective and efficient plant operations and maintenance programs involve facilities managers in strategic planning, design, and construction. Furthermore, all facilities departments should operate under clearly defined policies and procedures.

Facilities managers should ensure that district facilities are designed and built in a way that enhances the educational process and meets other goals, such as maintaining equipment in peak operating condition; providing a clean school and working environment; ensuring that facilities comply with local, state, and federal building regulations; and minimizing the district's utility costs.

Efficient facilities operations help districts keep up with changing enrollments and instructional needs; they are essential to building public trust and confidence in district management.

### BACKGROUND

GISD owns and operates 20 facilities encompassing more than 1.5 million square feet (**Exhibit 5-1**).

**Exhibit 5-1**  
**GISD Facilities**  
**1999-2000**

				Capacity
				Number of Classrooms

Facility	Year Built	Square Footage	Number of Students	Permanent	Portable
Alternative School	1996	16,701	200	14	0
Scott Elementary School	1996	91,004	805	42	0
Oppe Elementary School	1987	69,632	700	34	4
Morgan Academy of Fine Arts	1979	76,798	760	41	8
Parker Elementary School	1978	81,742	760	37	3
Rosenberg Elementary School	1965	63,044	620	38	0
San Jacinto Elementary School	1965	63,044	680	40	2
Weis Middle School	1965	104,109	700	41	6
Burnet Elementary	1960	68,475	680	34	6
Bolivar Elementary School	1956	18,480	120	11	4
Central Middle School	1954	249,136	1,375	70	6
Ball High School	1954	380,000	3,000	150	1
Austin Middle School	1939	121,364	850	54	0
Alamo Elementary School	1935	79,638	640	31	0
Administration Building	1968	20,000	N/A	N/A	N/A
Administrative Annex	1972	20,000	N/A	N/A	N/A
Fieldhouse	1972	6,146	N/A	N/A	N/A
St. John's Pre-K	1972	7,330	N/A	N/A	N/A
Transportation Facility	1976	1,400	N/A	N/A	N/A
Warehouse	1930's	1,750	N/A	N/A	N/A
<b>Total</b>		<b>1,539,793</b>			

*Source: GISD and Bay Architects.*



GISD passed a \$25,435,000 bond issue in February 1994. The bonds were issued and sold in March 1994, and the funds were received by the district in March 1994. **Exhibit 5-2** shows how the proceeds were used. The projects were completed by August 1996. (The north campus of Ball High School was converted to Scott Elementary School.)

**Exhibit 5-2  
Use of Bond Funds Approved in February 1994**

Use	Amount
Ball High School renovation/conversion	\$1,661,000
Central Middle School renovations	\$1,672,000
Austin Middle School renovations	\$1,158,000
Weis Middle School renovations	\$2,232,000
Ball High School - south campus addition	\$16,716,000
Elementary schools facilities improvement program	\$400,000
Asbestos removal	\$1,500,000
Insurance cost	\$96,000
<b>Total</b>	<b>\$25,435,000</b>

*Source: GISD director of Maintenance.*

In the last two years, the Maintenance Department has completed a series of facility repair and renovation projects throughout the district (**Exhibit 5-3**).

**Exhibit 5-3  
GISD Facility Repair and Renovation Projects  
1998-1999**

Location	Type of Repair/Renovation
Alternative School	Painted dry storage area and science labs
Austin Middle School	New transformer installed
Ball High School	Installed heaters in pool area
	Painted lockers, walls, and trim
Bolivar Elementary School	New restroom built
	Replaced lighting

Bolivar, Burnet, and San Jacinto Elementary Schools	New fire alarm systems installed
Burnet Elementary School	New security screens installed
	Replaced carpet in gym office
Central Middle School	Installed drop ceilings
	Painted outside gym
	Installed new flooring in weight room
Morgan and Parker Elementary Schools	New kitchen serving lines completed Relocated plumbing and electrical systems
Oppe Elementary School	Installed new ceiling in kitchen and storage room
	Tiled floor in one room
Parker Elementary School	Painted gym
Rosenberg Elementary School	Installed plugs and wiring for computer lab
San Jacinto Elementary School	Installed fire alarm system
Scott Elementary School	Replaced lighting
Weis Middle School	Painted new hallways
	Installed lighting at football field
	Tore out walls between rooms
	Built three 12-foot classrooms
	Dropped ceiling and painted
Various schools	Replaced HVAC coils
Various schools	Replaced handrails
Various schools	Cleaned all cooling towers
Various schools	Calibrated all pneumatic thermostats
Security department	Installed separate air conditioning system
Administration annex	Installed carpet
	Painted interior

*Source: GISD director of Maintenance.*

In 1999-2000, the district received more than \$1.7 million in maintenance tax notes through the Texas Association of School Boards for use in

repairing its facilities. The proposed uses for these funds is described in **Exhibit 5-4**.

**Exhibit 5-4**  
**Proposed Use of Maintenance Tax Funds**  
**1999-2000**

<b>School/Facility</b>	<b>Purpose</b>	<b>Amount</b>	<b>Total</b>
Ball High School	Gutter replacement	\$80,000	
	Restroom renovation	\$84,000	
	Chiller repairs	\$37,400	
	Stair treads	\$12,000	
	Ceiling tiles	\$10,000	\$223,400
Austin Middle School	Restroom renovation	\$70,000	
	Stair treads	\$10,000	
	Condensing units	\$64,400	
	Door replacements	\$13,500	
	Elevator upgrade	\$29,800	
	Security screens	\$10,985	\$198,685
Central Middle School	Door replacements	\$28,200	
	Carpet	\$7,500	
	Ceiling tiles	\$7,500	\$43,200
Weis Middle School	Chiller replacement	\$83,000	
	Security screens	\$34,159	\$117,159
Alamo Elementary School	Restroom renovation	\$14,000	
	Variable speed control system	\$24,000	
	Security screens	\$26,102	\$64,102
Bolivar Elementary School	Fire alarm	\$7,750	
	Air conditioning unit	\$8,000	
	Needs assessment	\$10,000	
	Elevate portable buildings	\$60,000	\$85,750

Burnet Elementary School	Fire alarm	\$7,750	
	Canopy around front and side	\$55,000	
	Security screens	\$12,786	\$75,536
Morgan Elementary School	Roof flashing	\$15,000	
	Security screens	\$20,797	\$35,797
Oppe Elementary School	Carpet	\$55,000	
	Chiller	\$100,000	
	Security screens	\$16,563	\$171,563
Parker Elementary School	Security screens	\$25,258	\$25,258
Rosenberg Elementary School	Asbestos abatement	\$416,000	
	Security screens	\$12,740	\$428,740
San Jacinto Elementary School	Gym roof	\$30,000	
	Security screens	\$12,741	\$42,741
Scott Elementary School	Restroom renovation	\$28,000	
	Security screens	\$27,959	\$55,959
Administration building	Climate control replacement	\$14,500	
	Air handling units	\$16,900	\$31,400
General	Plumbing, heat installation	\$5,200	\$5,200
Athletics	Bleachers at Weis Middle School field	\$56,016	
	Fence at Central Middle School fields	\$4,000	
	Renovate/extend press box	\$4,500	
	New sound system	\$4,000	
	Construct two batting tunnels	\$7,500	
	Roof - boys/girls locker rooms	\$24,000	
	Wood fence - Tors field	\$8,000	\$108,016

<b>Total</b>			<b>\$1,712,506</b>
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*Source: GISD director of Maintenance.*

GISD has the fourth-lowest maintenance and custodial expenditures among its peer districts (Exhibit 5-5).

**Exhibit 5-5  
GISD and Peer District Maintenance and Custodial Budgets  
1998-99**

<b>District</b>	<b>Maintenance and Custodial Budgets</b>
Waco	\$9,565,924
Wichita Falls	\$9,312,394
Port Arthur	\$8,480,480
Brazosport	\$8,285,583
Bryan	\$8,257,596
<b>Galveston</b>	<b>\$7,157,891</b>
Longview	\$5,612,968
College Station	\$4,958,515
Lufkin	\$4,842,101

*Source: Texas Education Agency, AEIS 1998-99.*

Compared to its peer districts, GISD's spending on maintenance and custodial services is rising quickly (Exhibit 5-6).

**Exhibit 5-6  
GISD and Peer District Maintenance and Custodial Budgets  
1994-95 - 1998-99**

<b>District</b>	<b>1994-95</b>	<b>1995-96</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>Percent Change</b>
College Station	\$3,426,563	\$3,659,334	\$3,871,994	\$4,140,562	\$4,958,515	44.7%

<b>Galveston</b>	<b>\$5,495,189</b>	<b>\$6,271,797</b>	<b>\$6,457,073</b>	<b>\$6,827,387</b>	<b>\$7,157,891</b>	<b>30.3%</b>
Longview	\$4,656,801	\$5,123,805	\$4,490,572	\$8,660,528	\$5,612,968	20.5%
Lufkin	\$4,107,468	\$4,051,205	\$4,132,784	\$4,643,176	\$4,842,101	17.9%
Bryan	\$7,013,964	\$7,483,113	\$7,500,261	\$8,529,544	\$8,257,596	17.7%
Wichita Falls	\$8,071,201	\$9,643,989	\$8,610,167	\$11,411,707	\$9,312,394	15.4%
Brazosport	\$7,328,725	\$7,615,820	\$8,174,043	\$8,139,650	\$8,285,583	13.1%
Port Arthur	\$7,762,618	\$8,007,339	\$7,854,760	\$7,998,573	\$8,480,480	9.2%
Waco	\$9,140,740	\$10,121,661	\$9,860,462	\$8,421,170	\$9,565,924	4.7%

Source: TEA, PEIMS, 1994-95 - 1998-99.

GISD's student population has fallen by 0.5 percent since 1994-95, while its maintenance and custodial budget has risen by 30.3 percent (**Exhibit 5-7**).

**Exhibit 5-7**  
**GISD Change in Maintenance and Custodial Budget vs. Student Population**  
**1994-95 - 1998-99**

Area	1994-95	1995-95	1996-97	1997-98	1998-99	Percent Change
Student population	9,926	9,910	10,042	10,007	9,873	-0.5%
Maintenance and custodial budget	\$5,495,189	\$6,271,797	\$6,457,073	\$6,827,387	\$7,157,891	30.3%

Source: TEA, PEIMS, 1994-95 - 1998-99.

**Exhibit 5-8** shows that the largest increases in the maintenance and custodial budget were in payroll (\$658,000) and in capital outlay (\$405,000). Capital outlay expenditures had the largest percentage increase.

**Exhibit 5-8**  
**GISD Maintenance and Custodial Budget**  
**1994-95 - 1998-99**

Object	1994-95	1995-96	1996-97	1997-98	1998-99	Percent
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						<b>Change</b>
Payroll	\$2,458,453	\$2,919,391	\$3,071,983	\$3,245,406	\$3,116,891	26.8%
Contracted Services	\$1,873,398	\$2,028,588	\$2,090,769	\$2,324,424	\$2,184,420	16.6%
Supplies and materials	\$536,162	\$617,789	\$547,616	\$573,050	\$681,230	27.1%
Insurance and bonding	\$298,858	\$317,472	\$349,905	\$324,064	\$360,000	20.5%
Other operating costs	\$304,294	\$326,298	\$353,315	\$337,801	\$385,825	26.8%
Capital Outlay	\$24,024	\$62,259	\$43,485	\$22,642	\$429,525	1,687.9%
<b>Total</b>	<b>\$5,495,189</b>	<b>\$6,271,797</b>	<b>\$6,457,073</b>	<b>\$6,827,387</b>	<b>\$7,157,891</b>	<b>30.3%</b>

*Source: TEA, PEIMS, 1994-95 - 1998-99.*

Since 1961, GISD has been under court order to eliminate a "dual school system" and end desegregation. To accomplish this goal, GISD implemented a neighborhood school assignment program. By 1968, grades 9-12 were considered to be totally integrated, but the district still had three predominantly black elementary schools.

In 1975, GISD received voter approval of a bond issue to build L.A. Morgan Elementary School to replace the three predominantly black schools; however, the court concluded that the new school would not solve the segregation issue in that area of the district. In 1978, the court approved a plan, with specific percentage goals by ethnicity, to desegregate Morgan by implementing a district-wide majority-to-minority transfer program and operating Morgan as a magnet school. In 1981, the court modified the plan by eliminating the required percentage goals, but also ordered GISD to continue to implement the court-approved desegregation plan "until such time as the Court might conduct a final hearing to determine whether GISD had achieved unitary status." Since then, the only actions taken by GISD have been obtaining approval from the court to build a new elementary school in 1986 and to modify attendance boundaries in 1995.

# Chapter 5

## FACILITIES USE AND MANAGEMENT

### A. Facilities Planning

A school district's long-range comprehensive master plan is a compilation of district policies, information, and statistical data that provides a basis for planning the construction, modification, and use of educational facilities to meet the community's changing needs. The master plan becomes the district's policy statement for allocating its resources and offers potential alternatives for facility improvement.

Effective school facilities master planning incorporates the following elements:

**Facility Capacity:** The capacity of each school facility should be established by setting standards governing student/teacher ratios and the amount of square feet required per student in a classroom. These standards also should address the minimum size of core facilities (such as gyms, cafeterias, and libraries) so that schools do not overload these facilities or overuse portable classrooms.

**Facility Inventory:** An accurate facility inventory is an essential tool for managing the use of school facilities. Each school inventory should identify the use and size of each room. This allows planners to accurately determine the capacity of each school. Modifications to schools should be noted in the inventory so that it can be kept up to date.

**Enrollment Projections:** Effective planning requires accurate enrollment projections. These projections should be made for at least five years into the future. Accurate projections require planners to examine neighborhood demographics and track new construction activity in the district. Many school planners work in coordination with county and city planners to track growth patterns.

**Attendance Zones:** While the use of portable classrooms can temporarily alleviate overcrowding due to fluctuations in enrollment, they can become a deficit to the educational program if they are overused as a way to handle overloading of core facilities. Therefore, an effective enrollment management plan calls for adjustments in attendance zones whenever necessary, to ensure that all school facilities are used effectively and to avoid overcrowding at any one facility. While such adjustments often prove unpopular with parents and students, they are necessary if all students are to have appropriate access to school facilities.



**Capital Improvement Master Plan:** Effective planning requires the district to anticipate its future needs and balance them against available resources. A capital master plan charts future improvements to school facilities and identifies funding sources for them. The planning process, which should involve the community at large, identifies district goals and objectives and prioritizes projects accordingly.

**FINDING**

GISD lacks both a long-range facilities master plan and a preventive maintenance plan for its buildings. The district's facilities are old, averaging more than 37 years each. Critical elements in many of the schools, such as heating/ventilation/air conditioning (HVAC) systems, need attention. The Maintenance Department addresses only the most immediate and critical maintenance and repair projects on an *ad hoc* basis. The funds and staff used to accomplish these projects generally come from the Maintenance Department's budget.

GISD has reviewed its facilities and maintenance requirements twice in the last two years and prepared comprehensive assessments of its needs, but, these assessments have not yet been translated into a long-term plan.

The first of these assessments, conducted in November 1998, carried an estimated price tag of over \$17 million. Key recommendations from this assessment that carried estimated costs are summarized

in **Exhibit 5-9**. These recommendations were made to the assistant superintendent of Business Services by the director of Maintenance and each of the Maintenance Department's supervisors. The district never acted on these recommendations.

**Exhibit 5-9**  
**Key Items Included in a GISD Facilities Needs Report**  
**Prepared by the Maintenance Department**  
**November 1998**

Campus	Recommended Repairs	Estimated Cost
Ball High School	Replace air conditioning system	\$3,912,380
	Maintain air handler annually	\$30,000
	Replace plumbing	\$575,350
	Install stair treads	\$30,000

	Asbestos abatement	\$250,000
	Repair concrete and rebar supports	\$750,000
	Renovate various athletic facilities	\$1,586,000
Austin Middle School	Repair leaking roof	\$500,000
	Replace two air conditioning units annually	\$30,000
	Replace plumbing	\$303,410
	Repair concrete and rebar supports	\$450,000
	Install fire alarm	\$50,000
	Replace stair treads	\$18,000
	Repair rest rooms	\$8,000
	Renovate various athletic facilities	\$145,000
	Replace cafeteria fire suppression system	\$2,400
Central Middle School	Replace air conditioning system	\$2,938,426
	Replace two air conditioning units annually	\$30,000
	Replace plumbing	\$432,095
	Asbestos abatement	\$250,000
	Replace stair treads	\$25,000
	Install fire alarm	\$75,000
	Replace cafeteria fire suppression system	\$2,400
Weis Middle School	Maintain air handler annually	\$30,000
	Renovate various athletic facilities	\$135,000
	Replace cafeteria fire suppression system	\$2,400
Alamo Elementary School	Install fire alarm	\$50,000
	Maintain air handler annually	\$30,000
	Repair concrete and rebar supports	\$275,000
	Replace plumbing	\$225,785
	Resurface parking lot	\$25,000

Bolivar Elementary School	Replace floor covering	\$26,000
	Install fire alarm	\$40,000
	Replace two air conditioning units annually	\$30,000
	Replace cafeteria fire suppression system	\$2,400
Burnet Elementary School	Repair parking lot	\$35,000
	Maintain air handler annually	\$30,000
	Replace cafeteria fire suppression system	\$2,400
Morgan Elementary School	Repair parking lot	\$25,000
	Maintain air handler annually	\$30,000
	Various cafeteria repairs	\$27,400
Oppe Elementary School	Repair parking lot and lights	\$44,000
	Replace carpet	\$60,000
	Replace leaking roof	\$310,000
	Various cafeteria repairs	\$27,400
Parker Elementary School	Repair parking lot and lights	\$32,000
	Install fire alarm	\$30,000
	Various cafeteria repairs	\$27,400
Rosenberg Elementary School	Asbestos abatement	\$356,000
	Install fire alarm	\$40,000
	Maintain air handler annually	\$30,000
	Replace cafeteria fire suppression system	\$2,400
San Jacinto Elementary School	Install fire alarm	\$40,000
	Maintain air handler annually	\$30,000
	Replace cafeteria fire suppression system	\$2,400
Scott Elementary School	Maintain air handler annually	\$30,000

	Replace cafeteria fire suppression system	\$2,400
Courville Stadium	Repair concrete and rebar supports	\$500,000
	Replace bleachers	\$120,000
	Replace press boxes	\$200,000
	Update field houses	\$200,000
	Replace restrooms	\$30,000
Tor Baseball Field	Renovate facilities	\$200,000
Maintenance facility/warehouse	Renovate/update facility	\$1,555,000
Administration building	Replace furniture	\$15,000
Administration annex	Renovate/update facility	\$140,000
<b>Total</b>		<b>\$17,438,846</b>

Source: *An Update on Academic and Athletic Facilities*, November 1998.

Maintenance Department supervisors also said that they submitted long-term facilities needs documents to the assistant superintendent of Business Services in both 1995 and 1996 but these were not comprehensively addressed in the budgets.

In July 1999, a citizens committee again reviewed the district's facilities needs. The priorities established by this committee are included in **Exhibit 5-10**. To address some of the high-priority items, the maintenance budget was increased pursuant to a recommendation by the superintendent and approval by the Board of Trustees.

**Exhibit 5-10**  
**Priorities of Citizens' Facilities Committee for GISD**  
**July 1999**

School	Description of Key Priorities
Elementary schools	Rosenberg asbestos abatement Fire alarms in all schools Overhaul bathrooms Systematically repair/replace roofs Systematically replace air conditioners Replace carpet/tile at Oppe Panic buttons in classrooms at all schools

Middle schools	Renovate restrooms, elevator, and cafeteria at Austin Central asbestos abatement in auditorium
Ball High School	Asbestos abatement in auditorium Refurbish all restrooms Refurbish wood shop and auto shop Refurbish two homemaking rooms Bring electrical outlets up to date Repair roof leaks Replace all furniture Replace all plumbing pipes under building Maintain air conditioning to operate at maximum efficiency
Alternative School	Update restrooms Enlarge kitchen Enlarge classroom space Enhance physical education facility area Replace furniture
Transportation facility	Install bus-washing facility
Warehouse	Weather-proof walls and repair roof
Bolivar Elementary School	Complete assessment
Athletic facilities	Build new all-sports fieldhouse Repair gymnasium and multi-purpose field at Austin Middle Repair/remodel football stadium Repair baseball complex

*Source: Citizens' Facilities Committee Report, July 1999.*

The board, however, has not yet prepared or approved a plan to address all the district's facilities needs and identify funding alternatives. The chairman of the board's finance committee requested such information during committee meetings in December 1999. The issue has been a hot topic in the community, which seems divided over the question of whether athletic facilities or campus buildings should be the biggest priority.

The Texas Education Agency (TEA) recommends a facilities planning process model to assist districts in organizing and planning for growth (**Exhibit 5-11**). Such a process addresses a variety of planning issues that should lead toward the development of a master plan.

**Exhibit 5-11**  
**TEA Recommended Facilities Planning Process**

<b>Program Element</b>	<b>Mission</b>	<b>Responsibilities</b>	<b>Deliverables</b>
Planning	Needs Assessment	Identify current and future needs	Demographics, enrollment projections, facilities survey, boundary, funding, education program, market, staff capability, transportation analysis
	Scope	Outline required building areas; develop schedules and costs	Programming, cost estimating, scheduling, cost analysis
	Strategy	Identify structure	Facilities project list, master schedule, budget plan, organization plan, marketing plan
	Public Approval	Implement public relations campaign	Public and media relations
Approach	Management Plan	Detail roles, responsibilities, and procedures	Program management plan and systems
	Program Strategy	Review and refine details	Detailed delivery strategy
	Program Guidelines		Educational specifications, design guidelines, Computer-Aided Design (CAD) standards

*Source: Planning model recommended by TEA.*

A facilities master plan identifies each major repair or renovation needed on each campus. The plan considers external factors such as community needs as well as internal factors such as financing alternatives. It establishes a priority for each project, establishes a timeframe for the work (such as year three of a five-year plan), and estimates the cost of each project. GISD has approached this part of the facilities planning process in a piecemeal fashion:

- Some funds are allocated to the Maintenance Department through the budget each year.

- The district has secured \$1.7 million in maintenance tax notes through the Texas Association of School Boards (TASB) to finance facilities maintenance for 1999-2000.
- GISD uses funds from the Lovenberg Trust, established in 1939 to fund repairs to district middle schools, but has no plan specifying how and when to use these funds. As a result, the \$1.7 million in TASB financing includes projects for middle schools that could be funded totally or in part by these trust funds.

**Recommendation 47:**

**Develop a long -range facilities master plan.**

Through the two assessments conducted during the past 18 months, GISD has developed a comprehensive list of its facility needs.

The district should establish a facilities committee, similar to the July 1999 task force, to review the recent needs assessments, work completed since those assessments, and priorities developed by the citizens committee and the staff. The committee should have 25 to 30 members including GISD administrators, teachers, and maintenance staff and members of the community representing each of the schools. Principals should work with the committee to confirm the priorities set out in prior needs assessments.

Each year the master plan must be reviewed and updated to reflect changing priorities and events. Such reviews provide an opportunity to involve the community in understanding the complexities of facilities issues and determining priorities.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The Board of Trustees establishes a committee and nominates citizens from across the community to participate.	July 2000
2.	The superintendent selects GISD staff to serve on the committee.	July 2000
3.	The director of Maintenance and the assistant superintendent of Business Services provide support to the committee and schedule the initial meeting.	July 2000
4.	The committee establishes a meeting schedule, reviews the needs assessment documents, and, if necessary, conducts a tour of all facilities.	August - September 2000
5.	The committee prepares a priority list of facilities needs and holds meetings at each school to gather feedback from parents	October - November

	and residents.	2000
6.	The committee includes the community input in their recommendations and combines the priorities into a recommended master plan.	February 2001
7.	The director of Maintenance and/or the assistant superintendent of Business Services provide cost data for each recommended item and recommend a schedule for accomplishing the plan based upon the district's projected financial capabilities.	February 2001
8.	The superintendent reviews the plan and recommends approval to the board.	March 2001
9.	The board reviews the plan, makes modifications, approves the overall plan, and directs the superintendent to include "year one" items in the budget preparation process.	April 2001
10.	The director annually updates the plan, reviews the cost information, and presents recommendations to the board.	Ongoing

### **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

### **FINDING**

GISD has nine attendance zones for each of its elementary schools and three for its middle schools. These attendance zones have not been reviewed for three years.

During 1998, attendance at GISD schools was affected by several key events, including the demolition of a public housing project near Oppe Elementary School and the creation of the Odyssey charter school. As a result, the district's overall enrollment fell from 9,873 students at the beginning of the 1998-99 school year to 9,378 students as of December 1, 1999, a drop of 495. **Exhibit 5-12** compares capacity at each GISD school with enrollment as of December 1, 1999.

**Exhibit 5-12**  
**GISD Enrollment Compared to School Capacity**  
**December 1, 1999**

<b>Campus</b>	<b>1999-2000 Enrollment</b>	<b>Student Capacity (1)</b>	<b>Variance</b>
Ball High School	2,423	3,000	-577



Austin Middle School	532	850	-318
Central Middle School	621	1,375	-754
Weis Middle School	756	700	+56
Alamo Elementary School	536	640	-104
Bolivar Elementary School	206	120	+86
Burnet Elementary School	613	680	-67
Morgan Academy of Fine Arts	530	760	-230
Oppe Elementary School	623	700	-77
Parker Elementary School	617	760	-143
Rosenberg Elementary School	519	620	-101
San Jacinto Elementary School	511	680	-169
Scott Elementary School	658	805	-147

*Source: Bay Architects and GISD administrative assistant.*

*Note: Enrollment numbers do not include the Alternative School and St. John's, which is a leased facility.*

*(1) Permanent facilities only.*

With the exception of Bolivar Elementary School and Weis Middle School, all GISD schools are below their stated building capacity. In the case of Weis Middle School, an interview with the school's principal and a tour of the facility by the project team indicated significant overcrowding in its classrooms. The principal said that this condition creates additional stress for teachers and that class sizes that are too large to facilitate proper learning conditions. The other two GISD middle schools, Austin and Central, are significantly below capacity.

**Recommendation 48:**

**Review current attendance zones and revise their boundaries to more equitably distribute students across schools.**

Since the district is under court-ordered desegregation, any change in attendance zones must be approved by the court.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The administrative assistant meets with principals and reviews current building capacities, enrollments, and student projections.	July 2000
2.	The administrative assistant identifies the location of students in proximity to current school attendance boundaries and calculates the impacts of several different scenarios for boundary adjustment.	July -August 2000
3.	The administrative assistant reviews these scenarios with the principals.	September 2000
4.	The administrative assistant schedules a series of community meetings to review potential adjustments to the current attendance boundaries.	October - November 2000
5.	The administrative assistant incorporates the community input into the alternatives and presents a recommended plan to the superintendent.	February 2001
6.	The superintendent reviews the plan and presents it to the board.	March 2001
7.	The board reviews the plan, holds a public hearing, makes modifications, and approves an alternative.	April - May 2001
8.	GISD petitions the court to change school boundary lines.	May 2001

### **FISCAL IMPACT**

This recommendation could be implemented with existing resources.

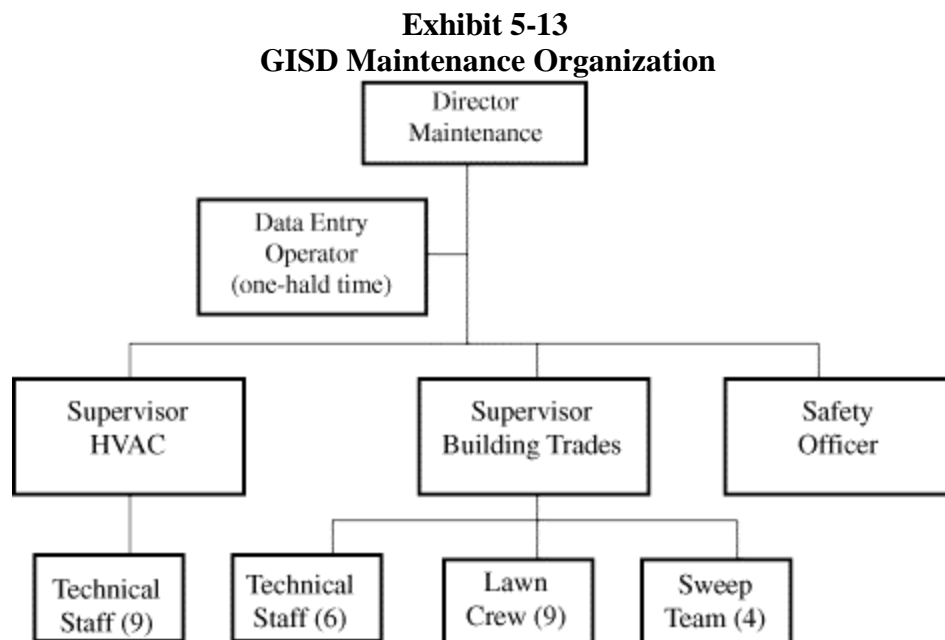
# Chapter 5

## FACILITIES USE AND MANAGEMENT

### B. Organization and Staffing

The Maintenance Department maintains facilities for both routine and major repairs. The department has 33 positions (32.5 FTEs) including a director, supervisors for HVAC and building trades, a safety officer, and a technical staff of five mechanics, two plumbers, two electricians, two carpenters, one painter, one locksmith, two general laborers, nine lawn crew members, and four sweep team members.

The department organization is shown in **Exhibit 5-13**.



*Source: GISD director of Maintenance.*

The director of Operations supervises GISD's custodial operations. Three supervisors oversee custodial operations for specific geographical areas within the district. The department has a total of 107 employees. With the exception of one clerical position and five laundress positions, all are custodial workers.

The two departments have two directors and five supervisors. The superintendent said the two departments had been combined previously but were separated due to financial mismanagement by a previous department head.

## FINDING

Principals told TSPR that they find it difficult to have routine maintenance performed in their schools. The custodians are not responsible for maintenance. Friction often arises between custodial and maintenance personnel; maintenance personnel wonder why custodians cannot do more, while custodial personnel resent being pulled from their assigned tasks to perform work they feel should be handled by Maintenance.

Maintenance and Operations do not coordinate their activities. In 1998-99, the Maintenance Department incurred excessive overtime. The Operations Department found itself included in the criticism of this situation that followed during the ensuing budget-cutting process; this situation caused additional antipathy between the directors of the two departments.

The Association of School Business Officials (ASBO) in its manual, *Custodial Methods and Procedures*, recommends that custodians conduct certain routine maintenance functions to reduce the workload on skilled craft workers. These functions include checking mechanical rooms to ensure that HVAC systems are functioning properly; completing minor repairs and preventive maintenance such as touch-up painting, minor building repairs (such as unclogging commodes), and replacing HVAC filters; cutting grass; and installing new bulletin boards and lights.

Of GISD's peer districts, six combine the maintenance and custodial functions (Port Arthur, College Station, Brazosport, Lufkin, Wichita Falls, and Bryan).

### **Recommendation 49:**

#### **Combine the Maintenance and Operations Departments.**

The new department would be headed by a director of Maintenance and Operations. Combining the two functions in one department could lead to better cross-utilization of personnel to handle routine and preventive maintenance functions and allow existing maintenance employees to focus on major repairs.

## IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent recommends to the board the consolidation of the Maintenance and Operations Departments, the elimination of the two current director positions, and the creation of a new position of director of Maintenance and Operations.	July 2000
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2.	After receiving the board's approval, the superintendent and the executive director of Personnel create a new job description and advertise the position.	August 2000
3.	The executive director refers qualified applicants to the superintendent for interviews.	September 2000
4.	The superintendent selects a candidate and recommends approval to the board.	October 2000
5.	The board approves the superintendent's recommendation, and the director begins work.	November 2000
6.	The director reviews and revises responsibilities of custodial and maintenance personnel to make better use of all personnel.	January - February 2001

### **FISCAL IMPACT**

The elimination of two director positions would result in annual salary savings of \$105,900 and annual employee benefit savings of \$26,475, for a total of \$132,375. Creating a new director position would cost \$52,950 in salary plus 25 percent in benefits (\$13,238) for a total of \$66,188. Net annual savings to GISD would be \$66,187 ( $\$132,375 - \$66,188 = \$66,187$ ). In the first year, savings would be higher because the two positions would be eliminated at the beginning of the 2000-01 year and remain vacant for four months until a new director is hired. For the remainder of 2000-01 and in subsequent years, only the salary of one position would be saved. This would result in additional savings of \$17,474 in salary and \$4,369 in benefits, or \$21,843. Total first-year savings would be \$88,030 (\$66,187 in annual savings from one position and an additional \$21,843 from keeping both positions vacant for four months).

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Combine the Maintenance and Operations Departments.	\$88,030	\$66,187	\$66,187	\$66,187	\$66,187

### **FINDING**

GISD maintains a lawn crew to cut the grass on its campuses and maintain their landscaping. The crew has nine members. The budget for this function in 1999-2000 was \$359,789.

During the fall of the 1999-2000 school year, Oppe Elementary School needed to have bushes around the school cut and its landscaping refurbished. Repeated requests to the Maintenance Department resulted in no action; the school parent-teacher organization finally paid an outside contractor \$1,800 to do the work. Principals at other schools said that this was not an isolated incident.

The county judge, a former member of the GISD board, has emphasized Galveston County's willingness to provide services to other local entities at cost. GISD used the county's Road Department in 1999-2000 to pave the parking lot at Burnet Elementary School for \$2,500. The director of Maintenance said this cost was much lower than GISD could get from any vendor.

Galveston County has an extensive network of parks and recreational facilities and employs personnel to maintain these facilities and mow lawns. It also has lawn crews in other departments for specific areas of maintenance and landscaping, such as the Seawall Maintenance Department.

**Recommendation 50:**

**Contract with Galveston County for school grounds maintenance.**

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent meets with the county judge and appropriate county staff to discuss contracting for grounds maintenance services.	July 2000
2.	The county reviews GISD's maintenance needs and prepares an interlocal agreement with appropriate performance measures.	August 2000
3.	The superintendent and the director of Maintenance review the proposal and recommend its approval to the board.	September 2000
4.	The director and the appropriate county department head determine a schedule for grounds maintenance at each facility and initiate the service.	October 2000

**FISCAL IMPACT**

According to the County of Galveston Beach and Parks Department, the county could maintain GISD school grounds for \$308,400 annually, a savings of \$51,389 over current expenses (\$359,789 - \$308,400 = \$51,389).

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Contract with Galveston County for school grounds maintenance.	\$51,389	\$51,389	\$51,389	\$51,389	\$51,389

# Chapter 5

## FACILITIES USE AND MANAGEMENT

### C. Maintenance

#### FINDING

One of the GISD community's key concerns has been the maintenance of district facilities. This issue was raised during 1998-99 at school board meetings, in reports prepared by GISD Maintenance Department staff, through articles in the local newspaper, and by the citizens' task force that reviewed the current state of GISD facilities.

In TSPR's written surveys of teachers and principals, the quality of GISD's facilities maintenance was rated very low (**Exhibit 5-14**). Almost half of the teachers and a third of the principals and assistant principals responding to the survey disagreed or strongly disagreed that the Maintenance Department makes repairs in a timely manner.

**Exhibit 5-14**  
**Evaluation of Facilities Maintenance by GISD Principals and Teachers**

Survey Statement	Principals' Response		Teachers' Response	
	Strongly Agree or Agree	Strongly Disagree or Disagree	Strongly Agree or Agree	Strongly Disagree or Disagree
Buildings are properly maintained in a timely manner.	55%	33%	50%	43%
Repairs are made in a timely manner.	56%	33%	43%	49%
Emergency maintenance is handled promptly.	84%	17%	59%	23%

*Source: TSPR survey, November 1999.*

*Note: Totals may not add to 100 due to rounding.*

**Exhibit 5-15** illustrates the Maintenance Department's expenditures for 1995-96 through 1998-99 and its budget for the 1999-2000 school year.



The department's budget rose by 51.2 percent over this period. Contracted services, which includes the district's utility costs, rose by the greatest dollar amount (\$1,494,725).

**Exhibit 5-15  
GISD Maintenance Budget  
1995-96 - 1999-2000**

<b>Operating Expense</b>	<b>1995-96 Actual</b>	<b>1996-97 Actual</b>	<b>1997-98 Actual</b>	<b>1998-99 Actual</b>	<b>1999-2000 Budget</b>	<b>Percent Change</b>
Salaries, wages, overtime, and benefits	\$1,140,894	\$1,134,194	\$1,322,047	1,386,782	\$1,420,748	24.5%
Contracted services	\$2,324,807	\$2,407,561	\$2,525,629	\$2,994,204	\$3,819,532	64.3%
Maintenance, equipment, materials and supplies	\$352,500	\$382,600	\$336,832	\$566,869	\$532,152	51.0%
<b>Total</b>	<b>\$3,818,201</b>	<b>\$3,924,355</b>	<b>\$4,184,508</b>	<b>\$4,947,855</b>	<b>\$5,772,432</b>	<b>51.2%</b>

*Source: GISD budgets, 1995-96 - 1998-99.*

GISD maintains 1,539,793 total square feet in 20 facilities. Maintenance employs skilled crafts workers in several trades. The 33 Maintenance Department employees each are responsible for an average of 46,660 square feet. The staff handles most routine repairs and contracts with various vendors for major equipment repair/replacement (such as HVAC chillers), roofing repairs or replacement, lawn care at Bolivar Elementary School, carpet and tile work, and glass replacement.

The Association of Physical Plant Administrators (APPA) has developed a set of staffing standards for crafts positions based upon gross square footage in a district. The current GISD Maintenance Department staffing is compared to these standards in **Exhibit 5-16**. Based upon this comparison, GISD's Maintenance Department is understaffed by nine to 12 positions. This shortage of personnel is underscored by the \$97,000 in overtime costs GISD was forced to pay to Maintenance Department personnel in 1998-99.

**Exhibit 5-16  
GISD Maintenance Department Craftspeople Compared to APPA**

**Standard  
1999-2000**

<b>Craft</b>	<b>Current Staffing</b>	<b>APPA Standard</b>	<b>Recommended Staffing</b>	<b>Variance Above (+) /Below (-) Standard</b>
General maintenance mechanic	3	1:500,000 gross square feet (GSF)	3	0
HVAC mechanic	3	1:450,000 GSF	3-4	0-1
Plumber	2	1:390,000 GSF	4	- 2
Electrician	3	1:380,000 GSF	4	- 1
Carpenter and locksmith	3	1:200,000 GSF	7-8	- 4-5
Painter	1	1:200,000 GSF	7-8	- 6-7
General maintenance workers	7	1:500,000 GSF	3	+ 4
<b>Total</b>	<b>22</b>		<b>31-34</b>	<b>- 9-12</b>

*Source: GISD Maintenance Department and Association of Physical Plant Administrators.*

According to the salary study conducted by TASB in July 1999, GISD's manual trades employees, which includes the Maintenance Department, were paid at 91 percent of market rates, with six jobs paid less than 90 percent of the market average. Market comparisons were made with other area school districts and other local employers, such as the University of Texas Medical Branch. Three Maintenance Department crafts positions were included in the survey: carpenter, plumber, HVAC mechanic, and electrician. In all three cases, these positions were paid less than the average paid in the competitive market (**Exhibit 5-17**).

**Exhibit 5-17  
Comparison of Maintenance Department Position Wages**

**Included in TASB Survey to Market Wages  
July 1999**

<b>Position</b>	<b>Market Wage/Hour</b>	<b>GISD Wage/Hour</b>	<b>Difference/Hour</b>
HVAC mechanic	\$14.03	\$11.44	-\$2.59
Plumber	\$14.86	\$12.83	-\$2.03
Electrician	\$14.86	\$12.83	-\$2.03
Carpenter	\$15.01	\$13.27	-\$1.74

*Source: TASB Salary Study and Compensation Plan, July 1999.*

Maintenance Department supervisors said it is difficult to recruit qualified crafts workers. An HVAC mechanic position has been vacant for several months; a supervisor must fill the role. The supervisor said that it has proven impossible to retain a preventive maintenance mechanic to work in the evenings. The building trades supervisor said he lost his finish carpenter and received no applications when the position was advertised.

The Mental Health Mental Retardation Authority of Harris County contracts with Johnson Controls for maintenance workers to handle repairs and renovation, routine maintenance, and preventive maintenance at more than 60 facilities. Johnson Controls provides a dedicated maintenance manager and 12 full-time equivalent (FTE) maintenance positions. The maintenance manager determines what skills are needed on both a long- and short-term basis and brings in skilled craftspeople as necessary.

**Recommendation 51:**

**Identify appropriate sources of skilled craftspeople and contract for necessary services.**

The district's most critical needs are for experienced HVAC mechanics, carpenters, electricians, and plumbers. By contracting for the craftspeople needed, the district should be able to eliminated the \$97,000 annually paid in overtime.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The assistant superintendent of Business Services and the director of Maintenance review the department's workload, the prior study of the department, and the plans for facilities maintenance developed in the facilities master plan.	July 2000
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2.	The assistant superintendent develops a request for proposals (RFP) to contract for maintenance craftspeople and presents it to the superintendent for review and approval.	July 2000
3.	The superintendent approves the RFP and authorizes the assistant superintendent to issue the RFP and modify the proposed budget for 2000-01 to reflect the additional cost.	July 2000
4.	The assistant superintendent issues the RFP, reviews responses, and recommends a firm to the superintendent for approval.	August - October 2000
5.	The superintendent approves the recommendation and recommends it to the board for approval.	November 2000
6.	The board approves the contract and eliminates the \$97,000 in overtime from the budget.	December 2000

### FISCAL IMPACT

Assuming that the number of positions for HVAC mechanics, carpenters, and plumbers is increased to the level recommended by APPA standards, GISD would contract for four carpenters, one electrician, and two plumbers. Assuming the annual wages for these positions are set at the market average determined by TASB and based upon 2,080 hours of work annually, they would be \$124,884 for the four carpenters ( $\$15.01 \times 2,080 = \$31,221 \times 4 = \$124,884$ ), \$30,909 for the electrician ( $\$14.86 \times 2,080 = \$30,909$ ), and \$62,442 for the two plumbers ( $\$15.01 \times 2,080 = \$31,221 \times 2 = \$62,442$ ). The total for annual salaries thus would be \$218,235. Including the additional management costs associated with such a contract, an annual budget of \$250,000 seems reasonable. By contracting for the craftspeople needed, the district should be able to eliminate the \$97,000 annually paid in overtime ( $\$250,000 - \$97,000 = \$153,000$ ).

Recommendation	2000-01	2001-02	2002-03	2003-04	2004-05
Identify appropriate sources of skilled craftspeople and contract for necessary services.	(\$76,500)	(\$153,000)	(\$153,000)	(\$153,000)	(\$153,000)

### FINDING

Maintenance Department supervisors prepare budgets based on the amount of work they think is necessary in their areas. Interviews with employees, however, indicated that there is little relationship between the

budgets turned into management and the revised versions sent back after approval by the assistant superintendent of Business Services. The assistant superintendent of Business Services does not provide feedback to the supervisors regarding any changes or priorities.

**Recommendation 52:**

**Develop a process that ties maintenance needs to the budget and involves all Maintenance Department supervisors in the process.**

The facilities master plan should serve as a starting point for determining annual Maintenance Department priorities. Work intended to be completed by GISD personnel should be reviewed to ensure that costs are accurate.

Principals should be surveyed and tours conducted of each facility in the spring to confirm work that is in the master plan and identify additional work that needs to be done. Costs should be developed for each project not already in the master plan.

The projects and cost figures should be reviewed by the Maintenance director and each supervisor and approved or modified based upon current staffing and workload. Priorities should be set and included in the budget in this manner so that decisions regarding the department's budget are based upon priorities and actual costs.

The budget and associated priorities should be presented and discussed with the superintendent, assistant superintendent of Curriculum and Instruction, and all principals and modified to reflect final district priorities. These priorities should be presented with associated costs in the budget process.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Maintenance reviews the facility master plan.	January 2001
2.	The director of Maintenance meets with Maintenance Department supervisors to review priority needs for the next fiscal year based on the plan and to identify any other priorities.	January 2001
3.	The director uses the information provided by the plan and the supervisors to prepare a recommended budget tied to the priority needs of the district.	January - February 2001
4.	The director reviews the budget with the supervisors and makes modifications, as necessary.	February 2001
5.	The director meets with principals and tours each district	March - May

	facility.	2001
6.	The director modifies the budget, as necessary, and reviews it with the supervisors for any additional revisions.	April 2001
7.	The director discusses the revised priorities and budget with the superintendent, assistant superintendent of Curriculum and Instruction, and all principals to finalize priorities.	May - June 2001
8.	The director includes these priorities with their associated costs in the budget.	July 2001

### **FISCAL IMPACT**

This recommendation could be implemented with existing resources.

### **FINDING**

The Maintenance Department uses an automated work order system from Applied Computer Technologies. The stand-alone system is not connected to the district's wide area network, so all work orders must be processed manually. Principals and central office departments submit work order requests on three-part forms. The originator keeps one part and sends the other two to the Maintenance Department. The data entry operator enters each work order into the system. Principals and departments can check the status of a work order by sending an e-mail or calling the Maintenance Department.

The director of Maintenance said that the system has not been fully used until this year, so older data regarding work order completions and average time to complete work orders are not available. All work orders are to be "processed, not completed, within one week" of receipt.

**Exhibit 5-18** shows work orders completed by the Maintenance Department since August 1, 1999 and the average completion time by priority level.

**Exhibit 5-18**  
**GISD Work Order Totals by Location and Average Completion Time**  
**by Priority Level**  
**August 1-December 7, 1999**

	Priority			
Location	1 - Urgent	2 - Routine	3 - Deferred	Total Work Orders Completed

Administration building	3	80	15	98
Alamo Elementary School	1	78	19	98
Alternative School	2	45	5	52
Austin Middle School	3	137	14	154
Ball High School	15	413	69	497
Bolivar Elementary School	1	61	12	74
Burnet Elementary School	6	141	18	165
Transportation facility	1	16	4	21
Central Middle School	0	136	30	166
Courville Stadium	1	78	20	99
Morgan Elementary School	3	88	12	103
Oppe Elementary School	10	127	15	152
Parker Elementary School	5	108	15	128
Rosenberg Elementary School	1	85	6	92
San Jacinto Elementary School	8	97	12	117
Scott Elementary School	4	96	18	118
St. John's	1	41	6	48
Warehouse	1	44	7	52
Weis Middle School	6	194	29	229
<b>Total</b>	<b>72</b>	<b>2,065</b>	<b>326</b>	<b>2,463</b>
<b>Average completion time</b>	<b>4.4 days</b>	<b>11.7 days</b>	<b>34.0 days</b>	

*Source: GISD director of Maintenance.*

The three priority levels of the work-order system determine the completion timeframe:

- 1-Urgent: Corrective actions of such a nature that the failure to take immediate action will jeopardize the operation of the facility.
- 2-Routine: Corrective actions that should be performed at the first opportunity, but of a nature such that they do not significantly affect the facility's primary function.
- 3-Deferred: Corrective actions for problems that in no way affect the facility's primary function and service. These are scheduled with similar work in the preventive maintenance schedule or in the weekly schedule as opportunity permits.

No estimated timeframe is associated with each priority, such as: priority one - emergency, complete within 24 hours; priority two - routine maintenance, complete within 7-10 days; priority three or four - complete on an "as available" basis.

TSPR toured each GISD facility as part of their review. Their overall impression was that while the facilities were old, their overall condition was very good given the available budget for maintenance. The key exceptions were for major replacement/repair of HVAC and plumbing systems that mirror the age of their facilities.

During this tour, the project team reviewed the recommendations of the citizens task force from July 1999 and the 1998 report of the Maintenance Department with the principal at each school to determine the appropriateness of the priorities included in each document. None of the principals was aware of how the priorities had been determined.

The project team also asked each principal for a qualitative assessment of the work completed by the Maintenance Department and the responsiveness of the department in addressing their needs. Representative comments from principals were the following:

- "[The Maintenance Department] treats my school like a second-class citizen."
- "[The Maintenance Department] is real slow. I have no idea what the work-order priority system is."
- "I have no idea what the sweep team does. They never let me know what they are going to do nor what they've done when they leave my school.:"
- "Submitting a work order is like dropping it into a 'black hole' - I never get any feedback on the status."
- "If I call them numerous times and badger them to get my work done, then they will pay attention. But if I just submit a work order, forget it."



As noted earlier in this chapter, almost half of the teachers and a third of the principals and assistant principals responding to a TSPR survey disagreed or strongly disagreed that the Maintenance Department makes repairs in a timely manner.

When asked about the work-order system, the principals said that no one in the Maintenance Department had ever told them the difference between the three priority levels. The principals also said that the priorities that they put on the work order form often are changed by the director of Maintenance.

Maintenance and other district personnel said that work orders sometimes are not entered into the system in a timely basis or at all; that feedback is not provided to originators of work orders; and that department personnel play "favorites" as to which work orders get addressed first.

**Recommendation 53:**

**Develop a maintenance work priority list and distribute it to all schools.**

The list should include an estimate of the timeframe within which the work order will be addressed. All data should be entered into the system within 24 hours of receipt and a response sent to the originator reporting an estimated time to complete the request. The director of Maintenance should send a monthly report to each principal listing all work orders submitted that month and the status of each.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Maintenance and Operations meets with Maintenance Department supervisors to identify types of projects for each work-order system priority level.	July 2000
2.	The director uses the information provided by the supervisors to prepare a list to be distributed to the schools and central office departments.	July 2000
3.	The director distributes the list to all appropriate personnel.	August 2000
4.	The director conducts follow-up visits to each school to ensure that each principal understands the system, priority levels, and associated completion timeframes.	August - September 2000
5.	The director initiates a feedback system for all work-order originators and begins preparation of the monthly report.	October 2000

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

## **FINDING**

The Maintenance Department "sweep team" is made up of four general mechanics/laborers who visit each school for one or two days every four to six weeks to perform routine maintenance, such as hanging bulletin boards, patching small holes, conducting minor carpentry work, and making minor repairs to equipment and furniture. During the summer, the sweep team is disbanded and its members assigned to regular maintenance work.

The superintendent said that the original intent of the sweep team was to make monthly visits to each school to handle routine items that are not emergency repairs and yet could not be handled by the building engineer or a custodian. The list of items to be addressed usually is compiled by the principal and sent to the Maintenance Department prior to each scheduled visit. The Maintenance Department reviews the list to determine what items can be done by the sweep team and what materials would be needed.

In theory, the sweep team should review the work list with each principal to confirm all necessary repairs and to discuss what items cannot be handled by the sweep team. At the conclusion of the visit, the sweep team should review the work completed with the principal, using the work list as a guide.

In practice, however, principals said that they are not provided with any list of repairs that can be addressed by the sweep team. As a result, they are uncertain as to what work the sweep team can and cannot do. Maintenance Department personnel, in turn, have complained about principals asking the sweep team to do work that is not included in their standard routines.

### **Recommendation 54:**

**Develop and distribute to principals a list of acceptable sweep team work activities and provide feedback to the schools on the status of work order requests.**

At the conclusion of each school visit, the lead person on the sweep team should review work completed and work still remaining to be done and address any questions or concerns voiced by the principal. A form to provide feedback should be developed by the director of Maintenance, and each principal should complete the form after a sweep team visit.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Maintenance meets with the supervisor for Building Trades to identify acceptable types of projects for the sweep team.	July 2000
2.	The supervisor prepares a list to be distributed to the schools and central office departments and reviews it with the director.	July 2000
3.	The director makes any necessary modifications and approves the list for distribution.	July 2000
4.	The director distributes the list to all appropriate personnel.	August 2000
5.	The supervisor conducts follow-up visits to each school to ensure that each principal understands the sweep team process and responsibilities.	August - September 2000

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

# Chapter 5

## FACILITIES USE AND MANAGEMENT

### D. Custodial Operations

Custodial duties should be coordinated with the school program and repair projects so that work performed during school hours produces a minimum of disturbance to pupils and other school personnel. Many custodial tasks need to be performed on a regular basis, including:

- Regulating heating and air conditioning equipment as required.
- Unlocking doors, opening windows for ventilation, and turning on lights.
- Setting up rooms for special activities.
- Cleaning restroom facilities, replacing all commodities, and making sure dispensers work properly.
- Cleaning classrooms, teachers' lounges, and other areas.
- Performing special tasks within classrooms based upon teacher requests.
- Moving furniture.
- Disposing of trash.
- Locking doors and gates, closing windows, turning off lights, etc., to school buildings and grounds.

Duties of a weekly, monthly, or quarterly nature should be defined and scheduled. Tasks that may be included in this classification include:

- Lubricating equipment.
- Cleaning interior walls.
- Painting indoor surfaces.
- Waxing floors and cleaning carpeting.
- Washing windows and blinds and arranging for the cleaning of draperies.
- Resurfacing floors and refinishing furniture.

The budget for the Operations Department is included in **Exhibit 5-19**. Since 1995-96, the budget has risen by 15.4 percent, primarily due to payroll increases.

**Exhibit 5-19**  
**GISD Operations Department Budget**  
**1996-97 - 1998-99**

Operating Expense	1995-96 Actual	1996-97 Actual	1997-98 Actual	1998-99 Actual	1999-2000 Budget	Percentage Change
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Salaries, wages, overtime, and benefits	\$1,501,410	\$1,804,289	\$1,947,467	\$1,894,025	\$1,754,377	16.8%
Contracted services	\$360	\$580	\$1,700	\$2,500	\$2,500	594.4%
Maintenance, equipment, materials and supplies	\$151,022	\$190,048	\$154,128	\$169,648	\$149,648	-0.9%
<b>Total</b>	<b>\$1,652,792</b>	<b>\$1,994,917</b>	<b>\$2,103,295</b>	<b>\$2,066,173</b>	<b>\$1,906,525</b>	<b>15.4%</b>

Source: GISD budgets, 1995-96 - 1998-99.

The director determines the number of custodians per facility. The director uses a combination of full-time and part-time custodians to meet each facility's needs.

GISD has three categories of custodians: a building engineer, the senior custodian at each campus who is responsible for opening the school each morning, directs the other custodians to begin their work schedule performs various custodial functions and responds to specific requests from the school principal during the day; a "B" custodian, which is a 12-month position; and (3) a "C" custodian, which is a 10-month position. All custodians have defined work areas and responsibilities during their work periods.

Custodians report to the director of Operations and respond to specific requests from the principal at the school where they work. Ninety percent of custodial work is done after school ends each day. Eight staggered shifts are used to handle the responsibilities: 6:30 am - 3:30 pm; 7:00 am - 4:00 pm; 8:00 am - 5:00 pm; 10:00 am - 7:00 pm; 11:00 am - 8 pm; 12:00 pm - 9:00 pm; 3:30 pm - 8:30 pm; and 2:00-11:00 pm. Thirty substitute custodians are on call in case a regular custodian is unable to come to work. **Exhibit 5-20** shows the number of custodians assigned to each campus and the schedules at each facility.

**Exhibit 5-20**  
**GISD Custodians by Location**  
**1999-2000**

Campus	Square	Number of Custodians			Hours
		Building	B	C	

	<b>Footage</b>	<b>Engineer</b>	<b>Custodian</b>	<b>Custodian</b>	<b>on Duty</b>
Alamo Elementary School	79,638	0	2	4	B: 6:30-3:30 C: 11:00-9:00
Alternative School	16,701	0	1	0	B: 12:00-9:00
Austin Middle School	121,364	1	3	4	Eng: 11:00-8:00 B: 6:30-11:00 C: 11:00-11:00
Ball High School	380,000	0	8	12	B: 6:00-11:00 C: 2:00-11:00
Bolivar Elementary School	18,480	1	1	0	Eng: 6:30-3:30 B: 11:00-8:00
Burnet Elementary School	68,475	1	1	3	Eng: 6:30-3:30 B: 12:00-9:00 C: 11:00-8:30
Central Middle School	249,136	0	5	6	B: 6:30-11:00 C: 2:00-11:00
Morgan Academy	76,798	1	1	3	Eng:

Of Fine Arts					6:30-3:30 B: 11:00-8:00 C: 11:00-9:00
Oppe Elementary School	69,632	1	1	4	Eng: 6:30-3:30 B: 6:30-11:00 C: 11:00-9:00
Parker Elementary School	81,742	1	1	4	Eng: 6:30-3:30 B: 12:00-9:00 C: 9:00-9:00
Rosenberg Elementary School	63,044	1	1	2	Eng: 6:30-3:30 B: 12:00-9:00 C: 9:00-8:30
St. John's Pre-K School	7,330	0	0	1	C: 9:00-6:00
San Jacinto Elementary School	63,044	1	1	2	Eng: 6:30-3:30 B: 12:00-9:00 C: 3:30-8:30
Scott	91,004	1	2	3	Eng:

Elementary School					6:00-3:00 B: 12:00-9:00 C: 9:00-9:00
Weis Middle School	104,109	1	1	5	Eng: 6:30-3:30 B: 2:00-11:00 C: 2:00-11:00
Administration building and annex	40,000	1	1	0	Eng: 1:00-10:00 B: 6:30-3:30
<b>Total</b>		<b>11</b>	<b>30</b>	<b>53</b>	

*Source: GISD director of Operations.*

## **FINDING**

Since becoming director of the Operations Department two years ago, the current director has made a series of progressive changes to the operations and procedures of the department, including the following:

- Updated the equipment used by custodians, such as floor buffers, to increase productivity, limit personnel requirements, and increase cleaning quality.
- Initiated and conducts a five-week training program for all supervisors, building engineers, and B custodians regarding cleaning practices. At the conclusion of the program, each participant receives a certificate.
- Initiated an annual training program for all Operations Department staff conducted by GISD vendors on the proper use of chemicals and equipment.
- Redesigned the cleaning schedule of custodians so that 90 percent of all cleaning is conducted after students leave the building and so that each custodian has a defined set of cleaning responsibilities and cleaning areas.



The TSPR project team found that, while GISD's facilities are old, their overall cleanliness is excellent. Exceptions to this overall impression were limited to one or two schools where conditions, such as stained carpeting that had not been replaced, were beyond the control of the custodial staff.

During facility tours, the project team asked each principal to comment on the quality of the custodial work done in his or her school. The custodial staff received high marks overall with only isolated instances of criticism.

In response to the statement, "Schools are clean," in TSPR's written survey, 89 percent of principals and assistant principals, 66 percent of teachers, and 74 percent of parents strongly agreed or agreed.

### COMMENDATION

**The Operations Department is well organized, has established work priorities, and provides quality service to the schools.**

### FINDING

The current assignment of custodians is based in part upon an audit done by an outside consultant in October 1997 using time standards developed by that consultant. Modifications to schedules, such as break times, also were made. During the budget shortfall at the end of the 1998-99 fiscal year, some positions were eliminated.

The Association of School Business Officials, using widely accepted industry standards, has developed cleaning guidelines or standards for schools that a district can tailor to its needs depending upon the type of facility, facility use, and types of surfaces to be cleaned (**Exhibit 5-21**). These standards identify the type of facility, the daily use, the types of surfaces to be cleaned, and an estimate of the time necessary to complete each task.

**Exhibit 5-21**  
**Examples of Recommended Custodial Work Standards**  
**Established by the Association for School Business Officials**

Space	Service	Unit Measure	Work Rate Time
Classrooms (average size)	routine clean	850 sq. ft.	24 minutes
Offices - resilient floor	routine clean	1,000 sq. ft.	24 minutes

Offices - carpet	routine clean	1,000 sq. ft.	24 minutes
Floors	dust mop	1,000 sq. ft.	12 minutes
	damp mop	1,000 sq. ft.	20 minutes
	spray buff - daily	1,000 sq. ft.	20 minutes
	spray buff - weekly	1,000 sq. ft.	40 minutes
	spray buff - monthly	1,000 sq. ft.	120 minutes
	light furniture scrub	1,000 sq. ft.	240 minutes
	medium furniture scrub	1,000 sq. ft.	300 minutes
	heavy furniture scrub	1,000 sq. ft.	400 minutes
Bathrooms	3 or fewer commodes, urinals, and wash basins	each	4.5 minutes
	more than 3	each	3.0
Stairs	damp mop	1 flight	12 minutes
	wet mop	1 flight	35 minutes
	hand scrub	1 flight	48 minutes
	dust handrails	1 flight	2 minutes
	dust treads	1 flight	6 minutes
Walls	wash	1,000 sq. ft.	210 minutes
	wash heavy soil	1,000 sq. ft.	290 minutes
Blinds	dust	each	15 minutes
	damp dust	each	30 minutes
	wash	200 sq. ft.	340 minutes
Windows - single pane	wash	1,000 sq. ft.	240 minutes
Windows - multi- pane	wash	1,000 sq. ft.	320 minutes
Light fixtures - fluorescent	dust	4 ft.	5 minutes
Light fixtures - egg crate	wash	4 ft.	40 minutes
Light fixtures - open	wash	4 ft.	20 minutes
Light fixtures -	dust	Each	5 minutes

incandescent			
Light fixtures - incandescent	wash	Each	15 minutes

*Source: Custodial Methods and Procedures Manual, ASBO.*

Applying the best practices industry standard of one custodian per 19,000 gross square feet,

**Exhibit 5-22** shows the variance between current GISD custodial staffing and the recommended totals for each school.

**Exhibit 5-22**  
**GISD Custodians by Campus Compared to ASBO Standards**  
**1999-2000**

Facility	Square Footage	Full-time Equivalent Custodians (1)		Variance Above (+) /Below (-) Standard
		Current	Recommended	
Alamo Elementary School	79,638	5.30	4.20	+1.10
Alternative School	16,701	1.00	0.88	+0.12
Austin Middle School	121,364	6.90	6.40	+0.50
Ball High School	380,000	17.80	20.00	-2.20
Bolivar Elementary School	18,480	2.00	0.97	+1.03
Burnet Elementary School	68,475	4.30	3.60	+0.70
Central Middle School	249,136	9.20	13.11	-3.90
Morgan Academy of Fine Arts	76,798	4.30	4.00	+0.30
Oppe Elementary School	69,632	4.90	3.67	+1.23
Parker Elementary School	81,742	5.30	4.30	+1.00
Rosenberg Elementary School	63,044	3.30	3.30	0.00
St. John's Pre-K School	7,330	1.00	0.38	0.62
San Jacinto Elementary School	63,044	3.30	3.30	0.00
Scott Elementary School	91,004	5.60	4.80	+0.80
Weis Middle School	104,109	5.90	5.50	+0.40

Administration building and annex	40,000	2.00	2.10	-0.10
<b>Total</b>		<b>82.1</b>	<b>80.51</b>	<b>+1.59</b>

*Source: GISD director of Operations.*

*(1) One FTE equals eight hours of work. Minimum of one FTE at each facility.*

GISD custodians clean 18,756 square feet each, which is close to the industry best practice.

**Recommendation 55:**

**Reevaluate custodial cleaning areas of responsibility at each school using industry standards to more effectively distribute custodial staff.**

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The Superintendent instructs the director of Maintenance and Operations to redesign the cleaning areas and schedules of custodians using industry square footage standards	July 2000
2.	The director, area supervisor, and building engineer at each campus redesign the cleaning areas and restructure the work schedules.	August 2000

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

# Chapter 5

## FACILITIES USE AND MANAGEMENT

### E. Energy Management

#### FINDING

Beginning in 1990, GISD developed an energy management program that involves energy audits conducted at times when facilities are both occupied and unoccupied; central control of HVAC units; retrofits of certain equipment; installation of efficient lighting alternatives; and audits of utility bills. The Maintenance Department's HVAC supervisor administers the program. **Exhibit 5-23** lists key elements of the energy management program by location and estimated annual savings.

**Exhibit 5-23**  
**GISD Energy Management Actions and Cost Savings by Facility**

Facility	Key Actions	Estimated Annual Cost Savings
Ball High School	Thermal storage system	\$640,734
Central and Weis Middle Schools	Thermal storage system	
Alamo, Burnet, Morgan, Oppe, Parker, Rosenberg, San Jacinto, and Scott Elementary Schools	Thermal storage system	
Austin Middle School	Installed F40 light fixtures with reflectors	
	Installed electronic ballast	
	Installed fluorescent lamps	\$12,400
Weis Middle School	Installed electronic ballast	
	Installed metal halide fixtures	\$9,255
Alamo, Morgan, Parker, Rosenberg,	Installed electronic	

and San Jacinto Elementary Schools	ballast	
	Installed F40 light fixtures	\$31,005
Scott Elementary School	Installed electronic ballast	\$7,221
	Installed F40 light fixtures	
<b>Total</b>		<b>\$700,615</b>

*Source: HVAC supervisor, GISD Maintenance Department.*

The thermal storage system installed at 11 schools is an ice storage system that permits the district to shut off the chillers at each facility each day at 12:50 pm; the thermal storage system then cools the buildings until 8:00 pm. At this time the system shuts down and builds ice for the next day.

The district also employs compact fluorescent lighting and F40 34-watt lamps at all campuses, and T-8 lighting at some campuses. All pneumatic thermostats are calibrated and checked for proper operation annually, and each thermostat is set at 72 degrees and controlled by maintenance personnel. All chiller controls are checked for proper calibration and operation annually. When possible, all outside lighting is controlled by photocells and a timer to ensure that they do not operate in daylight.

## **COMMENDATION**

**The district has made a series of effective energy-saving actions that result in significant annual savings to the district.**

## **FINDING**

The HVAC supervisor has been aggressive about pursuing other energy cost savings opportunities:

- In 1997, Johnson Controls conducted a study examining the idea of refitting Ball High School with T-8 lamps and electronic ballast.
- In 1998, Control Systems International conducted a study similar to the one completed by Johnson Controls.
- In 1998, Houston Power Services Co. proposed to install a power correction system that the company estimated would result in annual savings to GISD of \$47,923 with an estimated payback of implementation costs within 12.6 months.
- In 1998, the State Energy Conservation Office completed a review that estimated that a variety of energy savings projects could result

in annual savings of \$95,400 with an estimated payback of implementation costs within 5.2 years.

In each of these instances, the supervisor referred the recommendations to the assistant superintendent for Business Services, but none of the recommendations were ever funded. During the period from 1995-96 through the 1998-99 budget, the district's electricity costs increased from \$1,110,500 to \$1,389,317, or 25.1 percent.

In 1999, the supervisor evaluated other cost savings alternatives, including:

- A comparison of the gas rates of the district's current provider, Houston Lighting & Power, with those of Southern Union Gas.
- The applicability of a rule passed in September 1999 by the Texas Public Utility Commission implementing a key portion of the recent utility deregulation passed by the Texas Legislature and signed into law by the governor. The rule directs the General Land Office to contract with deregulated electric companies to convert oil and gas from state-owned lands to electricity and to sell it at a 5 to 10 percent discount to public schools, local governments, and state agencies.

While it has been ignoring these savings opportunities, GISD has been spending money on maintenance projects that appear likely to increase operational costs. Among these projects are:

- Construction of a computer lab in an elementary school in one room and, then two months later, relocating the lab to another room at an estimated cost of \$3,000.
- Installation of a new, separate air handler in the Security Department at Ball High School to allow the staff to leave the computers turned on at night even though not in use, at an estimated cost of \$12,000.
- Installation of air conditioning in a coach's office at the athletic facility for an estimated cost of \$6,000 plus monthly electric costs.
- Allowing the air conditioning to run an extra half-hour at the end of school day in each school in GISD to give teachers extra time to work at school, at an estimated cost of \$200,000.
- This year, the district has begun letting the air conditioning run for an additional half hour beyond the half hour added last year. This will further raise energy costs by \$200,000.

**Recommendation 56:**

**Establish an energy management plan that is included in the district's overall facilities management plan and review all maintenance projects in light of their likely energy costs or savings before initiating them.**

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The HVAC supervisor prepares a draft energy management plan based upon prior studies and maintenance needs of each facility.	July - August 2000
2.	The supervisor reviews the plan with the director of Maintenance and Operations, selected building principals, and central office staff.	August - October 2000
3.	The supervisor incorporates modifications, as necessary.	October - November 2000
4.	The supervisor forwards the plan to the director for review and inclusion in the facilities master plan.	December 2000

**FISCAL IMPACT**

This recommendation could be implemented with existing resources.



# Chapter 6

## FINANCIAL MANAGEMENT

This chapter reviews the financial operations of the Galveston Independent School District (GISD) in the following areas:

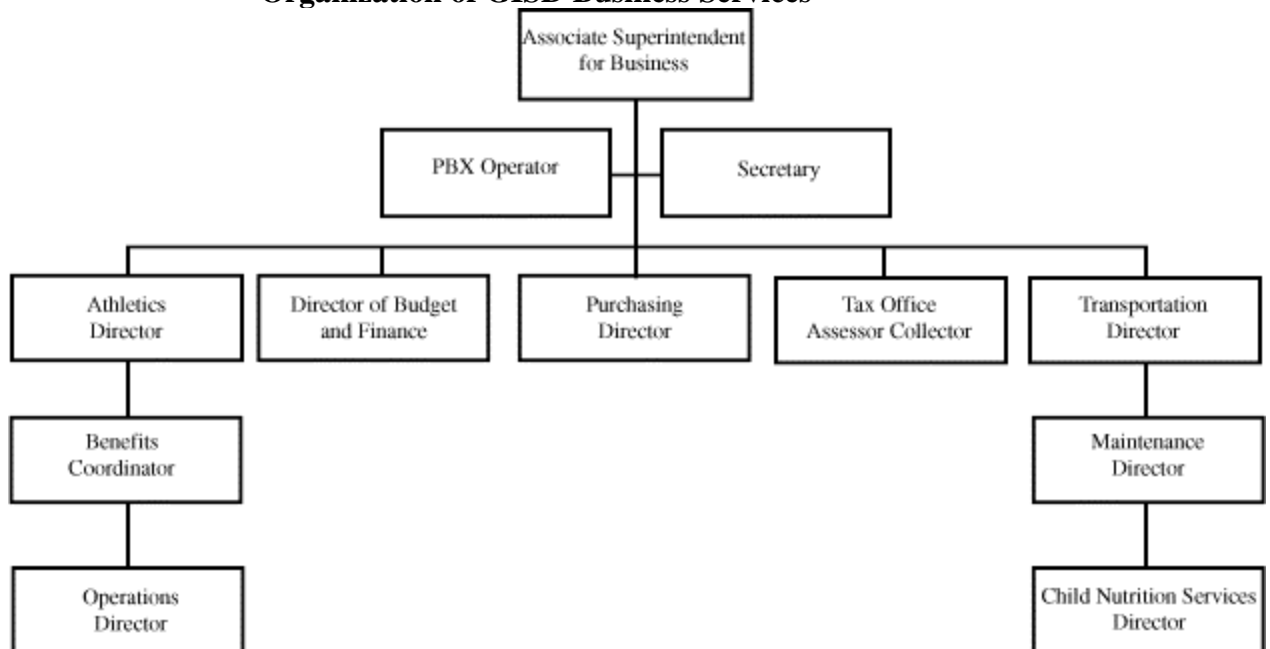
- A. Financial Management Practices
- B. Financial Reporting and Budgeting
- C. Payroll
- D. Tax Collections

Successful financial management operations ensure that a school district receives all available revenue from state and federal governments; maintains a track record of sound financial decisions and adequate and equitable budget allocations; issues timely, accurate and informative reports on the district's financial position; maintains adequate internal controls; employs a skilled, well-trained staff; and maintains a consistent record of unqualified opinions by its external auditors.

### BACKGROUND

The assistant superintendent for Business Services is responsible for major business functions, related support activities and athletics. **Exhibit 6-1** shows the organization structure summary of Business Services.

**Exhibit 6-1**  
**Organization of GISD Business Services**



*Source: GISD assistant superintendent for Business Services.*

GISD uses a Comprehensive Information Management for Schools (CIMS) financial accounting software package that operates on an IBM AS400 mainframe computer. GISD customized this software extensively to accommodate the district's financial needs. The Business Services office uses the software for accounting and budgeting. Each school and department uses the software for access to the purchase order system, which authorizes Accounts Payable to pay vendors upon receipt of goods and services. GISD also uses the payroll module of the CIMS system to generate all paychecks, and uses the resulting entries to record payroll transactions. Business Services employees enter cash receipts into the CIMS general ledger system each day.

The assistant superintendent for Business Services is responsible for cash management and investment activities. The director of Financial Services is responsible for all investment receipts and transfers. The director of Financial Services reviews balances in each bank account daily, and makes investment decisions.

More than two thirds of GISD's property value is designated for residential use, compared to an average of 47.2 percent for the state and for Regional Education Service Center IV (Region 4). GISD has about 50 percent less business property value than the state, peer district and regional averages (**Exhibit 6-2**).

**Exhibit 6-2**  
**GISD, Region 4, State and Peer District Property Values**  
**by Category as a Percentage of Total Property Value**  
**1998-99**

<b>Entity</b>	<b>Business</b>	<b>Residential</b>	<b>Land</b>	<b>Oil and Gas</b>	<b>Other</b>
<b>Galveston</b>	<b>24.7%</b>	<b>68.4%</b>	<b>6.6%</b>	<b>0.2%</b>	<b>0.0%</b>
Wichita Falls	44.0%	54.2%	1.6%	0.1%	0.2%
Bryan	37.0%	49.8%	9.8%	2.3%	1.1%
Waco	49.6%	48.4%	1.9%	0.0%	0.1%
<b>Region 4</b>	<b>47.2%</b>	<b>47.2%</b>	<b>3.8%</b>	<b>0.5%</b>	<b>1.2%</b>
<b>State</b>	<b>40.7%</b>	<b>47.2%</b>	<b>7.3%</b>	<b>4.1%</b>	<b>0.6%</b>
College Station	31.3%	40.0%	7.0%	0.3%	0.1%
Longview	52.4%	40.0%	5.1%	2.3%	0.2%
Lufkin	53.7%	38.8%	7.0%	0.0%	0.4%
Port Arthur	76.9%	21.1%	1.7%	0.3%	0.0%
Brazosport	81.1%	17.0%	1.7%	0.3%	0.0%

*Source: Texas Education Agency, AEIS 1998-99. Includes general, debt service and food service funds.*

In 1998-99, Texas school districts received an average of 47.8 percent of their budgeted funds from local property taxes and 44.3 percent from state funding. In GISD, those percentages were 60.4 and 30.2 percent, respectively. The averages for the region are 54.7 and 37.6 percent, respectively (**Exhibit 6-3**). Compared to the region and the state, GISD is deriving much more revenue from the local property tax and is getting a comparatively low percentage of its funding from the state.

**Exhibit 6-3**  
**GISD, Region 4, State and Peer District**  
**Sources of Budgeted Revenue as a Percentage of Total Budgeted Revenue**  
**1998-99**

<b>Entity</b>	<b>Local Property Tax</b>	<b>Other Local And Intermediate</b>	<b>State</b>	<b>Federal</b>
Brazosport	85.5%	4.0%	7.9%	2.5%
College Station	81.0%	4.6%	12.7%	1.6%
Longview	64.1%	5.1%	25.4%	5.4%
<b>Galveston</b>	<b>60.4%</b>	<b>4.4%</b>	<b>30.2%</b>	<b>4.9%</b>
Port Arthur	53.0%	4.4%	37.2%	5.4%
<b>Region 4</b>	<b>54.7%</b>	<b>4.6%</b>	<b>37.6%</b>	<b>3.1%</b>
Lufkin	50.9%	3.8%	41.4%	3.8%
<b>State</b>	<b>47.8%</b>	<b>4.4%</b>	<b>44.3%</b>	<b>3.4%</b>
Wichita Falls	46.0%	5.1%	44.7%	4.1%
Bryan	42.0%	5.1%	52.7%	0.2%
Waco	33.9%	2.9%	57.0%	6.1%

*Source: Texas Education Agency, AEIS 1998-99. Includes general, debt service and food service funds.*

From 1995-96 to 1998-99, local revenue as a source of GISD funding increased from 58.0 percent of total revenues to 60.4 percent. During the same period, state revenue decreased from 31.4 percent to 30.2 percent of total revenues (**Exhibit 6-4**). Federal funds decreased from 8.7 percent to 4.9 percent of total revenues.

However, much of the drop can be attributed to record keeping-the state stopped collecting data on federal program funds and capital project funds in 1996-97.

**Exhibit 6-4**  
**GISD Sources of Revenue as a Percentage of Total Revenue**  
**1995-96 - 1998-99**

Source of Revenue	1995-96	1996-97	1997-98	1998-99	Percentage Change
Local property tax	58.0%	59.1%	58.6%	60.4%	4.1%
Other local and intermediate funds	1.9%	4.2%	4.4%	4.5%	136.8%
State funds	31.4%	32.3%	32.5%	30.2%	-3.8%
Federal funds	8.7%	4.4%	4.5%	4.9%	-43.7%
<b>Total</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	

*Source: Texas Education Agency, AEIS 1995-96 through 1997-98 and District Annual Financial Report for 1998-99. Includes general, debt service and food service funds.*

The local property tax rate increased 1.3 percent from 1995-96 to 1998-99, while student enrollment declined 0.4 percent. Local property values increased 2.9 percent during the same period (**Exhibit 6-5**).

**Exhibit 6-5**  
**GISD Tax Rates, Assessed Property Values**  
**and Per Student Property Values and Debt Service Costs**  
**1995-96 - 1998-99**

Category	1995-96	1996-97	1997-98	1998-99	Percentage Change
Maintenance and operations tax rate	\$1.39	\$1.39	\$1.40	\$1.42	2.2%
Interest and sinking fund tax rate	\$0.11	\$0.11	\$0.10	\$0.10	-9.1%
Total tax rate	\$1.50	\$1.50	\$1.50	\$1.52	1.3%
Total property value (in thousands)	\$2,037,448	\$2,015,562	\$2,095,809	\$2,095,820	2.9%
Enrollment	9,910	10,042	10,007	9,873	-0.4%

Value per student	\$205,595	\$200,713	\$209,434	\$212,278	3.3%
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*Source: Texas Education Agency, AEIS 1995-96 - 1997-98 and district financial data.*

Compared to five peer districts, the state and the region, GISD has higher property values per student than five peer districts and a higher tax rate than six peer districts (**Exhibit 6-6**).

**Exhibit 6-6**  
**GISD Tax Rate and Property Value per Student Compared to Peer Districts**  
**1998-99**

<b>Entity</b>	<b>Tax Rate</b>	<b>Property Value per Student</b>
Waco	\$1.513	\$132,977
Bryan	\$1.682	\$144,965
Wichita Falls	\$1.499	\$163,014
Lufkin	\$1.500	\$177,930
Port Arthur	\$1.489	\$186,209
<b>State</b>	<b>\$1.539</b>	<b>\$190,769</b>
<b>Region 4</b>	<b>\$1.602</b>	<b>\$211,278</b>
<b>Galveston</b>	<b>\$1.520</b>	<b>\$212,278</b>
Longview	\$1.429	\$235,059
College Station	\$1.780	\$284,402
Brazosport	\$1.372	\$379,451

*Source: Texas Education Agency, AEIS 1998-99.*

**Exhibit 6-7** shows how GISD funds were distributed in 1998-99 compared to regional and state averages. GISD's spending is similar to regional and state averages in most categories. However, GISD's nonoperating expenditures are only half of state and regional averages, while security and monitoring costs are more than twice state and regional averages.

**Exhibit 6-7**  
**GISD, Region 4 and State Expenditures by Function**

**as a Percentage of Total Expenditures  
1998-99**

Function	Galveston		RESC IV		State of Texas	
	Amount	Percentage	Amount	Percentage	Amount	Percentage
Instruction	\$29,321,779	53.0%	\$2,509,295,691	51.5%	\$11,830,068,827	51.2%
Instructional related services	\$1,059,951	1.9%	\$122,728,883	2.5%	\$611,977,662	2.7%
Instructional leadership	\$1,041,276	1.9%	\$58,994,624	1.2%	\$284,266,388	1.2%
School leadership	\$2,491,250	4.5%	\$264,537,645	5.4%	\$1,208,860,290	5.2%
Support services - student	\$2,291,460	4.1%	\$198,870,161	4.1%	\$902,584,499	3.9%
Student transportation	\$1,423,186	2.6%	\$145,457,663	3.0%	\$577,963,515	2.5%
Food services	\$2,946,212	5.3%	\$244,305,124	5.0%	\$1,149,708,322	5.0%
Co-curricular/extracurricular activities	\$1,157,134	2.1%	\$76,057,591	1.6%	\$524,145,186	2.3%
Central administration	\$2,274,342	4.1%	\$156,577,427	3.2%	\$859,513,754	3.7%
Plant maintenance and operations	\$6,728,366	12.2%	\$512,621,682	10.5%	\$2,304,705,440	10.0%
Security and monitoring services	\$805,293	1.5%	\$30,184,125	0.6%	\$114,988,867	0.5%
Data processing services	\$749,052	1.4%	\$50,519,158	1.0%	\$214,598,187	0.9%
<b>Total operating expenditures</b>	<b>\$52,452,340</b>	<b>94.7%</b>	<b>\$4,379,523,437</b>	<b>89.9%</b>	<b>\$20,651,260,318</b>	<b>89.4%</b>
Debt service	\$2,373,577	4.3%	\$373,010,798	7.7%	\$1,763,445,436	7.6%
Capital outlay	\$539,744	1.0%	\$120,980,294	2.5%	\$678,240,156	2.9%
<b>Total non-operating expenditures</b>	<b>\$2,913,321</b>	<b>5.3%</b>	<b>\$493,991,092</b>	<b>10.1%</b>	<b>\$2,441,685,592</b>	<b>10.6%</b>
<b>Total Expenditures</b>	<b>\$55,365,661</b>	<b>100.0%</b>	<b>\$4,873,514,529</b>	<b>100.0%</b>	<b>\$23,092,945,910</b>	<b>100.0%</b>

*Source: Texas Education Agency, AEIS 1998-99. Includes general, debt service and food service funds.*

On a per-student basis, from 1995-96 to 1998-99 expenditures have increased nearly 2 percent (**Exhibit 6-8**). Instruction and instructional leadership spending has decreased 2.2 percent, or \$69 per student, while school leadership spending has decreased 1.6 percent, or \$4 per student. Other operating costs have increased 23 percent, or \$325 per student, and non operating expenditures, which include capital outlay and debt service costs, have decreased nearly 7 percent, or \$23 per student during the same period.

**Exhibit 6-8**  
**GISD Expenditures Per Student**  
**1995-96 - 1998-99**

<b>Expenditure Category</b>	<b>1995-96</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>Percentage Change</b>
Instruction and instructional leadership	\$3,144	\$2,910	\$3,023	\$3,075	-2.2%
School leadership	\$256	\$231	\$252	\$252	-1.6%
Central administration	\$352	\$209	\$220	\$230	-34.7%
Other operating	\$1,413	\$1,533	\$1,644	\$1,738	23.0%
Total operations	\$5,166	\$4,884	\$5,140	\$5,296	2.5%
Total non-operations	\$335	\$397	\$320	\$312	-6.9%
Total per student	\$5,501	\$5,281	\$5,460	\$5,608	1.9%

*Source: Texas Education Agency, AEIS 1995-96 - 1998-99.*

**Exhibit 6-9** shows Galveston ISD 1999-2000 expenditures by function.

**Exhibit 6-9**  
**GISD ISD Total Budgeted Expenditures by Function 1999-00 School Year**

<b>Function (Code)</b>	<b>Galveston</b>	<b>Percent of Total</b>
Instruction(11,95)	\$29,294,648	<b>51.1%</b>
Instructional Related Services(12,13)	1,077,329	1.9
Instructional Leadership(21)	990,746	1.7
School Leadership(23)	2,618,927	4.6
Support Services-Student(31,32,33)	2,164,692	3.8
Student Transportation(34)	1,553,007	2.7

Food Services(35)	3,100,864	5.4
Cocurricular/Extracurricular Activities(36)	1,104,201	1.9
Central Administration(41,92)	2,255,871	3.9
Plant Maintenance and Operations(51)	7,782,907	13.6
Security & Monitoring Services(52)	916,265	1.6
Data Processing Services(53)	716,551	1.2
Debt Service	2,346,533	4.1
Capital Outlay	869,142	1.5
Other*	544,277	0.9
<b>Total Budgeted Expenditures</b>	<b>\$57,335,960</b>	<b>100%</b>

*Source: PEIMS Data, Texas Education Agency.*

*\*Expenditure not listed above and non-operational expenditures such as community and parental involvement services.*



# Chapter 6

## FINANCIAL MANAGEMENT

### A. Financial Management Practices

#### FINDING

GISD does not have an internal audit function or conduct internal audits in any other manner. The TEA's *Financial Accountability System Resource Guide* includes a section on management reviews and alludes to the importance of the internal audit function. The TEA indicates that management or internal audits do not satisfy the requirements of the Single Audit Act Amendments of 1996 for external reporting purposes, but may be conducted by an independent certified public accountant, internal auditor or a state auditor.

Most governmental and business organizations recognize the importance of an internal audit function to their ongoing operations. The internal audit function has no operating responsibility or authority. It is part of an independent appraisal activity within an organization. The function conducts reviews of operations as a service to management. Internal auditing is a managerial control that measures and evaluates the efficiency, effectiveness and cost/benefit of operations, programs and other controls and systems. The objective of internal auditing is to help management effectively discharge its responsibilities by providing analyses, appraisals, recommendations and pertinent comments on the activities reviewed.

The district relies heavily on its certified public accounting firm to perform its annual financial and compliance audit and to prepare its annual audited financial statements. This firm or an alternative firm could also perform internal audits for the district.

#### **Recommendation 57:**

#### **Contract with an external audit firm to perform annual internal audits.**

The firm selected should report directly to the finance committee of the Board of Trustees. The finance committee should report back to the full board on the actions that should be taken to resolve issues raised in internal audit reports that are presented.

#### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The assistant superintendent for Business Services negotiates an agreement with an external audit firm for internal audit services.	August 2000
2.	The board approves the agreement.	September 2000
3.	The assistant superintendent for Business Services works with the selected firm to create an internal audit plan.	October 2000
4.	The external audit firm begins implementation of the internal audit plan.	January 2001

### **FISCAL IMPACT**

Based on the review team's discussions with the director of Financial Services, the superintendent and representatives of GISD's current external audit firm, selected internal audits can be performed annually in 200 to 250 hours. At an average charge of \$95 per hour and an average total of 225 hours per year, estimated costs for these services are \$21,375 annually.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Contract with an external audit firm to perform annual internal audits.	(\$21,375)	(\$21,375)	(\$21,375)	(\$21,375)	(\$21,375)

### **FINDING**

GISD serves as the fiscal manager for three grants for community-based youth services that are not a part of the district's normal operating grants for educational activities received through the TEA (**Exhibit 6-10**). These grants, worth nearly \$1 million combined, require additional work by the district's Business Services staff and other operational departments. GISD hired an additional employee to administer the grants.

#### **Exhibit 6-10 GISD Community-based Grant Information**

<b>Grant Title</b>	<b>Regulatory Agency</b>	<b>Grant Amount</b>
Innovative local law enforcement and community policing grant	U.S. Department of Justice, Texas Criminal Justice Division, Houston Galveston Area Council	\$290,000

Community Youth Development	U.S. Department of Health and Human Services, Texas Department of Protective and Regulatory Services	\$532,600
Weed and Seed	U.S. Department of Justice	\$175,000
	<b>Total</b>	<b>\$997,600</b>

*Source: Business Services records and grant agreements and 1999 audited financial and compliance report.*

The grants include contracts for local agencies that provide community-based services to children outside of school, and although these grants fund a GISD grant administrator's salary, the district assumes a fiscal agent position for these grants. The grants do not provide funding for additional Business Services office employees, but require additional responsibility for financial and administrative compliance monitoring. The Business Services staff is too small to provide these services. GISD has exposure to risks associated with financial non-compliance for these grants.

**Recommendation 58:**

**Transfer the fiscal agent responsibility for community-based youth services grants to another local government or nonprofit agency.**

GISD should contract with the City of Galveston or Galveston County to provide this service.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The board approves eliminating the fiscal agent responsibilities for the grants based on information obtained from the director of Financial Services.	August 2000
2.	The director of Financial Services contacts the regulatory agency grantors for the grants and obtains instructions for transferring the fiscal agent responsibility to another local government or agency.	August 2000
3.	The director of Financial Services contacts other local governments or agencies that could perform these responsibilities.	September 2000
4.	The director of Financial Services receives clearance from regulatory agency grantors to transfer fiscal agent responsibility	September 2000

	to the selected local government or agency.	
5.	The superintendent recommends elimination of the grant administrator position to the board.	October 2000
6.	The director of Financial Services transfers all grant records and contracts to the new fiscal agent and notifies the regulatory agency grantors of the new fiscal agent.	December 2000

### **FISCAL IMPACT**

This recommendation can be implemented with existing resources. Although precise savings cannot be estimated, the transfer of fiscal agent responsibility for these grants will reduce work-time for Business Services staff.

### **FINDING**

The district's finance committee acts as an audit committee for the board. It receives and reviews the annual financial audit of the district from external auditors. The audit assesses the adequacy of GISD's internal financial controls. Although written responses to audit findings are prepared by the GISD Business Services staff, there is no formal policy or procedure for the superintendent, the finance committee or the board to review corrective actions during the year to ensure findings were appropriately corrected.

The fiscal 1999 audit noted serious problems related to bidding procedures, budgeting and approval of board minutes (**Exhibit 6-11**).

### **Exhibit 6-11 Findings from GISD's Fiscal 1998-99 Financial and Compliance Audit**

<b>Finding Reference</b>	<b>Type of Finding</b>	<b>Description of Finding</b>
99-1	Internal control and noncompliance	Insufficient pledged collateral for deposited bank balances.
99-2	Internal control and noncompliance	No bids or quotes obtained as required by law for five purchases; Items were purchased from vendors not awarded bids in five instances.
99-3	Noncompliance	Expenditures exceeded budgeted appropriations in two functional expenditure areas.

99-4	Internal control	Board minutes were not approved in regular meetings from July to October 1999.
99-5	Internal control	Expenditures were paid without proper documentation or authorization.

*Source: GISD 1998-99 Annual Financial and Compliance Report.*

The 1997-98 audit noted the public bidding problem as well. Findings such as these are serious enough to warrant a policy or procedure to ensure that GISD carries out corrective actions explained in the report during 2001.

According to the TEA's *Financial Accountability System Resource Guide*, if the auditor's compliance or internal controls report discloses areas of noncompliance with laws, rules or regulations, questioned amounts or material weaknesses, the school district must file comments and recommendations with the TEA's Division of School Audits. These filings should include a plan for corrective actions taken or planned, and comments on the status of corrective actions taken on prior findings. This information may be included in the required annual audit report or in a separate letter that accompanies the report. GISD has included a corrective action plan on all findings as part of the report.

**Recommendation 59:**

**Create formal procedures to ensure corrective actions recommended in annual audits are taken in a timely manner.**

The finance committee of the board, working with the superintendent and director of Financial Services, creates formal procedures to ensure corrective actions recommended in annual audits are taken in a timely manner.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Financial Services and the superintendent prepare a plan for following up with annual audit findings.	August 2000
2.	The superintendent presents the follow-up plan to the finance committee and the public at a monthly finance committee meeting.	September 2000
3.	The director of Financial Services presents the corrective action plan for annual audit findings to the finance committee for approval.	December 2000

4.	The director of Financial Services updates the finance committee quarterly on the status of the corrective actions and any changes from the previous update.	March 2001
5.	The director of Financial Services prepares the status of prior year audit findings for the external auditors to review before preliminary audit fieldwork begins.	May 2001
6.	The finance committee reviews and approves the status of prior year audit findings for the external auditors.	June 2001
7.	The director of Financial Services submits the status of prior year audit findings to the external auditors prior to preliminary external audit fieldwork.	July 2001

### **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

# Chapter 6

## FINANCIAL MANAGEMENT

### **B. Financial Reporting and Budgeting**

Texas school districts must comply with financial reporting guidelines in TEA's *Financial Accountability System Resource Guide*. The guide includes the accounting and financial reporting requirements of recognized, generally accepted accounting principles, federally mandated auditing and financial reporting requirements and specific TEA accounting and financial reporting requirements. A district's annual audited financial statements must include all necessary financial information and related disclosures as prescribed by the *Financial Accountability System Resource Guide*.

The link between planning and budget preparation makes school district budgets unique. Budgets in the public arena are often considered the ultimate policy document since they are the financial plan a school district uses to achieve its goals and objectives reflecting:

- Public choices about what goods and services the district will and will not produce;
- School districts' priorities among the wide range of activities in which they are involved;
- Relative weight given to the influence of various participants and interest groups in the budget development process; and
- Methods a school district uses to acquire and use its resources.

The budget itself, then, becomes a political document representing school district administrators' accountability to citizens.

The state, TEA and local districts formulate legal requirements for school district budgets. State and federal grants also may impose additional legal requirements; however, this report does not address them.

Responsibility for preparation of district budget guidelines and the budget calendar lies primarily with district administrators and the superintendent. Because these guidelines and the calendar create a framework for the entire budget development process, their careful design is critical to an efficient and effective process.

The budget calendar lists critical dates for the preparation, submission and review of campus budgets for the school district, and is prepared at the district level during the budget planning process. A variety of simple techniques can be used to build the district calendar. The simplest is to

modify the previous year's calendar. Timing problems from the previous year's process should be reviewed and appropriate changes made in the current calendar. The budget calendar should be reviewed to ensure it is appropriate for the current year's budget. **Exhibit 6-12** shows the district's 1999-2000 budget calendar.

**Exhibit 6-12  
GISD Budget Calendar**

Date	Action
February 18	State and Federal allocations sent to director of Financial Services for inclusion in the budget workbook.
February 25	Budget material distributed and mini workshop conducted during regular staff meeting.
April 1	Campus and division budgets including form 1s submitted to Business Services office. Review personnel staffing and proposed salary schedule.
April 21	Update finance committee on status of next fiscal year budget.
May 3	Review projected revenue estimates.
May 19	First budget draft reviewed by finance committee.
May 25	Preliminary tax roll received.
June 16	Second draft of budget to finance committee.
June 30	Finance committee budget review.
July 14	Final finance committee budget review in preparation for public hearing.
July 21	Public hearing.
July 26	Certified tax rolls received.
August 18	Budget adoption.

*Source: GISD Budget Planning Guide 1999-2000.*

If the budget development process has been altered substantially from the previous year's process, the development of an entirely new budget



calendar may be necessary. The following three steps may be used to prepare a new budget calendar:

- Determine the level of detail needed. A district may have several budget calendars with varied levels of detail. A general calendar may be presented to the school board while a detailed calendar may be used at the campus level. If several calendars are used, they are summarized in a district master calendar to ensure that all activities and dates are consistent and compatible;
- Identify all activities that must be included in the calendar, and arrange them in chronological order; and
- Assign completion dates to each activity on the calendar. Completion dates are assigned working backward through the activities from August 20, the legally mandated date for presentation of the preliminary school district budget to the school board. Dates are also assigned to ensure sufficient time is allowed for completion of each activity on the calendar. Some school districts may assign only completion dates for each activity and allow budget actors/groups to determine when an activity begins. Other school districts assign suggested or mandatory start dates for activities to ensure their timely completion.

**FINDING**

The district received public criticism for its monthly financial and budget reports, specifically for the lack of detail in budget information available to the public, and the inability to provide timely financial information to the board's finance committee and the public.

The district provides budget information to the public on a monthly basis and conducts a monthly open finance committee meeting workshop prior to the regular board meeting. The finance committee includes two members of the board, the superintendent, the assistant superintendent for Business Services and other Business Services administrators that attend as needed.

**Exhibit 6-13** shows the information provided by the Business Services office at monthly finance committee meetings.

**Exhibit 6-13  
GISD Monthly Financial Information  
for Monthly Finance Committee Meeting**

Item	Pertinent Information
Publicly posted agenda for the	Posted at the school administration building in

meeting.	the same manner as regular board meeting agendas.
Cumulative listing of information and action requests from prior meetings.	There were 24 items on the listing from the December 15, 1999 packet.
Minutes of previous meeting for approval at the current meeting.	List attendees and activities for previous agenda items.
Information submitted by the staff on significant financial actions from the regular board meeting.	Includes a cover letter from an administrative official explaining requested actions, and supporting documentation for requested action items. Eight items were included in the December 15, 1999 packet.
Budget reports for the general fund.	Includes budget and actual comparisons and percent received or expended by major revenue source and expenditures for the current fiscal year-to-date period and the same period of the prior fiscal year.
Ongoing budget initiative status and recommendations report from the assistant superintendent for Business Services.	Includes status and suggestions for 27 recommendations of various subcommittees of administrative personnel formed to improve the district's program budgets.

*Source: GISD Finance Committee Packets prepared by the Business Services office.*

The budget information in the finance committee packet did not include variances in comparison to budget amounts, and the level of detail in expenditure presentations did not detail significant transactions of interest to the public. Business Services personnel are not routinely able to answer detailed questions concerning significant transactions at the finance committee meeting without further research.

The district's CIMS financial system can provide budget comparison reports at any level of the district's operations. GISD maintains the financial accounting structure of this system in accordance with the TEA's *Financial Accountability System Resource Guide*. The system includes necessary coding to identify revenue sources and expenditures by functional area, expenditure type, program area and campus or facility. All of these detailed line items for revenues and expenditures include budgeted data and financial information. The district was able to generate detailed reports containing budgeted and actual data requested during TSPR's review.

**Recommendation 60:**

**Generate a monthly budget comparison report.**

The report should include the district's ongoing budgeted and actual financial results. The report should include the budget amount, actual financial result and variances from budget at a selected level of detail (**Exhibit 6-14**), and should include explanations of large budget variances. This information is available on the district's CIMS financial system.

**Exhibit 6-14  
Example Standard Monthly Budget Comparison Report**

<b>Description</b>	<b>Budget Amount</b>	<b>Actual Amount</b>	<b>Variance</b>
<b>Fund:</b>	\$	\$	\$
Revenue:	\$	\$	\$
Categories	\$	\$	\$
<b>Total Revenues</b>	\$	\$	\$
Expenditures:	\$	\$	\$
Function:	\$	\$	\$
Expenditure type:	\$	\$	\$
Program area	\$	\$	\$
Campus or facility	\$	\$	\$
<b>Total expenditures</b>	\$	\$	\$

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The finance committee and superintendent meet with the director of Financial Services from the Business Services office and a representative from MIS to review budget report options available from the district's CIMS financial system.	July 2000
2.	The finance committee, superintendent, director of Financial Services and MIS representatives decide on the minimum requirements for a monthly standardized report that includes information necessary for evaluating the district's financial status.	August 2000
3.	The director of Financial Services and MIS representatives arrange for a review by the finance committee and superintendent. MIS representatives assist the director of	September 2000

	Financial Services with the monthly report of data from the CIMS financial system.	
4.	The finance committee presents the report to the public for input at a regular meeting and receives input from the public as to level of detail and contents necessary. The finance committee makes final recommendations to the superintendent, director of Financial Services and MIS representatives on the contents of the standard report.	October 2000
5.	The Business Services office includes the standard report in monthly finance committee meeting packets.	November 2000

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

# Chapter 6

## FINANCIAL MANAGEMENT

### C. Payroll

The Business Services office is responsible for the timely and accurate payment of district employees, benefit deductions and premium payments, IRS-related matters, court-ordered deductions and deductions for participation in the Teacher Retirement System and Medicare/Social Security.

Business Services, which includes two payroll clerks and the director of Financial Services, provides monthly checks to 1,133 salaried GISD employees, including teachers, substitutes, paraprofessionals and administrators, and bi-weekly checks to 351 hourly employees, including food service, operations, maintenance and transportation workers.

### FINDING

GISD incurs direct costs of \$79,350 (\$63,480 in salary costs plus \$15,870 in benefits) for payroll processing personnel (**Exhibit 6-15**). These costs do not include twenty percent of the accounts payable clerk's time spent processing substitute payrolls or other costs allocable for other Business Services employees and MIS support activities.

**Exhibit 6-15**  
**Personnel Costs for GISD Payroll Function**

<b>Position</b>	<b>Salary and Benefit Costs</b>
Payroll specialist - monthly payrolls	\$47,479
Payroll and benefits clerk for hourly employees (paid bi-weekly)	\$31,871
<b>Total</b>	<b>\$79,350</b>

*Source: GISD Business Services Records.*

Galveston College, several school districts and other government entities have found that outsourcing payroll is an attractive alternative to maintaining the staff and automated systems necessary to perform these duties. Many governments lack the ability to attract and retain the appropriate level of personnel, and must continually train new employees. When these duties are outsourced, the partner assumes these

responsibilities, and additional turnover does not burden upper-level staff and clerical personnel.

**Recommendation 61:**

**Contract for payroll processing.**

Other advantages to outsourcing payroll include:

- The ability to use existing personnel in other areas, reducing overall costs;
- Elimination of routine MIS support for payroll system purposes, further reducing long-term costs;
- Elimination of resources applied to federal and state tax filings, including W-2 preparation;
- Elimination of payroll program updates for changing federal and state tax laws; and
- Elimination of payroll cycle problems associated with direct deposit data transmission, and changes in employee pay rates.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The assistant superintendent for Business Services, in cooperation with Purchasing, prepares a request for proposals (RFP) for payroll processing services from available vendors.	September 2000
2.	The assistant superintendent for Business Services, in cooperation with Purchasing, reviews proposals received and makes a recommendation with the review of the superintendent.	November 2000
3.	The superintendent presents a recommendation for a payroll processing vendor to trustees for formal approval.	January 2001
4.	The payroll processing vendor and GISD personnel begin the transition to vendor processing of GISD payroll.	January 2001 and Ongoing

**FISCAL IMPACT**

According to the firm providing Galveston College's payroll services, outsourcing payroll processing would cost about \$20,000 annually and allow termination or reassignment of the payroll and benefits clerk for hourly employees. This would result in cost savings of \$11,871 (\$25,497 salary plus \$6,374 in benefits less \$20,000 for contracted payroll processing services). GISD can redirect unallocated costs for other Business Services employees and MIS support personnel involved in the payroll processing function to other activities.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Contract for payroll processing.	\$11,871	\$11,871	\$11,871	\$11,871	\$11,871

# Chapter 6

## FINANCIAL MANAGEMENT

### **D. Tax Collections**

Local property taxes provide the largest share of GISD operating funds. A cost-effective and efficient tax collection system that produces a high collection rate is essential to generating the resources necessary to cover daily operations.

School districts adopt a tax rate each year for general operations and debt service. Calculation of this rate is dependent upon the certified tax roll provided by a central appraisal district. School districts levy taxes on real and personal property, while offering exemptions for homesteads with an age 65 classification, and for agricultural property.

GISD received more than \$30 million in 1998-99 from property tax collections, more than 48 percent of the district's revenues. Galveston Tax Collections (GISD Tax Office) collects property taxes for GISD. The GISD Tax Office also collects taxes for Galveston College and the City of Jamaica Beach. Galveston College provides office space for the GISD Tax Office. The City of Galveston used this tax office until fiscal 1999, when the Galveston County Tax Assessor-Collector's office (County Tax Office) assumed tax collection duties.

The Galveston County Appraisal District establishes property values used to assess taxes annually, and transmits the values to the district. The appraisal district sends corrections and updates to the district periodically.

The district's tax assessor-collector supervises the GISD Tax Office, which includes three staff members. The GISD Tax Office is responsible for generating and mailing tax notices and collecting payments.

The GISD Tax Office uses Pro-Tech software, which operates on an IBM AS400 computer. This software allows GISD to download appraisal rolls from the appraisal district as well as accommodate tax statement requests from mortgage companies. Payments from mortgage companies include a tape listing every account paid. This eliminates the necessity for Tax Office personnel to manually enter the amount of collections for each of GISD's 43,197 accounts.

### **FINDING**

The GISD tax collection operation is costly. The GISD Tax Office's operating budget was \$488,223 for 1999-2000, of which \$269,093 was a



fixed cost paid to the appraisal district for appraising property values. State law requires all taxing entities to use county appraisal districts for this purpose.

The remainder of the budget (\$219,130) covers salaries and benefits for four GISD Tax Office employees, printing, stuffing and mailing, computer hardware and software, equipment and other operating expenses. The district receives a cash reimbursement of \$1,200 for tax collection services from the City of Jamaica Beach. The budget does not include allocated support costs from the Business Services and Management Information Service (MIS) offices. **Exhibit 6-16** shows a breakdown of this budget.

**Exhibit 6-16**  
**GISD Tax Office Budget**  
**1999-2000 Fiscal Year**

Budget Item	Amount
Personnel costs	\$133,840
Contracted services	\$39,600
Supplies	\$42,550
Other	\$4,340
Jamaica Beach contribution	\$(1,200)
<b>Sub-total</b>	<b>\$219,130</b>
Appraisal district contribution	\$269,093
<b>Total</b>	<b>\$488,223</b>

*Source: GISD Business Services Office Records.*

Employees include a director (tax-assessor collector), a tax clerk supervisor/computer operator and two tax clerks. Except for annual telephone charges of about \$2,000, GISD does not incur facility and utility costs for the tax office. These costs are borne directly by Galveston College, which owns the facility.

The Property Tax Code allows school districts to contract out collections to a public entity in accordance with the Interlocal Cooperation Act. A Texas Attorney General's opinion states that in all cases a school district must name a tax assessor-collector as the responsible party for all tax collection operations. School districts that contract for their tax collection operations rely on the contractor to perform all technical and day-to-day operations on the district's behalf. The staff person designated as tax

assessor-collector manages the tax collection function and oversees the contractor's activities.

The Galveston County Tax Assessor-Collector made a proposal to the district in March 1999 to collect the district's taxes. The proposal indicated that the County Tax Office could operate a full-scale tax collection operation for GISD for \$29,918 in the initial year of collection, and for \$25,918 annually thereafter. The additional \$4,000 in the initial year would cover the cost of data conversion from the district's system. A private tax collection firm in Galveston was also contacted, but could not provide the service at a lower cost than the County Tax Office.

The County Tax Office can collect the district's taxes at a lower cost than the GISD tax office because it already collects other taxes from GISD's taxpayers, thus avoiding duplicative mailing costs. The County Tax Office, which collects taxes for 23 different taxing entities in Galveston County, including La Marque ISD, provides all of the same services and payment arrangements provided by the GISD Tax Office. **Exhibit 6-17** shows the entities, tax levies and total parcels collected by the County Tax Office in 1999 and compares these totals to GISD information. GISD's tax collection operation would represent 28.6 percent of the total levies collected and 11.8 percent of the total properties taxed by the County Tax Office.

**Exhibit 6-17**  
**Tax Levy and Parcels for Entities that Use Galveston**  
**County Tax Office for Collections Compared to GISD**  
**1999**

Entity	Total Tax Levy	Number of Properties
Galveston County	\$57,477,757	151,680
La Marque ISD	\$19,329,752	16,606
College of the Mainland	\$12,214,651	72,965
City of Galveston	\$10,019,606	29,464
City of La Marque	\$1,904,768	8,640
City of Dickinson	\$1,576,312	7,504
City of Hitchcock	\$687,875	5,787
Drainage District # 2	\$668,158	14,622
Navigation District # 1	\$594,267	22,107

Drainage District # 1	\$530,901	14,335
Emergency District # 1	\$490,320	12,036
Galveston County Fresh Water Supply District # 6	\$354,348	1,353
Reinvestment Zone # 10	\$346,393	290
City of Bayou Vista	\$267,298	1,331
Municipal Utility District (MUD) # 12	\$255,681	1,786
City of Clear Lake Shores	\$254,365	1,481
City of Tiki Island	\$226,803	1,343
MUD 29	\$220,378	485
City of Kemah	\$218,630	1,350
Drainage District # 3	\$150,516	912
Bayview MUD	\$114,314	747
Water Control and Improvement District # 19	\$25,461	647
<b>Total County Tax Office</b>	<b>\$107,928,554</b>	<b>367,471</b>
<b>GISD</b>	<b>\$30,898,352</b>	<b>43,197</b>
<b>Percent for GISD</b>	<b>28.6%</b>	<b>11.8%</b>

*Source: GISD and Galveston County Tax Offices.*

GISD collected 96.8 percent of taxes owed by property owners in 1999. When adding delinquent tax collections from previous years, the combined collection rate for 1999 is 99.4 percent. The County Tax Office had an overall collection rate of 102.9 percent countywide in 1999.

**Exhibit 6-18** shows tax collection rates for GISD and the County Tax Office (all entities) for the past 10 years.

**Exhibit 6-18**  
**GISD and Galveston County Tax**  
**Collection Percentages by Fiscal Year**  
**1990 through 1999**

Fiscal Year	GISD		Galveston County	
	Current	Overall*	Current	Overall*
<b>1999</b>	<b>96.8%</b>	<b>99.4%</b>	<b>97.0%</b>	<b>102.9%</b>

1998	96.9%	101.4%	97.2%	102.6%
1997	95.7%	99.2%	96.9%	102.7%
1996	95.6%	100.2%	96.7%	102.1%
1995	94.8%	98.2%	96.5%	102.4%
1994	95.0%	98.5%	96.4%	102.5%
1993	93.5%	103.3%	96.3%	102.2%
1992	93.2%	106.7%	95.7%	102.0%
1991	91.2%	94.9%	94.6%	100.6%
1990	92.1%	96.9%	94.6%	101.1%

*Source: GISD and Galveston County Tax Offices.*

*\*Overall rates include current and delinquent taxes.*

The Galveston County Tax Office remits collected funds on each day that total balances exceed \$1,000. The Galveston County Tax office collected 95.1 percent of 1999 county taxes within GISD boundaries through June 30, 1999, the date delinquent tax attorneys receive delinquent tax balances for further collection action. The county's delinquent tax attorney says that a significant amount of these taxes were collected by August 31, 1999, the end of the fiscal year. Both the County Tax Office and GISD contract with a tax attorney to collect delinquent taxes. State law allows the tax attorney to add a 15 percent collection fee to taxes outstanding on July 1. When delinquent taxes are collected, the attorney retains the 15 percent, while the district keeps the taxes collected plus penalties and interest.

**Recommendation 62:**

**Transfer GISD tax levy and collection functions to the Galveston County Tax Office.**

GISD should establish an interlocal agreement with the Galveston County Tax Assessor-Collector to provide tax levies and collections handled by the district's tax office. This agreement should address all pertinent GISD tax policies, such as the frequency and method of fund transfers, calculation of the effective and roll-back tax rates, mail-out and payment schedules, reporting requirements and tax refunds. Agreement provisions should include consideration for special contingencies such as the cost of mailing corrected bills when necessary.

GISD should designate a Business Services office employee as GISD's tax assessor-collector for the district, as required by law. This employee would not need hands-on technical expertise in tax collections, since that would be the responsibility of the County Tax Office.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The board approves development of a cooperative agreement between GISD and the Galveston County Tax Assessor-Collector.	July 2000
2.	The superintendent signs an agreement with Galveston County Tax Assessor-Collector.	August 2000
3.	The assistant superintendent for Business Services develops a transition plan for transferring tax functions from the GISD Tax Office to the County Tax Office, including staff reductions and designation of a Business Services office employee as GISD's tax assessor-collector.	September 2000
4.	The County Tax Office begins handling GISD's tax levy and collection functions.	October 2000

**FISCAL IMPACT**

Excluding appraisal district costs, the tax office's operating budget is about \$219,130. Based on cost estimates from the Galveston County Tax Assessor-Collector, the costs for outsourcing GISD's tax collection operations would be \$29,918 in the initial year and \$25,918 annually thereafter. A Business Services office employee could be designated as the district's tax assessor-collector for no additional cost. The district would save \$189,212 the initial year, and \$193,212 per year thereafter.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Transfer GISD tax levy and collection functions to the Galveston County Tax Office.	\$189,212	\$193,212	\$193,212	\$193,212	\$193,212

# Chapter 7

## ASSET AND RISK MANAGEMENT

This chapter reviews the Galveston Independent School District's (GISD's) asset and risk management functions in four areas:

- A. Cash and Investments
- B. Fixed Assets
- C. Employee Insurance and Benefits Administration
- D. Long Term Debt

Asset management involves the management of the district's cash resources and physical assets in a cost-effective and efficient manner. This includes accounting for and safeguarding these elements against theft and obsolescence. Risk management includes the identification, analysis and reduction of risk through insurance and safety programs that protect the district's assets and employees.

### **BACKGROUND**

The Business Services office operates both GISD's asset management function and its risk management program, including all employee benefit insurance and property and casualty insurance coverage.

GISD's cash management and investment policy ensures the safety of idle funds; the availability of operating, capital and debt service funds when needed; and a competitive return on investments. Trustees review and approve the policy annually.

The district's investment portfolio includes financial instruments that earn a rate of return within GISD's safety and liquidity objectives. The district normally uses federal and commercial paper for investment purposes. GISD's investment objectives and policies vary with the nature of the fund, using income generated as a supplementary source of revenue.

Property and casualty policies include liability for facilities, equipment and vehicles, personal injury, professional and general liability and loss of property. As illustrated in **Exhibit 7-1**, property and casualty insurance premiums cost the district \$430,631 in 1999. The district's insurance consultant has indicated that the 25.9 percent decrease in total premiums from the 1998-99 year is mostly due to timing differences in some of the major policy coverage periods. The district plans to have common expiration dates on all property and casualty policies in the future.

**Exhibit 7-1**  
**GISD Property and Casualty Insurance Coverages and Premiums**  
**1998-1999 - 1999-2000**

<b>Type</b>	<b>Liability Limits</b>	<b>1998-1999 Premium</b>	<b>1999-2000 Premium</b>	<b>Difference Inc./ (Dec.)</b>	<b>Percentage Change Inc./ (Dec.)</b>
Storage tank - pollution liability	\$1,000,000	\$0	\$473	\$473	100.00%
ROTC - Surety bond	\$7,000	\$50	\$50	\$0	0.00%
Employee dishonesty bond	\$75,000	\$3,441	\$3,441	\$0	0.00%
Public official bond	\$13,000	\$650	\$650	\$0	0.00%
Computer	\$6,069,000	\$13,058	\$13,564	\$506	3.9%
Boiler and machinery	\$25,000,000	\$8,651	\$3,684	\$(4,967)	(57.4)%
St. John's school - general liability	\$1,000,000	\$4,515	\$1,554	\$(2,961)	(65.6)%
PTO - general liability	\$1,000,000	\$1,076	\$505	\$(571)	(53.1)%
Inland marine - miscellaneous equipment	\$1,472,197	\$8,862	\$3,711	\$(5,151)	(58.1)%
Commercial fire	\$122,201,294	\$232,763	\$127,146	\$(105,617)	(45.4)%
Business auto - liability/specified perils/collision	\$100/\$300/\$100 \$25/\$500 deductible	\$166,134	\$112,039	\$(54,095)	(32.6)%
Windstorm	\$42,266,832	\$107,046	\$128,158	\$21,112	19.7%
Crime-burglary/theft	\$1,000/\$5,000	\$2,022	\$835	\$(1,187)	(58.7)%
Flood	\$10,997,200	\$32,790	\$34,821	\$2,031	6.2%
<b>Total</b>		<b>\$581,058</b>	<b>\$430,631</b>	<b>\$(150,427)</b>	<b>(25.9)%</b>

*Source: GISD Business Services Office-Director of Finance.*

# Chapter 7

## ASSET AND RISK MANAGEMENT

### A. Cash and Investments

GISD uses Moody National Bank as its depository. Texas school districts typically bid and issue depository contracts for a two-year period; however, recent legislation allows them to renew depository contracts for two additional years if they consider the service satisfactory. Moody National Bank maintains the district's checking accounts for general and payroll disbursements. The bank paid the district 3.6 percent (the United States Treasury Bill rate less 1.68 percent) in December 1999 on all idle balances in interest-bearing checking accounts and 4.5 percent for balances placed in certificates of deposit. The depository agreement also allows the district to take out an available working capital loan of up to \$1 million at the prevailing prime interest rate. The depository agreement provides for a surety bond or acceptable collateral securities to cover all bank balances in excess of federal depository insurance limits, as established by the Federal Depository Insurance Corporation.

Each day, the director of Finance reviews the balances of 26 district bank accounts and makes investment decisions based on these balances. Because the interest rates for these accounts typically are lower than those earned from other investments, the district attempts to keep these balances at a minimum.

The district is classified as a "type 3 payee" for state funding purposes. Type 3 payees receive most of their state funding in the first two months of the fiscal year. Therefore, the district typically has excess funds in the first part of the fiscal year and can invest them on a short-term basis. As of December 31, 1999, the district had \$7,698,897 in checking accounts earning 3.6 percent (**Exhibit 7-2**). This amount represents 22.5 percent of the district's total cash and investment balances. As of December 31, 1999, GISD had other funds invested in higher-yielding investments, including federal agency securities and commercial paper that were earning higher interest rates of from 5.6 percent to 6.1 percent. (The district's Lovenberg Maintenance Trust is a nonexpendable trust fund that GISD invests in a portfolio of securities and other investments managed by a local bank's trust department.)

**Exhibit 7-2**  
**GISD Schedule of Cash and Investments by Deposit/Investment**  
**As of December 31, 1999**

<b>Deposit/Investment</b>	<b>Balance</b>	<b>Percentage of</b>	<b>Interest Rate</b>
---------------------------	----------------	----------------------	----------------------



		<b>Total Cash and Investments</b>	
Checking accounts	\$7,698,897	22.5%	3.6%
Certificates of deposit	\$228,589	0.7%	4.5%
U.S. government agency securities	\$17,477,507	51.1%	5.6%
Commercial paper	\$6,729,481	19.7%	6.1%
Lovenberg trust	\$1,987,346	5.8%	5.0%
Other - fiscal	\$71,116	0.2%	3.6%
<b>Total/Average</b>	<b>\$34,192,936</b>	<b>100.0%</b>	<b>5.2%</b>

*Source: Business Services Offices records, Director of Finance.*

GISD's general fund had \$26,488,696 in cash and investments as of December 31, 1999 (**Exhibit 7-3**). GISD's cash and investment accumulation in the general fund includes federal program cash balances and represents 77.5 percent of the districts total cash and investment balances.

**Exhibit 7-3**  
**GISD Schedule of Cash and Investments by Fund**  
**As of December 31, 1999**

<b>Description</b>	<b>Amount</b>	<b>Percentage of Total Cash and Investments</b>
General fund	\$26,488,696	77.5%
Food service fund	\$649,600	1.9%
Debt service fund	\$892,316	2.6%
Trust and agency fund	\$480,045	1.4%
Workers' compensation fund	\$216,054	0.6%
Nonexpendable trust funds	\$2,154,604	6.3%
Agency funds	\$2,767,069	8.1%
Campus activity funds	\$412,611	1.2%
Tax office	\$131,941	0.4%
<b>Total</b>	<b>\$34,192,936</b>	<b>100.0%</b>

*Source: Business Services Offices records, Director of Finance.*

## **FINDING**

GISD's cash and investment policies and depository agreements do not provide for the overnight investment of idle funds in higher-yielding investments. GISD places all idle funds in depository bank accounts until they are transferred to specific long- and short-term investment vehicles. GISD does not conduct any formal cash flow forecasting to determine when funds will be received and when they will be needed, so that excess funds can be invested.

Many Texas school districts place idle depository bank account balances in overnight "sweep" investment vehicles. The use of these higher-yielding vehicles for unused depository bank balances makes it easier for both district and bank personnel to maintain and monitor the collateral needed to secure bank balances on deposit.

School districts that use overnight investments generally increase their earnings on these balances.

### **Recommendation 63:**

#### **Place unused bank balances in higher-yielding investments overnight to increase investment earnings.**

Cash flow forecasting will be necessary to such an arrangement. The district should develop cash flow forecasts for the fiscal year on a monthly basis (or perhaps biweekly, depending upon payroll periods). These forecasts should consider the timing of federal and state aid payments, local property tax levies and collections, interest earnings and disbursements. Cash flow forecasts also may include bond proceeds and short-term loan proceeds and disbursements.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Finance contacts the depository bank and makes arrangement for overnight investments of funds in a higher-yielding investment vehicle.	July 2000
2.	With the assistance of the depository bank, the director of Finance prepares amendments to the existing depository banking agreement.	August 2000
3.	The superintendent presents the depository banking contract amendments to the finance committee for review and approval.	September 2000

4.	The superintendent presents the depository banking contract amendments to the board for approval.	October 2000
5.	The director of Finance updates administrative policies and procedures to accommodate the overnight investment arrangements with the depository bank.	October 2000
6.	The superintendent approves updated administrative policies and procedures to accommodate the overnight investment arrangements with the depository bank.	November 2000
7.	The depository bank begins investment of idle bank deposits in higher-yielding overnight investment vehicle.	November 2000

### FISCAL IMPACT

GISD had average quarterly checking account balances of \$4,567,405 for the four quarters ended February 2000. A recent overnight sweep account rate obtained from Katy ISD in the Houston area was 5.31 percent and the district's most recent annual rate on checking deposits was 4.03 percent. If the district invested these average balances overnight at 5.31 percent instead of the current 4.03 percent earned on checking deposits, the district could realize an additional \$58,463 annually (**Exhibit 7-4**). For 2000-01, the prorated nine-month's savings are estimated at \$43,847.

**Exhibit 7-4**  
**Annual Savings from Increased Investment Earnings on**  
**Overnight Investment of Bank Cash Deposits**

Description	Average Balance Available for Overnight Investment
Balance available for investment	\$4,567,405
Estimated overnight interest rate	5.31%
Annual estimated interest earnings	\$242,529
Current account rate	4.03%
Current interest earnings estimate	\$184,066
Average savings	\$58,463

*Source: GISD Business Services Office and TSPR calculation.*

Recommendation	2000-01	2001-02	2002-03	2003-04	2004-05

Place unused bank balances in higher-yielding investments overnight to increase annual earnings.	\$43,848	\$58,463	\$58,463	\$58,463	\$58,463
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## FINDING

GISD's internal controls over investments and cash balances do not completely separate the handling of cash and investments and bookkeeping functions. The director of Finance is responsible for both cash and investment balances. The lead accountant who reports to the director is responsible for reconciling cash and investment balances to bookkeeping records. GISD's assistant superintendent for Business Services does not review these reconciliations in any consistent way.

The separation of asset maintenance and bookkeeping functions is necessary to ensure that assets are properly safeguarded from unauthorized uses and that accounting information is reliable. According to the Texas Education Agency's (TEA's) *Financial Accountability System Resource Guide*, school districts should segregate responsibilities for collection and deposit preparation from those for recording cash receipts and general ledger entries.

TEA suggests the following policies regarding controls over cash and investment balances:

- Segregation of responsibilities for cash receipts functions from those for cash disbursements.
- Segregation of responsibilities for disbursement preparation and disbursement approval functions from those for recording or entering cash disbursements information on the general ledger.
- Segregation of responsibilities for disbursement approval from those for the disbursement, voucher preparation and purchasing functions.
- Segregation of responsibilities for entries in the cash receipt and disbursement records from those for general ledger entries.
- Segregation of responsibilities for preparing and approving bank account reconciliations from those for other cash receipt or disbursement functions.
- If electronic data processing is used, maintain the principle of segregated duties within processing activities.

TEA also suggests a number of procedural controls for collections, disbursements, custody, detail accounting and general ledger maintenance in the area of cash and investment handling.

**Recommendation 64:**

**Revise internal control procedures to provide for a complete separation of duties between the cash and investment maintenance function and the bookkeeping function.**

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Finance reviews the cash and investment bookkeeping and bank reconciliation procedures assigned to the lead accountant.	August 2000
2.	The assistant superintendent for Business Services updates procedures and reviews bank reconciliations and related general ledger information on a monthly basis.	September 2000

**FISCAL IMPACT**

This recommendation could be implemented with existing resources.

**FINDING**

GISD maintains a trust fund for selected retired teachers, the Lovenberg Retirement Trust. However, GISD has made no payments from this trust since the 1990-91 fiscal year. The grantor established the trust in the mid-1900s to give certain retired teachers a supplemental retirement of \$100 per month. The superintendent and assistant superintendent indicate that all teachers that might have received benefits from this trust fund are dead. In addition, district officials have no copy or record of the trust document. GISD banking officials also had no record of the trust and no trust document. The balance in the trust fund at the end of the 1998-99 fiscal year was \$141,502.

**Recommendation 65:**

**Close the Lovenberg Retirement Trust account and transfer its balance to the general fund.**

Assistance in closing the trust may be sought from legal counsel.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The assistant superintendent for Business Services presents information and budget amendments for these funds to the board for approval.	August 2000
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2.	The assistant superintendent for Business Services closes the trust account and incorporates the balance into available funds for the next fiscal year's budget.	September 2000
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**FISCAL IMPACT**

Recommendation	2000-01	2001-02	2002-03	2003-04	2004-05
Close the Lovenberg Retirement Trust account and transfer the balance to the general fund.	\$141,502	\$0	\$0	\$0	\$0

**FINDING**

The district maintains the Lovenberg Maintenance Trust Fund to pay for facilities improvements resources in district middle schools. GISD, however, is not fully using the maintenance trust for facility improvements, despite significant needs for such improvements at GISD's middle schools and elsewhere throughout the district.

The trust's asset balance at the end of fiscal 1999 was \$2,285,111. **Exhibit 7-5** shows the trust's asset balances, earnings and the amounts actually used for middle school facility improvements over the past five years.

**Exhibit 7-5  
Lovenberg Maintenance Trust Asset Balances, Earnings  
and Use for Middle School Facility Maintenance  
1994-95 - 1998-99**

Year	Asset Balances	Investment Earnings	Use by District	Excess Earnings
1998-99	\$2,285,111	\$176,667	\$65,000	\$111,667
1997-98	\$2,173,444	\$491,073	\$50,000	\$441,073
1996-97	\$1,732,371	\$327,249	\$262,500	\$64,749
1995-96	\$1,667,622	\$177,439	\$0	\$177,439
1994-95	\$1,490,183	\$233,030	\$597,315	\$(364,285)
Average	\$1,869,746	\$281,092	\$194,963	\$86,129

*Source: GISD Annual Financial Reports.*

A local bank trust department manages the trust, established in 1939. GISD officials do not know the original amount of the trust gift. Since it is a non-expendable trust, GISD may use only the trust's earnings for middle school facilities. Based on market factors since the inception of the trust, district officials and trust asset managers feel that the trust corpus is not even near half of the current asset value of \$2,285,111.

**Recommendation 66:**

**Use \$800,000 from the Lovenberg Maintenance Trust Fund on middle school facility improvements over the next fiscal year and develop a plan for using funds from the trust in each subsequent year.**

Based on provisions of the trust agreement, discussions with the assistant superintendent for Business Services and related discussions with the fund's asset managers, the amount to be used from this trust in the next fiscal year can be increased without jeopardizing its long-term benefits.

The trust asset managers were contacted to discuss developing a management plan to achieve the goals of this recommendation. The asset managers reviewed asset use projections shown in the fiscal impact table below and agreed that this type of management plan was reasonable. The district should work with the asset managers to develop an investment strategy for the use of these funds in the upcoming year. Business Services staff should discuss future uses of these funds with the asset managers to ensure that their investment strategies are consistent with projected uses in subsequent years.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent and assistant superintendent for Business Services incorporate the use of \$800,000 from the Lovenberg Trust Fund into fiscal 2000-01 middle school facilities maintenance budgets.	July 2000
2.	The superintendent and assistant superintendent for Business Services discuss asset management strategies for future years with the fund's asset managers.	July 2000
3.	The Board of Trustees approves the use of these funds when adopting the fiscal 2000-01 budget.	August 2000

**FISCAL IMPACT**

After reviewing recommended asset management alternatives with the trust's asset managers, GISD should allocate \$800,000 on an immediate basis for facility improvements at middle schools. GISD will not

jeopardize the trust corpus by making this allocation. TSPR conservatively estimates that the trust still would have \$1,058,244 in assets at the end of five years even after increasing the next year's use of assets to \$800,000 and thereafter resuming the average use of these funds as seen over the last five years. **Exhibit 7-6** shows the impact over the next five years of using \$800,000 immediately from the trust, conservatively assuming 5 percent annual earnings on the remaining assets. Projected earnings beyond the next fiscal year are based on the average expenditures from the trust over the past five years.

**Exhibit 7-6**  
**Projected Asset Balances and Investment Earnings of**  
**the Lovenberg Maintenance Trust Based on Using \$500,000**  
**on Immediate Middle School Facility Maintenance Needs**  
**2000-01 - 2004-05**

<b>Year</b>	<b>Use of Trust Earnings</b>	<b>Average Assets Available for Investment</b>	<b>Estimated Investment Earnings</b>	<b>Remaining Asset Balances</b>
2000-01	\$800,000	\$1,885,111	\$94,256	\$1,579,367
2001-02	\$195,000	\$1,481,867	\$74,093	\$1,458,460
2002-03	\$195,000	\$1,360,960	\$68,048	\$1,331,508
2003-04	\$195,000	\$1,234,008	\$61,700	\$1,198,208
2004-05	\$195,000	\$1,100,708	\$55,035	\$1,058,244

*Source: TSPR calculation.*

The use of \$800,000 from the fund in the next fiscal year would represent an increase of \$605,000 over the \$195,000 average expenditure of the past five years. In 1999, GISD issued contractual obligations that included \$444,794 for improvements to middle school facilities. By using the trust's funds for these purposes, GISD will save or be able to reallocate these contractual obligation resources for other facility maintenance needs within the district.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Use \$800,000 from the Lovenberg Maintenance Trust Fund on middle school facility improvements in the next fiscal year.	\$444,794	\$0	\$0	\$0	\$0



# Chapter 7

## ASSET AND RISK MANAGEMENT

### **B. Fixed Assets**

GISD's financial policies require the assistant superintendent for Business Services to account for all district fixed-asset items with a cost greater than \$5,000 and a useful life expectancy of one year or more.

According to TEA's *Financial Accountability System Resource Guide*, governmental accounting for fixed assets should emphasize control and accountability. To achieve these goals, a district must accumulate a variety of data relating to fixed assets, data including quantity, location, condition and life expectancy.

Fixed-asset records are necessary to assign accountability for the custody and maintenance of individual items and to assist in estimating future requirements. School districts generally control the purchase of fixed assets with a well-defined authorization procedure. Many federal programs specifically require separate accountability for fixed assets purchased with federal funds.

School district records on fixed assets should include the following information at minimum:

- The item purchased
- Date of purchase
- Purchase price
- Life expectancy
- Location number
- Inventory number
- Fund from which purchased

These records, regardless of their physical form, should at least provide for a complete description of the item to permit positive identification, and capture cost and purchase data and the item location.

Adequate accounting procedures and records for fixed assets:

- Designate responsibility for custody and proper use.
- Provide data for the management of fixed assets.
- Provide data for financial control, financial reports and adequate insurance coverage.

Security is the primary requirement of any fixed-asset record system. Any material change in the customary recording of fixed assets should be decided by the district's administration. Managers must impose discipline throughout the organization to ensure adequate protection of fixed assets.

School district policies should address the use of fixed assets in any location other than that to which they are assigned.

Schools should inventory certain fixed assets, such as furniture and equipment, on a periodic basis. Districts should take annual fixed-asset inventories at the end of the school term, before staff members leave, and should settle any discrepancies between fixed-asset records and the items found on hand in a timely fashion. Districts should list missing items and write off these assets in accordance with established policy.

## **FINDING**

GISD's fixed-asset accounting process and related systems are weak. Business Services employees manually maintain all fixed-asset records on a spreadsheet program and do not perform routine physical counts. The district's Comprehensive Information Management for Schools (CIMS) software will provide an integrated module designed to ensure all fixed assets are properly recorded. Auditors and Business Services staff record amounts in the district's annual audited financial statements based on changes in summary amounts during the year, rather than on the actual listings. The fiscal 1998-99 annual financial report reported \$110,752,380 in GISD fixed assets.

GISD's current financial system has a module designed for the maintenance of detailed fixed-asset inventories that will interface with the district's financial software, eliminating the need to use manual spreadsheets for these purposes. The district, however, has not been using these modules. In addition, GISD has not allocated the resources needed to perform physical counts or update and reconcile the manually prepared spreadsheets on a routine basis.

A weak fixed-assets inventory system and related record-keeping processes can be very costly, due to the need to replace items lost or stolen. The district's total recurring capital outlay budget for 1999-2000 was \$1,071,441.

GISD has not considered using an outside service for initial fixed-asset counts and data entry into existing automated systems. A number of firms specialize in this activity.

## **Recommendation 67:**

**Use the existing automated financial system modules to perform annual inventories and track fixed assets, and consider using a request for proposals to identify a qualified service provider for initial fixed-asset counts and data entry.**

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Finance assigns the Business Services office assistant responsibility for fixed-asset record-keeping.	September 2000
2.	The director of Finance and the Business Services office assistant prepare a plan for using the automated fixed-asset tracking modules with assistance from MIS.	September 2000
3.	The director of Finance and Business Services office assistant prepare a plan for a districtwide fixed-asset count. If an outsourcing alternative is used, the director of Finance prepares a request for proposals from qualified firms for this activity.	October 2000
4.	If the outsourcing alternative is selected, the director of Finance reviews proposal responses and makes a recommendation to the superintendent and board for an outsourcing partner.	November 2000
5.	If an outsourcing alternative is used, the superintendent makes a recommendation to the board for approval at the monthly Board of Trustees' meeting.	December 2000
6.	The director of Finance and the Business Services office assistant inform campus and facility administrators of the plan and assign responsibility to campus and facility administrators, teachers and clerical staff.	January 2001
7.	The director of Finance and the Business Services office assistant oversee the outsourcing partner or campus and facility personnel in counting fixed assets.	February - March 2001
8.	The director of Finance, Business Services office assistant and outsourcing partner (if any) begin entering fixed-asset data into the automated tracking modules as counts are completed at campus and facility locations.	February 2001
9.	The director of Finance, Business Services office assistant and outsourcing partner (if any) complete input of fixed-asset data into the automated tracking modules.	March 2001
10.	The director of Finance and the Business Services office assistant develop policies and procedures to ensure that fixed-asset data contained in the tracking modules are properly updated as a part of Business Services office work routines and	May 2001

	that annual or other periodic counts of fixed assets are made at the campus and facility levels.	
11.	The director of Finance and the Business Services office assistant use data contained in the automated fixed-asset tracking modules to make necessary adjustments to the district's general ledger accounts.	June 2000

### **FISCAL IMPACT**

If the director of Finance properly plans the counts of fixed assets and the use of the automated fixed-asset tracking modules, and GISD uses its own personnel to perform the counts and data entry, this recommendation could be implemented with existing resources. A key element in this plan is the delegation of responsibilities for fixed-asset listings to campus and facility administrators.

If GISD decides to outsource the initial counts and data entry, the district would incur an estimated one-time cost of \$35,000. If outsourcing is preferred, the director of Finance must oversee the outsourcing partner's activities. The director of Finance also should be required to assign the function of fixed-asset system maintenance to the Business Services office assistant, and to assign ongoing responsibility for fixed-asset listings and counts to campus and facility administrators.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Use the automated financial system modules to perform annual inventories and track fixed assets, and consider using a request for proposals to identify a qualified service provider for initial fixed-asset counts and data entry.	(\$35,000)	\$0	\$0	\$0	\$0

# Chapter 7

## ASSET AND RISK MANAGEMENT

### **C. Employee Insurance and Benefits Administration**

GISD provides health benefits through a self-funded insurance plan administered through Health Administrative Services (HAS), a firm specializing in managing governmental self-funded benefit plans. HAS is the plan's third-party administrator. Under a self-funded plan, the district elects to carry the risks associated with the health insurance claims of its employees, rather than receiving this coverage from an independent insurance company. In establishing a self-funded health insurance plan, the district creates its own insurance operation by charging premiums expected to cover the plan's costs. The basic characteristics of the self-funded plan are similar to those offered by outside providers. Self-funding gives the district more control over the plan's provisions, its administrative costs and the choice of external health service providers. GISD purchases aggregate and individual stop-loss insurance coverages, which is to prevent unexpectedly large claims from having a catastrophic effect on the plan's operations.

The self-funded plan includes certain health care providers within its preferred provider organization (PPO); employees who consult these providers receive a higher percentage reimbursement of their claims. A PPO plan pre-approves health service providers for use by plan participants and thus reduces costs due to the handling of claims.

The program includes group health/accident, dental, life/disability, legal liability and workers' compensation insurance for all staff members who work at least 20 hours per week, excluding overtime. Business Services officials, the district's insurance consultant and the third-party administrator review these plans annually for type and amount of claims paid, costs and actuarial reliability.

GISD's self-funded plan has a \$400 deductible per year per individual for services delivered by both preferred providers and other providers. The maximum deductible to a family in any year is \$1,200. The maximum out-of-pocket expense to an employee is \$3,000 in a year to a PPO provider, with no maximum limit for non-PPO providers.

**Exhibit 7-7** provides a summary of the key plan provisions.

**Exhibit 7-7**  
**Summary of GISD Medical Plan Benefits**  
**1998-99**

<b>Benefit</b>	<b>Employee reimbursement of PPO provided service</b>	<b>Employee reimbursement of Non-PPO provided service</b>
Hospital [semi-private room]	80%	60%
Physician's hospital or office fee	100%	60%
Second opinion for surgery: Cost of consultation Surgery for specified procedures	100%	60%
Outpatient surgical facility	80%	60%
Psychiatric/chemical dependency: In-hospital care Out-of-hospital care	80%	60%
Supplemental accident benefit		
Wellness benefit	100%	N/A
Mammogram benefit	100%	N/A
Ambulance services and emergency care	80%	80%
Prescription drugs	generic \$12; brand name \$25	generic \$12; brand name \$25
Other eligible expenses	80%	60%

*Source: GISD Benefits Office.*

A third option is an alternate plan if an employee's spouse is covered by another plan, a hospital indemnity benefit, which pays \$200 per day for up to 150 days per calendar year.

GISD contributes \$163 per employee to fund its plan. This contribution has remained constant since 1996. **Exhibit 7-8** details employee contributions.

**Exhibit 7-8**  
**GISD Full-Time Employee Monthly**  
**Premiums for Medical Coverage**  
**1998-99**

<b>Category</b>	<b>Premiums</b>
Employee only	\$0

Employee + children	\$129
Employee + spouse	\$190
Employee + family	\$283

Source: GISD Benefits Office.

A spouse can be enrolled in the GISD plan only if there is no group coverage available through his or her employer. Coverage under the GISD plan can only be secondary for the spouse.

GISD's dental plan offers two options, Option 1 (low coverage) and Option 2 (high coverage). An employee enrolled in the district's health insurance plan is automatically eligible for the GISD dental plan. The dental plan has an individual annual deductible of \$50 for basic services per person in both plans. GISD does not contribute toward dental coverage for full-time employees.

A summary of the dental plan's key provisions is included in **Exhibit 7-9**.

**Exhibit 7-9**  
**GISD Dental Plan Benefits**  
**1998-99**

Benefit	Coverage	
	Option 1	Option 2
Preventive and diagnostic services (periodontal cleanings, flap surgery, gingivectomy or osseous surgery)	100%	100%
Basic services (fillings, oral surgery, endodontics, periodontal cleanings, curettage, flap surgery or gingivectomy)	80%	80%
Major services (crowns, inlays, bridges and dentures)	0	50%
Maximum benefits/person/calendar year	\$1,000	\$1,000
Orthodontia (lifetime maximum)	0	50%; lifetime maximum of \$1,000; children to age 19

Source: GISD Benefits Office.

GISD also offers and pays for basic life insurance of \$5,000 for employees only. Any additional coverage is paid for by the employee, who can purchase up to \$45,000 in life insurance, regardless of salary.

Section 125 of the Internal Revenue Code provides a pre-tax benefit that allows employees to deduct premiums for health, dental, cancer or other life insurance and medical/dependent care reimbursement from their salary before federal income tax is calculated. GISD makes this option available to its employees.

Long- and short-term disability programs are available for all eligible employees, but the district does not pay any of the premiums for either program.

GISD also carries legal liability insurance coverage for all employees, including substitutes and student teachers. This policy covers claims made against employees for errors, omissions or breaches of duty in the performance of their jobs.

Four years of the district's claims history for its self-funded medical plan are summarized in

**Exhibit 7-10.** Participation in the plan increased, while claims and costs fluctuated, rising and falling by more than 30 percent in two successive years.

**Exhibit 7-10  
GISD Claims History  
1996 - September 30, 1999**

<b>Calendar Year</b>	<b>Participants</b>	<b>Total Medical Claims</b>	<b>Costs per Participant</b>	<b>Percentage Change</b>
1999	1,439	\$1,828,828	\$1,270	-28.5%
1998	1,407	\$2,293,857	\$1,632	-31.3%
1997	1,392	\$2,983,222	\$2,143	30.7%
1996	1,315	\$2,155,305	\$1,639	N/A

*Source: Health Administration Services, Inc. and GISD Benefits Office.*

**Exhibit 7-11** compares GISD's medical premium costs to those of selected Galveston-area districts with which GISD competes for employees, particularly teachers. GISD pays the highest district contribution among this group. GISD contributes \$163 (employee-only amount) toward the premium. The employee pays \$190 for employee and children coverage,



\$129 for employee and spouse coverage and \$283 for employee and family coverage.

**Exhibit 7-11  
GISD and Selected Districts Cost per Person for Medical Insurance  
1999-2000**

District	Cost to Employee				
	Amount of Premium Paid by the District	Employee Only	Employee and Children	Employee and Spouse	Employee and Family
Galveston	\$163	\$0	\$129	\$190	\$283
Clear Creek	\$156	\$10	\$210	\$160	\$316
Fort Bend	\$147	\$47	\$233	\$211	\$317
Galena Park	\$145	\$54	\$219	\$252	\$407
Texas City	\$138	\$28	\$144	\$93	\$197
Deer Park	\$124	\$15	\$165	\$135	\$271
Alvin	\$118	\$56	\$245	\$199	\$383
Friendswood	*\$100/\$246	\$81	N/A	N/A	\$202

*Source: Telephone survey conducted by TSPR, January 2000.*

*\* \$100 for employee only, \$246 for employee and family.*

**FINDING**

In addition to its regular health insurance and workers' compensation coverages, GISD has an innovative optional program for unused employee sick leave. The Catastrophic Sick Leave Bank is a pool of sick leave days established on a voluntary basis by district staff to be used by any member of the bank who suffers a catastrophic personal illness that extends beyond their own accumulated sick leave, personal leave and accrued vacation days.

A board of district employees oversees the program, which is not part of the district's budget. The Business Services office benefits coordinator maintains the records needed to support the program. To join the program, an employee must contribute three of the seven sick days granted in any one year under district policy. The program can contribute up to 45 days to

a participant for a board-approved catastrophic illness absence. If a participant receives sick days for such an absence, he or she must contribute another three sick days to the bank to remain active in the program.

Since the inception of Catastrophic Sick Leave Bank program, the bank has contributed 1,689 days to applicants (**Exhibit 7-12**). Among the reasons for these contributions were cancer, auto accidents, aneurysm and disc herniation, pregnancy with complications, emphysema and major stress-related illness. In Spring 2000, the bank had about 1,200 days available for distribution.

**Exhibit 7-12**  
**Catastrophic Sick Leave Bank Distributions**  
**1994-95 - 1998-99**

<b>Year</b>	<b>Days Donated</b>	<b>Days Granted</b>
1998-99	606	352
1997-98	471	345
1996-97	375	286
1995-96	594	315
1994-95	747	295

*Source: GISD Business Service Office - Benefits Coordinator.*

Since an employee board oversees the sick leave bank, staff ownership of the program has created a positive feeling among all participating employees.

**COMMENDATION**

**The district has created a Catastrophic Sick Leave Bank to help employees deal with sudden catastrophic illnesses and has raised staff morale in the process.**

**FINDING**

GISD's employee health and workers' compensation insurance plans are self-funded policies administered by Health Administration Services, Inc. The assistant superintendent for Business Services administers the district's programs.

The district received public criticism for transferring \$1.1 million in funds from the health insurance program to the general fund for budgetary purposes in the 1998-99 fiscal year. These criticisms were echoed in TSPR's public forums and surveys. The major complaints from area residents and employees concern the fact that the funds were moved to assist in meeting general budget demands, while employees are being told to pay more for health and drug costs in the current year.

Although the balance of the workers' compensation plan fund has increased over the last three years, actual cash funding of claim payments by the general fund have decreased significantly. GISD bases the plan fund claims liability on estimated incurred, but not-yet-reported claims. Many Texas school districts fund only those

claims that have been submitted in self-funded workers' compensation funds. **Exhibit 7-13** shows fund balance levels, plan expenditures and amounts due from the general fund for the past three years.

**Exhibit 7-13**  
**GISD Workers' Compensation Plan Fund Balance Levels,**  
**Plan Expenditures and Amounts Due from the General Fund**  
**1996-97 - 1998-99**

<b>Year</b>	<b>Fund Balances</b>	<b>Plan Expenditures</b>	<b>Due from General Fund</b>
1998-99	\$274,382	\$203,939	\$647,334
1997-98	\$191,831	\$218,231	\$457,174
1996-97	\$24,490	\$240,424	\$202,125

*Source: GISD Annual Financial Reports.*

The assistant superintendent for Business Services confirmed that amounts from the health insurance plan were used to cover the 1998-99 budget shortfall. Generally, districts make transfers such as this through a reduction in annual premium charges, since federal funds were used to generate available balances from prior years.

The assistant superintendent for Business Services and the district's external auditors confirm that GISD has not performed actuarial studies to establish the level of funding or balances to remain in the self-funded health insurance program or to support the estimated incurred but unreported claims liability for the workers' compensation plan. This can be very dangerous for self-funded plans, due to the volatility of claims experience for district employees.

**Recommendation 68:**

**Conduct actuarial studies to determine appropriate premium contributions for annual health and workers' compensation claims and adjust funding to the self-funded health workers' compensation plans accordingly.**

GISD should make any reduction in available funds in the health plan through premium contribution adjustments to the plan on a prospective basis. Sources of funds contributed to the health plan in prior years include contributions of federal grant programs. Funding equity questions result from a transfer from the health plan of what may be excess reserves to a single fund (general fund in 1998-99).

GISD can achieve savings in its workers' compensation program by reducing premiums paid to the plan over the next several years to reduce this interfund payable. Average premiums recorded by the plan over the last three years are approximately \$345,000.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent or assistant superintendent for Business Services requests proposals from actuarial firms for determining the appropriate claims premiums for the district's health insurance plan and workers' compensation plans.	July 2000
2.	The Board of Trustees approves an actuarial firm for these purposes.	July 2000
3.	Based on the results of the actuarial studies, the Board of Trustees approves changes in appropriate funding levels for the 2000-01 budget.	August 2000

**FISCAL IMPACT**

Based on discussions with a Houston-area actuarial consulting firm, GISD will need two different actuarial studies for the two insurance plans. Actuarial studies such as these typically cost between \$6,000 and \$8,000. The total estimated cost for the two studies is \$16,000.

Based on the actual experience of GISD's workers' compensation program over the past three years, savings have been estimated as half of the existing interfund liability (\$647,334) at the end of 1998-99 for the 2000-01 fiscal year. Assuming a \$16,000 cost for the necessary actuarial studies concerning premium funding levels, the total estimated savings for the

2000-01 fiscal year would be \$307,667. Future funding levels should be determined through the actuarial study and the district's experience. The cost for the studies should be more than offset by premium reductions and improved estimates.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Conduct actuarial studies to determine appropriate premium contributions for annual health and workers' compensation claims and adjust funding to the plans accordingly.	\$307,667	\$0	\$0	\$0	\$0

### **FINDING**

The district allows employees to accumulate local sick days during employment and pays for these days when an employee leaves the district at the rate of \$15 per day. GISD pays employees for accumulated sick leave if they have five or more years of service upon departure. The district's total liability has been growing over the past few years and was \$519,672 on August 31, 1999 (**Exhibit 7-14**).

**Exhibit 7-14**  
**Employee Sick Leave Liability**  
**1995-96 through 1998-99**

<b>Year</b>	<b>Amount</b>	<b>Increase</b>
1998-99	\$519,672	\$7,622
1997-98	\$512,050	\$4,429
1996-97	\$507,621	\$8,993
1995-96	\$498,628	\$182,184

*Source: GISD annual audited financial and compliance reports.*

The district paid an average of \$63,757 to existing employees over the past four years (**Exhibit 7-15**). In 1998-99, GISD paid \$11,100 to ten retirees under the policy, with the remaining \$59,433 paid to non-retiring employees leaving the district.

**Exhibit 7-15**  
**GISD Accumulated Employee Sick Leave Payments**  
**1995-96 through 1998-99**

<b>Year</b>	<b>Amount</b>
1998-99	\$70,533
1997-98	\$64,219
1996-97	\$78,278
1995-96	\$41,996
<b>Average</b>	<b>\$63,757</b>

*Source: GISD Annual Audited Financial and Compliance Reports, 1996-1999.*

Most area school districts competing for teachers with GISD pay employees for accumulated sick leave only when they actually retire through the Teacher Retirement System of Texas and others place a maximum cap on this payment (**Exhibit 7-16**). This cap is generally a maximum number of days paid and varies by district.

**Exhibit 7-16**  
**Comparison of GISD Employee Sick Leave**  
**Payment Policy with Area District Policies**

<b>District</b>	<b>Approximate Enrollment</b>	<b>Sick Leave Payment Policy</b>
Fort Bend	53,000	\$50 per day for professionals and \$30 per day for paraprofessionals up to 90 days; actual retirement required; \$4,500 maximum cap for each professional and \$2,700 maximum cap for each paraprofessional.
Clear Creek	28,900	\$75 per local day at five or more years of service for teachers not retiring limited to total annual contract days; if retiring, \$75 per day at five or more years of service for teachers for state and local days limited to total annual contract days and one-half of daily rate not to exceed \$55 per day at five or more years of service for paraprofessionals limited to number of annual days worked.

Galena Park	18,150	One-half of substitute rate for first 50 days and full substitute rate for remaining days accumulated to a \$5,000 per employee maximum; actual retirement required; \$5,000 maximum cap per employee.
Deer Park	11,550	No payments for accumulated sick leave made to employees that leave the district under any circumstances.
Alvin	11,300	\$50 per day for professionals and one-half of daily rate to a maximum of \$50 per day for paraprofessionals up to 45 days at actual retirement; actual retirement required; \$2,250 maximum cap for each professional and paraprofessional.
Galveston	9,870	\$15 per day at five or more years of service; no actual retirement requirement; no maximum cap per employee.
Texas City	5,970	\$60 per day for one-half of accumulated days at 15 or more years of service; actual retirement required; no maximum cap per employee.
Friendswood	5,000	One-half of daily rate on local days with minimum of \$65 per day for professionals and \$45 per day for paraprofessionals for full retirement with no limit; \$65 per day for professionals and \$45 per day for paraprofessionals for reduced retirement limited to 100 days; actual retirement required.

*Source: Telephone survey conducted by TSPR, May 2000.*

**Recommendation 69:**

**Change policies to pay accumulated sick leave amounts to terminating employees only in the event of retirement through the Teacher Retirement System of Texas.**

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The assistant superintendent for Business Services drafts a revised policy and procedure to eliminate the payment of accumulated sick leave balances to employees terminating for reasons other than retirement and establishes a maximum cap on	July 2000
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	these payments to retirees.	
2.	The superintendent presents the revised policies to the board for approval.	August 2000
3.	The assistant superintendent for Business Services implements new policies.	September 2000

### **FISCAL IMPACT**

GISD will save an estimated \$52,657 annually based on the district's payments to actual retirees in 1998-99 without considering a per employee payment cap. TSPR estimates the savings based on comparing GISD's total payments of \$11,100 for actual retirees in 1998-99 to the average amount spent for these payments over the past four years (\$63,757). Similar payment data for GISD's actual retirees for previous years was not readily available. Actual savings could vary based on differing characteristics of terminating employees annually.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Change policies to pay accumulated sick leave amounts to terminating employees only in the event of actual retirement through the Teacher Retirement System of Texas.	\$52,657	\$52,657	\$52,657	\$52,657	\$52,657



# Chapter 7

## ASSET AND RISK MANAGEMENT

### D. Long-Term Debt

The assistant superintendent for Business Services is responsible for the issuance of bonds and other debt instruments, debt funding and refinancing. The last bond referendum was in November 1993 for \$25,435,000. GISD issued the bonds in February 1994 and received the funds in March 1994.

(Exhibit 7-17) shows the use of these funds.

**Exhibit 7-17**  
**Use of Bond Funds Approved in November 1993**

Use	Amount
Ball High School renovation/conversion	\$1,661,000
Central Middle School renovations	\$1,672,000
Austin Middle School renovations	\$1,158,000
Weis Middle School renovations	\$2,232,000
Ball High School - south campus addition	\$16,716,000
Elementary schools facilities improvement program	\$400,000
Asbestos removal	\$1,500,000
Insurance cost	\$96,000
<b>Total</b>	<b>\$25,435,000</b>

*Source: GISD - Assistant Superintendent for Business Services.*

**Exhibit 7-18** presents the district's outstanding debt at the end of fiscal 1999.

**Exhibit 7-18**  
**Bond Schedule**

Description	Original Issue	Interest Rates	8/31/99 Outstanding Debt

Unlimited tax schoolhouse bonds, series 1994	\$25,435,000	5.00% to 7.00%	\$12,495,000
Unlimited tax refunding bonds, series 1998	\$9,964,013	3.65% to 4.25%	\$9,964,013
Contractual obligations	\$1,751,133	4.75% to 8.30%	\$1,335,424
<b>Totals</b>	<b>\$37,150,146</b>	<b>N/A</b>	<b>\$23,794,437</b>

*Source: GISD 1999 annual audited financial and compliance report.*

## **FINDING**

In accordance with provisions of Section 148 of the Internal Revenue Code of 1986, as amended, the district's long-term debt obligations must meet certain minimum criteria to be considered "tax exempt." This tax-exempt status means that interest income earned by purchasers of long-term debt instruments is not subject to federal income taxes. Related U.S. Treasury regulations under section 148 of the code generally provide that the determination of whether these obligations are tax-exempt is made as of the date such obligations are issued, based on reasonable expectations regarding the use of the proceeds.

Long-term debt that does not meet and continue to meet the minimum criteria of Section 148 of the code and the related Treasury regulations is known as an "arbitrage bond" and thus is not considered tax-exempt. Bond proceeds invested at a higher yield than the effective interest rate on the bonds and that do not meet the minimum criteria described above are considered arbitrage bonds.

Obligations also will become arbitrage bonds if GISD does not convey arbitrage profits to the federal government as rebate payments under section 148(f) of the code. The district's obligation to calculate and make rebate payments (if any) continues as long as gross proceeds result from outstanding debt issues. Under current tax laws, the district must make calculations periodically to determine any rebate it may owe to the federal government under these rules and must make actual payments of any rebate owed every five years.

GISD has not made a legal determination of the actual compliance requirements under the Internal Revenue Code for outstanding debt issues. The need for calculations required under section 148(f) of the code has not been evaluated and, consequently, none have been made. Other potential exposures exist for GISD under Internal Revenue Code compliance provisions for investment yield restriction requirements that may exist for

unexpended bond proceeds (if any). Investment yield restriction requirements relate to bond proceeds that have gone unspent for longer than three years from the issuance of the bonds. The primary exposures under the Code and related regulation provisions concern potential penalties that the Internal Revenue Service might impose should noncompliance become an issue. It is not uncommon for these penalties to reach 3 percent of the original issue amount of the debt. For GISD, this could amount to more than \$1 million on current, outstanding debt issues, if the district is out of compliance.

**Recommendation 70:**

**Review current debt issues to determine compliance with federal tax laws.**

Internal Revenue Code compliance for outstanding debt issues was discussed with the GISD superintendent and director of Financial Services. In March 2000, GISD contracted with a tax specialist who will make legal reviews of all debt issues and a determination of necessary compliance activities to ensure GISD's potential exposure for noncompliance is eliminated.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent surveys providers of specialized tax services for tax-exempt bond issues and selects a tax specialist to provide this service.	Completed March 2000
2.	The superintendent recommends a provider to the trustees for approval.	Completed March 2000
3.	The tax specialist collects the necessary financial data from the Business Services office and bond transcripts and prepares reports for GISD.	July 2000
4.	The assistant superintendent for Business Services arranges for IRS filings if the tax specialists determine amounts are owed.	August 2000

**FISCAL IMPACT**

The tax specialist engaged to perform the GISD's compliance work provided cost information. The cost to perform this compliance function in the first year is \$5,875 (\$1,400 for legal set-up fees plus rebate calculation fees of \$4,475). Ongoing service costs to maintain compliance on existing debt issues are \$3,000 annually.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Review current debt issues to determine compliance with federal tax laws.	(\$5,875)	(\$3,000)	(\$3,000)	(\$3,000)	(\$3,000)

# Chapter 8

## PURCHASING AND WAREHOUSE SERVICES

This chapter examines the Galveston Independent School District's (GISD) purchasing, distribution and contract management functions in four areas:

- A. Purchasing and Contract Management
- B. Warehouse Operations
- C. Textbooks
- D. Records Management

The goal of a school district Purchasing Department is to purchase the best products, materials and services at the lowest practical prices within relevant statutes and policies.

An effective purchasing system requires several key components. One of the most important is a well-trained staff. Roles and responsibilities must be clearly defined and adapted to meet the unique operating environment of a school district. Although purchasing organization structures vary, most provide similar services. Also, the organizational unit responsible for purchasing must strive toward enhancing efficiency and competency through training for both purchasing staff and users.

According to the Texas Education Agency's (TEA) *Financial Accountability System Resource Guide*:

The Purchasing director or Purchasing agent:

- Manages the procurement of goods and services in a timely and cost-efficient manner;
- Approves purchase orders and service contracts, including competitive procurement specifications and tabulations;
- Assists in the development and modification of purchasing policies and procedures and is responsible for the implementation of such policies and procedures;
- Resolves problems encountered within the purchasing function;
- Establishes and monitors good working relations with vendors;
- Organizes pre-competitive procurement conferences, competitive procurement openings and other opportunities for direct communication with vendors, and approves vendor communication with schools and departments;
- Ensures that district staff is aware of relevant purchasing statutes, regulations and board policies through formal or informal training programs; and

- Stays current on purchasing statutes, regulations and practices by attending various purchasing related courses, seminars or workshops, and by reading current purchasing periodicals and books.

A purchasing supervisor or purchasing assistant manages assigned activities within the Purchasing Department, prepares competitive procurement specifications, evaluates competitive procurement tabulations, maintains a vendor list, supervises the processing of purchase orders for approval by the purchasing director, evaluates the performance of vendors, assists users and supervises buyers.

Buyers write, review and modify specifications for competitive procurements; assist in the evaluation of competitive procurements; identify sources of competitive prices and terms; assist in maintaining an updated vendor list from which purchases can be made, and obtain and verify vendor price quotes.

Clerical support staff type competitive procurement specifications and competitive procurement award notices; assist in competitive procurement tabulations; distribute requisition and purchase order copies to schools, departments and vendors; assist users and perform other miscellaneous support tasks.

A centralized purchasing system is essential to efficient purchasing because:

- Smaller purchases can be consolidated into larger volume purchases for the entire district;
- Vendors have a single central contact within the district;
- The Purchasing Department and its personnel have experience and are trained in purchasing, outsourcing, pricing, and vendor relations that save the district money and allow improved efficiency; and
- The Purchasing Department and its personnel are trained in state and federal law and local board policies.

## **BACKGROUND**

The GISD Purchasing Department, located in the Administration Building, consists of a director, a bid specialist and a secretary. The director of Purchasing reports to the assistant superintendent for Business Services. In addition to normal purchasing duties, the director also supervises the Warehouse, Print Shop and mailroom. The director also coordinates all district telecommunications, copiers and records management. **Exhibit 8-1**

shows the volume and cost of purchase orders issued through the Purchasing Department from 1993-94 to 1998-99.

**Exhibit 8-1**  
**GISD Purchasing Volume**  
**1993-1994 - 1998-99**

<b>School Year</b>	<b>Purchase Orders Issued</b>	<b>Purchase Order Totals</b>
1998-99	4,113	\$ 4,838,091
1997-98	4,249	\$ 3,577,573
1996-97	4,662	\$ 4,199,534
1995-96	5,357	\$ 5,584,575
1994-95	5,184	\$ 3,909,457
1993-94	5,297	\$ 3,963,932

*Source: GISD computer reports.*

**Exhibit 8-2** compares GISD staffing levels to its peer districts.

**Exhibit 8-2**  
**GISD and Peer District Purchasing Staff Comparisons**  
**1999-2000**

<b>District</b>	<b>Professional</b>	<b>Clerical/Technical</b>
Brazosport	1 director	1 purchasing specialist 1 data entry specialist
Bryan	1 manager	clerical staff are shared with director of Finance
College Station	1 director	1 secretary
<b>Galveston</b>	<b>1 director</b>	<b>1 bid specialist 1 secretary</b>
Longview	1 assistant superintendent of Business	1 administrative assistant
Lufkin	1 purchasing agent	1 secretary
Port Arthur	1 supervisor	2 clerks
Waco	1 coordinator	1 purchasing specialist 2 clerks

Wichita Falls	1 purchasing agent	1 buyer 2 clerks
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*Source: Telephone interviews with peer district Purchasing departments.*



# Chapter 8

## PURCHASING AND WAREHOUSE SERVICES

### A. Purchasing and Contract Management

Competitive procurement methods, as outlined by the Texas Education Code, must be used for all school district purchases valued at \$25,000 or more in the aggregate for each 12-month period, except for contracts for the purchase of vehicle fuel and produce. For purchases valued between \$10,000 and \$25,000 in the aggregate over a 12-month period, the school district must obtain written or telephone price quotes from at least three suppliers. State laws prohibit competitive bidding for certain types of professional services including engineering, architecture, accounting and land surveying.

In 1995, the state legislature expanded school district purchasing options by adding three new methods of competitive procurement: design-build contracts, competitive sealed proposals and request for proposals for personal property and construction contracts. In 1997, the legislature included two additional methods: job-order contracts and construction manager contracts. With these additions, school districts have eight methods for competitively purchasing goods valued at \$25,000 or more over a 12-month period (**Exhibit 8-3**).

**Exhibit 8-3**  
**Competitive Procurement Methods**

<b>Purchasing Methods</b>	<b>Method Description</b>
Competitive bidding	Requires that bids be evaluated and awarded based solely upon bid specifications, terms and conditions contained in the request for bids, and according to the bid prices offered by suppliers and pertinent factors affecting contract performance. Forbids negotiation of prices of goods and services after proposal opening.
Competitive sealed proposals	Requires the same terms and conditions as competitive bidding, but allows changes in the nature of a proposal and prices after proposal opening.
Request for proposals	Generates competitive sealed proposals and involves several key elements, including newspaper advertisement, notice to proposers, standard terms and conditions, special terms and conditions, a scope-of-work statement, and acknowledgment form/response sheet. a felonv conviction notice. and a contract

	clause.
Catalog purchase	Provides an alternative to other procurement methods for the acquisition of computer equipment, software, and services only.
Interlocal contract	Provides a mechanism for agreements with other local governments, the state, or a state agency to perform governmental functions and services.
Design/build contract	Outlines a method of project delivery in which the school district contracts with a single entity to both design and construct a project.
Job order contracts	Provides for the use of a particular type of contract for jobs (manual labor work) for minor repairs and alterations.
Construction management contracts	Outlines the use of a contract to construct, rehabilitate, alter, or repair facilities using a professional construction manager.

*Source: Texas Education Agency.*

Although not required by law or board policy, GISD's purchasing procedures include additional quote requirements for purchases of less than \$10,000 (**Exhibit 8-4**).

**Exhibit 8-4  
GISD Bid and Quote Requirements**

<b>Purchase Levels</b>	<b>Bid Requirements (if no bid or contract exists)</b>	<b>Approval Requirements</b>
More than \$25,000	Formal sealed bid.	<ul style="list-style-type: none"> <li>• Budget manager</li> <li>• Director of Purchasing</li> <li>• Superintendent or designee</li> <li>• Board of trustees</li> </ul>
\$10,000 - \$25,000	Formal written quotations from at least three vendors.	<ul style="list-style-type: none"> <li>• Budget manager</li> <li>• Director of Purchasing</li> <li>• Superintendent or designee</li> </ul>
\$1,000 - \$10,000	Written quotations from at least three vendors, using GISD form PUR2.	<ul style="list-style-type: none"> <li>• Budget manager</li> <li>• Director of Purchasing</li> </ul>

\$100 - \$1,000	Telephone, fax or written quotations from at least three vendors, using GISD form PUR1.	<ul style="list-style-type: none"> <li>• Budget manager</li> <li>• Director of Purchasing</li> </ul>
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*Source: GISD Purchasing Procedures Manual.*

## **FINDING**

Competitive bidding stimulates competition and helps obtain the lowest practical price for services or items needed. However, sometimes there can be other benefits. GISD's Purchasing Department designed a bid for trash disposal that is unique to school districts. The district received a grant from the Galveston Area Council to purchase a cardboard baler to recycle waste cardboard. Since cardboard is generally not collapsed before they are thrown in the trash, purchasing the cardboard baler has contributed to a reduction in overall trash accumulations. The district's bid specifications required the vendor to recycle the cardboard thus reducing the trash pick-ups from three per week to two, saving the district \$15,000 a year.

## **COMMENDATION**

**The GISD Purchasing Department found a way to cut costs for trash pick-ups and increase the amount of material the district recycles.**

## **FINDING**

Each year, the Purchasing Department processes about 50 formal bids for \$25,000 or more. Most of these bids are for goods and services associated with the Maintenance and Operations, Athletics, Child Nutrition, Technology and Transportation departments.

For Maintenance and Operations, bids are solicited for exterminating services; chiller replacement; janitorial equipment, supplies and chemicals; roofing; portable buildings; construction projects; electrical supplies; maintenance tools; general hardware; lighting products; welding supplies; pipe, metal materials and supplies; lumber; paint; grounds keeping supplies; glass replacement; and Heating, Ventilating and Air Conditioning (HVAC) equipment, parts and service.

Child Nutrition bids include small wares; cleaning chemicals; and food. GISD purchases milk through a cooperative purchasing program coordinated by Pasadena ISD.

For Athletics, bids are solicited for letter jackets; repair of athletic fields and facilities; athletic supplies; field lighting; and athletic insurance. The

Transportation Department purchases school buses; surveillance cameras; vehicle parts; fuel; and vehicle repairs. Technology bids include network equipment; cabling supplies and labor; and computer equipment. Some technology equipment also is purchased through state purchasing cooperative programs. Other bids include furniture; office supplies; copiers; periodicals; paper; musical instruments; and childcare services.

During the 1998-99 school year, 90 vendors had aggregate purchasing volumes exceeding \$25,000. From those vendors, 17 were selected at random to test for compliance with competitive bidding provisions of the Texas Education Code. **Exhibit 8-5** lists each of those vendors, the value of the bids and the bid verification results.

**Exhibit 8-5**  
**GISD Purchase Orders Sampled for Bid Compliance**  
**Annual Purchases of More Than \$25,000**  
**1998-99**

<b>Vendor Name</b>	<b>Dollar Volume</b>	<b>Bid Verification</b>
Analytical Computer Services	\$469,444.00	Region 4 bid - Texas Cooperative Purchasing Network
Applied Earth Sciences, Inc.	\$90,543.34	GISD bid #98-07; fuel tank removal
Barcelona Sporting Goods	\$73,815.24	GISD bid #98-27; athletic bid
Bays Achievement Ctr., Inc.	\$79,548.68	Residential housing placement - special education child
Behavior Training Research	\$96,131.78	Residential housing placement - special education child
Children and Youth 2001	\$33,756.73	Community Youth Development Program
Glazier Foods	\$749,205.00	Gulf Coast Coop. interlocal agreement with Pasadena ISD and GISD bid #99-23
Jaco Construction	\$46,522.00	GISD bid #99-17; Re-roofing Project
Micro Integration	\$597,642.61	General Services Commission (GSC) state contract - Qualified Information Services Vendor (QISV)
Micro Warehouse	\$81,983.82	GSC state contract - QISV
National Sanitary	\$34,244.54	GISD bid #98-19; food service supplies

Supply		
NIA Cultural Center, Inc.	\$57,857.32	Community Youth Development Program
Prets Lumber Co.	\$40,489.94	GISD bid #98-29; maintenance supplies
Protection One-Multi-Media	\$39,237.20	No bid - alarm monitoring
Republic Parts Co.	\$27,697.29	GISD bid #98-21; transportation parts
Spectera	\$31,451.97	Dental insurance - payroll deduction, employee paid
TASB Property/Casualty	\$43,106.00	Interlocal agreement

*Source: GISD financial reports.*

In one year, GISD issued aggregate purchase orders totaling \$39,237.20 for alarm monitoring services from Protection One-Multi-Media without a bid. This is in direct violation of state bid laws and board policy. The Purchasing Department is responsible for monitoring the purchasing volume to ensure bid compliance.

Also during the 1998-99 school year, 114 vendors had purchasing volumes between \$10,000 and \$25,000. Of those vendors, 23 were selected at random to test for compliance with quote provisions of the Texas Education Code. **Exhibit 8-6** lists each of those vendors, the volume of the bids, and the quote or bid verification results.

**Exhibit 8-6**  
**GISD Purchase Orders Between \$10,000 and \$25,000**  
**Sampled for Quote or Bid Compliance, 1998-99**

<b>Vendor Name</b>	<b>Dollar Volume</b>	<b>Quote/Bid Verification</b>
A Bargain Sign Company	\$19,120.50	Marquees - No evidence of quotes or bids
Aerocom, Inc	\$17,448.45	Radio maintenance - No quotes or bids
All American Sports Corp.	\$13,555.78	Athletic equipment and repair- No quotes or bids
Binswanger Glass Company	\$15,354.23	GISD bid #99-33; building supplies

Broome Welding and Machine Co.	\$15,516.74	Welding services - No quotes or bids
Bouldin's Bundle of Bears	\$16,081.00	Childcare services - GISD Bid #99-36
Dee Gay - Dee Signs	\$11,189.50	One quote
Ecolab, Inc.	\$11,376.23	Warewashing chemicals - GISD bid #99-09
Enterprise Rent-a-Car	\$14,197.11	Vehicle rentals - No quotes or bids
Fred Hartel Company	\$11,420.00	Roof repairs - No quotes or bids
Gerald Perry Tennis Co.	\$10,275.00	Refinish Tennis Court - No quotes or bids
Houston Central Industries	\$13,225.88	No quotes or bids
Lanier Worldwide	\$11,820.69	GSC state contract
List Industries, Inc.	\$19,000.00	Athletic lockers - GISD Bid #98-30
Maxine's Travel, Inc.	\$10,355.53	GSC state contract
Minuteman Printing and Graphic	\$14,632.29	No quotes or bids
Musical Ball Points	\$12,710.00	Sole source - math consultant used for staff development
Newcourt Communications	\$16,382.69	Possible lease payment. No evidence of quotes or bids
Parents Time Out	\$16,515.50	No quotes or bids
Pro Maxima	\$10,961.30	Quotes
Sherwin-Williams Co.	\$23,659.66	GISD bid #99-33; building supplies
Spectrum Corporation	\$14,257.34	Scoreboard repair- No quotes or bids
Stagelight, Inc.	\$21,455.00	Quotes- emergency purchase, fire insurance replacement

*Source: GISD financial reports.*

Of the 23 vendors tested, 13 did not show evidence of three formal written or telephone quotations from at least three vendors which is a violation of state bid laws and board policies. Most cases involved multiple, low-cost purchases, spread out over a 12-month period.

Comprehensive Information Management System (CIMS), the district's automated purchase order system, can define a category field, which

would enable the Purchasing Department to generate monthly reports for analyzing the total purchasing volume for each category of goods and services and determine if a bid is needed. GISD does not classify purchase orders by category.

**Recommendation 71:**

**Establish procedures to ensure compliance with all state and local purchasing laws and policies.**

The Purchasing Department and user departments must work together to identify purchases that require competitive bids. Annual budgets are nearly complete by July, and departments have a firm grasp of projected expenditures by that time. The Purchasing director meets with each of the departments to help them define specifications and choose the appropriate acquisition method for any budget expenditure equaling \$10,000 or more, in aggregate, for like items or categories. In addition, with periodic detailed expenditure reports, the Purchasing director monitors if any goods or services are approaching volumes that may require competitive bids or quotes.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Purchasing provides a list of purchasing categories to the MIS staff.	September 2000
2.	The MIS staff modifies the purchase requisition screen to include a category field.	October 2000
3.	The director of Purchasing trains GISD staff to use the category field.	November 2000
4.	The director of Purchasing meets with department heads to review their budgets for the 2000-01 school year to determine if bids or quotes will be needed for any goods or services.	August 2000
5.	The director of Purchasing submits a list of all goods or services requiring bids or quotes to the assistant superintendent for Business Services for approval.	August 2000
6.	The director of Purchasing prepares bids for those goods and services.	September 2000
7.	The director of Purchasing submits bid recommendations to the superintendent and board for approval, if applicable.	November 2000
8.	The director of Purchasing submits monthly reports to the assistant superintendent for Business Services indicating categories of goods or services that are approaching	October 2000 and Ongoing

	purchasing volumes that may necessitate competitive bids or quotes.	
9.	The director of Purchasing develops and implements improved administrative procedures and monitoring systems to ensure compliance with state and local purchasing laws and policies.	November 2000
10.	The director of Purchasing prepares a list of goods or services purchased using a process not in compliance with state law and submits to the assistant superintendent for Business Services.	January 2001

### **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

### **FINDING**

Texas law allows an exception to the bidding process if an item is only available from one vendor (a sole-source purchase). Examples include items for which competition is precluded because of the existence of a patent, copyright, secret process or monopoly; a film, manuscript or book; a utility service, including electricity, gas or water; and a replacement part or component for equipment that is specific to a particular piece of equipment and is not available from more than one vendor.

While no sole-source violations of state bid laws were observed, GISD's policy simply states the law and does not provide much guidance for the purchasers to determine if an item is a bona-fide exemption, which leaves open the possibility of misuse of this legal exception. The GISD Purchasing Department relies on a vendor's word to determine if a product is sole-source. For example, a vendor could say that one brand of weight equipment is sole-source because it only is available from one supplier in North America, and that the weights have a unique patented rubber coating on them. Under GISD procedures, that item could be purchased using the sole-source provision.

However, the Financial Accountability System Resource Guide states:

"In order to be a bona-fide exemption to the Texas Education Code purchasing law requirements, there must be no other like items available for purchase that would serve the same purpose or function, and only one price for the product because of exclusive distribution or marketing rights. The fact that a particular item is covered by a patent or copyright is but one factor in determining if the purchase falls under the sole-source exemption."



In the weight equipment example, many vendors can provide weight equipment with the same functionality as the rubber-coated weights. Therefore, this type of weight equipment would not meet the requirements of the sole-source provision.

**Recommendation 72:**

**Revise GISD purchasing procedures to include a definition of sole-source purchases that matches the definition found in TEA's *Financial Accountability System Resource Guide*.**

Clear established procedures eliminate user interpretation of the sole-source law and prevent the Purchasing Department from misuse of this legal exception.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Purchasing redefines sole-source in the purchasing procedures.	July 2000
2.	The director of Purchasing informs GISD users of the procedural change.	August 2000
3.	The director of Purchasing trains purchasing employees to use the new sole-source procedures.	August 2000

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

**FINDING**

Bids for some items, such as teaching materials and supplies, are designed as annual contracts, and give the district the option of extending the contract for up to two additional years if certain conditions are met. Often, vendors are willing to maintain their pricing for an additional year. By extending contracts, the district can save time and money by not having to re-bid each year.

Under current procedures, the GISD board approves the first year of all contracts and the director of Purchasing approves extensions. There are no local board policies nor district procedures that authorize the director of Purchasing to approve contract extensions. Bid prices and quantities of items can increase without the board having an opportunity to approve the changes.

**Recommendation 73:**

**Revise board policies to require that all extensions of annual bid contracts be submitted to the board for approval.**

The Purchasing director revises purchasing policies and procedures to submit all extensions of annual bid contracts to the board for approval.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent directs the director of Purchasing to revise the board policy to require board approval of all extensions of annual bid contracts.	July 2000
2.	The director of Purchasing drafts the policy and submits it to the superintendent for review and approval.	July 2000
3.	The superintendent reviews the policy and submits it to board for review and approval.	July 2000
4.	The director of Purchasing revises purchasing procedures to reflect the new board policy and starts submitting extensions of annual bid contracts to the board for approval.	July 2000 and Ongoing

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

**FINDING**

On occasion, GISD uses outside consultants to prepare, solicit and evaluate certain district contracts, especially when GISD staff do not have the technical expertise to develop and evaluate the bids. GISD does not routinely require documentation as part of contracts from consultants.

GISD used an insurance consultant to develop a Request for Proposals (RFP) for district property and casualty insurance. The consultant was asked to solicit and evaluate the proposals and recommend a vendor for district approval. After the recommendation was approved by the board, GISD's director of Purchasing asked for copies of the proposals to file in the Purchasing Department as documentation of the bid. The consultant was unable to provide any documents. GISD's external auditors need the documents on file in the Purchasing Department to verify compliance with state bid laws.

**Recommendation 74:**

**Require documentation as part of all contracts when bids are developed and evaluated by outside consultants and maintain all bid documentation in the Purchasing Department.**

Copies of the bids can be given to consultants for review, but the original documents must always stay in the Purchasing Department.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Purchasing develops a purchasing procedure on deliverables, including documentation, when outside consultants develop bid specifications and evaluate a bid on behalf of the district.	September 2000
2.	The director of Purchasing submits the procedure to the assistant superintendent for Business Services for approval.	September 2000
3.	The director of Purchasing informs the user departments of the new procedure, and updates the Purchasing Procedures Manual.	October 2000
4.	The director of Purchasing assigns staff to ensure that consultants turn in all bid documentation in good order and it is maintained in the Purchasing Department systematically.	November 2000 and Ongoing

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

**FINDING**

The director of Purchasing cannot easily provide operating costs of the department because Purchasing's budget is combined with the Business Office budget. Only the assistant superintendent for Business Services or the director of Budget and Finance can provide information about Purchasing operations and only after an extensive manual effort. This makes it difficult for the director of Purchasing to calculate and analyze key variances in departmental costs and performance on a regular basis, thus preventing better management of the department.

Comparing the operating costs of a Purchasing Department for a five-year period is an effective method for evaluating effectiveness and efficiency. The comparison would include expenditures for salaries, supplies, travel, contracted services and capital outlay.

**Recommendation 75:**

## **Create a separate budget for the Purchasing Department.**

Maintaining a separate budget for the Purchasing Department would enable the assistant superintendent for Business Services and the director of Budget and Finance to provide management information quickly. In addition, it would serve as a measuring tool. It would enable Purchasing to make year to year comparisons of purchasing functions for evaluating efficiency and performance.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Purchasing submits a request to the assistant superintendent for Business Services for creating a separate budget for the Purchasing Department.	July 2000
2.	The assistant superintendent for Business Services approves the request.	July 2000
3.	The director of Budget and Finance creates a separate budget for the Purchasing Department.	July 2000
4.	The Purchasing director develops and produces standard reports each month with budget and performance information of the department for the management.	September 2000 and Ongoing

### **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

### **FINDING**

Although purchase requisitions are entered electronically, GISD purchasing procedures require the signature of as many as four department heads on a paper copy. Schools and instruction-related departments must get purchase requisition approval from the budget manager, the assistant superintendent of Curriculum and Instruction, the director of Purchasing and the assistant superintendent for Business Services. Non-instructional departments do not require the signature of the assistant superintendent of Curriculum and Instruction. Normally, it takes two to four days to finalize a purchase order. If a quicker turnaround is needed, the purchase order can be hand-carried to each office for approval.

The district's automated purchase order system allows electronic signatures, but the district does not use that feature.

### **Recommendation 76:**

**Use electronic signatures for purchase order approval, and establish a goal of reducing turnaround time to 24 to 48 hours.**

If electronic signatures were used, the authorizing administrator could approve the requisition electronically, drastically cutting turnaround time.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The MIS Department activates the electronic approval feature of the CIMS purchasing application.	July 2000
2.	The Purchasing Department, in conjunction with the MIS Department, develops written instructions on how to electronically approve purchase requisitions.	July 2000
3.	The Purchasing Department trains the administrators to use the feature.	August 2000
4.	District purchasing procedures are changed to reflect the new requisition approval policy.	September 2000

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

**FINDING**

GISD's Purchasing Procedures Manual was updated in 1999. However, some important areas were not addressed, including: open or blanket purchases; bid advertising requirements; bid opening procedures; leases and rentals; vendor contact with school personnel; performance and payment bonds; and delivery requirements, including inspection of packages, rejection of deliveries, excess deliveries, tailgate deliveries, transportation costs and receiving paperwork. As a result, when a person on campus needs something in these areas, they are expected to know the procedure, or call Purchasing. Without a comprehensive manual, Purchasing Department's customers cannot understand the process.

A good purchasing manual establishes rules for making school district purchases. The manual provides guidance to school district employees at the school and department levels, and often can be used to acquaint vendors and suppliers with the school district's policies and procedures. It promotes consistency in purchasing applications throughout the district.

A school district's purchasing procedures manual should include 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; and requests for payment vouchers.

Sample forms also are helpful, including the district's bid/proposal form; purchase order form; purchase requisition (if separate from the purchase order); receiving report; vendor performance evaluation form; and request for payment voucher.

A table of contents or an index makes it easier for users to get answers to their questions.

**Recommendation 77:**

**Perform a comprehensive update of the district's Purchasing Procedures Manual.**

A formal, comprehensive policy and procedures manual will reduce the frustration and inefficiencies in the purchasing process.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Purchasing obtains copies of other districts' purchasing procedures manuals to use as a guide for updating the GISD manual.	July 2000
2.	The director of Purchasing submits changes to the purchasing procedures manual to the assistant superintendent for Business Services.	September 2000
3.	The assistant superintendent for Business Services reviews the changes and submits them to the board for approval, if applicable.	October 2000
4.	The director of Purchasing distributes new procedures manuals to the users.	October 2000
5.	The director of Purchasing trains users.	October 2000

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

**FINDING**

Until GISD hired a bid specialist in 1999, all vendor lists used for the distribution of bids and proposals were maintained manually in the Purchasing Department. The bid specialist has been converting the vendor database to an electronic format as time permits.

Some school districts use purchasing department web sites that allow vendors to register for a district's bid list. When a vendor enters data electronically, the data can be automatically stored in a database, and purchasing staff do not have to re-enter the data. Once the vendor information is in the database, a list of bidders for a particular bid project can be extracted easily. The more vendors that are on the bid list, the greater the competition, and the greater the potential for lower bid prices.

**Recommendation 78:**

**Create and maintain a GISD Purchasing Department Web site for soliciting vendor bid information and posting bid documents.**

An additional advantage of a purchasing website is the potential for a district to cut mailing costs and improve vendor access to bid documents by posting bid specifications.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Purchasing meets with the MIS director to design the purchasing Web pages.	July 2000
2.	The MIS staff trains the Purchasing Department to maintain the site.	September 2000
3.	The purchasing staff places bid specifications on the Web site for all future bids.	October 2000

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

**FINDING**

In 1998-99 school year, the director of Child Nutrition Services prepared and issued a line-item bid for dry and frozen foods items. The line-item bid allows the vendors to bid on individual items.

The director of Child Nutrition Services evaluated the bids and recommended that the board award all of the food items to one company, even though it did not have the lowest bid for each item. The general bid specifications did state that "the district reserves the right to award each

item separately or in any combination in the best interest of the district, unless bidder states otherwise." The director of Child Nutrition Services said the difference in prices would be more than offset by the savings in labor costs, since cafeteria employees would not have to oversee separate deliveries.

The director of Child Nutrition Services did not contact the director of Purchasing before making the bid recommendation to the board.

According to the Texas Education Code, section 44.031(b), the district may consider the following factors when awarding a contract:

- Purchase price;
- The reputation of the vendor and the vendor's goods and services;
- The quality of the vendor's goods and services;
- The extent to which the goods or services meet the district's needs;
- The vendor's past relationship with the district;
- The impact on the ability of the district to comply with laws related to historically underutilized businesses;
- The total long-term cost to the district to acquire the goods or services; and
- Any other relevant factor that a private business entity would consider in selecting a vendor.

**Recommendation 79:**

**Require the review of all bids for goods and services by the director of Purchasing to ensure compliance prior to board consideration.**

**IMPLEMENTATION STRATEGIES AND TIMELINES**

1.	The superintendent directs the assistant superintendent for Business Services to require the director of Purchasing to review all bids for goods and service items before seeking board approval.	July 2000
2.	The assistant superintendent for Business Services directs the director of Purchasing to establish a formal process to coordinate and review all bids for goods and services before presenting them for board consideration.	August 2000
3.	The assistant superintendent for Business Services informs all departments of the change.	August 2000

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.



## **FINDING**

Although GISD policies and procedures require the use of a purchase order when purchasing items for the district, the Child Nutrition Services Department does not use a purchase order to buy food items that were bid on and approved by the board. When food items are delivered to schools, receiving documents are matched to an invoice in Child Nutrition and sent to the Business Office for payment.

Because no purchase order is issued, it is possible for the Child Nutrition Services Department to spend more money than it has budgeted and more than the board approved in the bid. The issuance of a purchase order also allows a higher ranking staff to approve the purchase and verify that the items and the quantities purchased match the bid approved by the board.

### **Recommendation 80:**

#### **Require all departments to use the automated purchase order system.**

An open purchase order should be issued to each vendor, including an estimate of the total expenditures projected during the bid cycle. When items are ordered and delivered to schools, the departments send any receiving documents, along with a copy of the purchase order, to the Business Office. The Business Office matches the receiving documents to the vendor's invoices, and pays the vendor. Vendors mail invoices directly to the Business Office, not to the departments.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent directs all departments to begin using the automated purchase order system for all purchases.	July 2000
2.	The superintendent instructs the director of MIS and the director of Purchasing to develop a training guide for entering purchase orders on the system and train the staff on on-line requisitioning.	July 2000
3.	The director of Purchasing provides training guides to departments and trains staff to enter purchase requisitions on-line.	July - August 2000
4.	The director of Purchasing sends out letters to vendors to begin sending invoices to the Business Office.	August 2000
5.	Departments enter requisitions on-line.	August 2000 and Ongoing

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

## **FINDING**

In 1999, the Child Nutrition Services Department purchased a Point-of-Sale (POS) system with minimal input from the Purchasing Department or the MIS Department. The director of Child Nutrition indicated to the MIS Department that the department was interested in the Bon Appetit system, but the B.O.S.S. system from Horizon was purchased, without conferring with the MIS Department. When Child Nutrition started having problems with the B.O.S.S. system, the MIS Department was contacted to help solve the problems. The problems could have been minimized had the director of Child Nutrition communicated with the MIS Department before the POS purchase was made.

Although the Child Nutrition Department did not solicit formal bids for the POS system, the purchase complied with state bid laws since the vendor was a Qualified Information Services Vendor (QISV) on the state contract. However, if the director of Child Nutrition would have communicated with the director of Purchasing, a bid could have been prepared that might have resulted in a lower cost to the district.

### **Recommendation 81:**

**Require the MIS director and the Purchasing director to review and approve all technology solicitations.**

## **IMPLEMENTATION STRATEGIES AND TIMELINES**

1.	The director of Purchasing and the MIS director develop a procedure requiring both of their approval before anyone in GISD purchases technology equipment.	July 2000
2.	The superintendent approves the procedure.	August 2000
3.	The director of Purchasing informs schools and departments of the change.	August 2000

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

## **FINDING**

The director of Purchasing is responsible for adding telephone lines and pagers when needed, resolving telephone and pager problems and buying new telephone systems. The staff in the Purchasing Department has no expertise in this, so the director has to contact the Maintenance Department to solve telephone and pager problems. The same cables used to transmit telephone communications also often are used for computer networks. While the Maintenance staff can work on cable for telephones and pagers, they generally do not have the expertise to work with cable for anything else. Decisions regarding telephone systems can and will have a direct impact on MIS functions, and MIS functions, by definition, involve communication networks of all kinds. Failure to coordinate these activities could result in incompatible systems and duplicative services or equipment.

**Recommendation 82:**

**Reassign the duties of coordinating district telephones and pagers from the director of Purchasing to the MIS director.**

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent reassigns the duties of coordinating telephones and pagers from the director of Purchasing to the MIS director.	July 2000
2.	The MIS director notifies schools and departments of this change.	August 2000

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

# Chapter 8

## PURCHASING AND WAREHOUSE SERVICES

### B. Warehouse Operations

An efficient warehouse operation ensures that all purchases and deliveries to schools and departments are complete and timely; inventory levels are sufficient to meet requests; property and equipment are accounted for properly and controlled; and surplus or obsolete property is disposed of properly and removed from district records.

The GISD Warehouse staff consists of a Warehouse manager, an assistant manager and four warehouse workers. The Warehouse manager reports to the director of Purchasing. Warehouse responsibilities include delivery of warehouse supplies; central receiving; interoffice mail; food service supplies; records storage; and receiving and delivery of textbooks. A comparison of GISD's warehouse staffing levels to the staffing in GISD's peer districts is shown in **Exhibit 8-7**.

**Exhibit 8-7**  
**GISD and Peer District Warehouse Staff Comparisons**  
**1999-2000**

<b>District</b>	<b>Professional</b>	<b>Clerical / Technical</b>	<b>Auxiliary</b>	<b>Other Responsibilities</b>
Brazosport	1 supervisor		2 warehouse workers 1 mail delivery person 1 part-time warehouse worker	interoffice mail and maintenance items
Bryan	1 supervisor		3 warehouse workers 1 mail delivery person 2 part-time students	interoffice mail, food items, custodial supplies, and textbook receiving
College Station			1 lead warehouse worker 2 drivers	interoffice mail
<b>Galveston</b>			<b>1 manager</b> <b>1 assistant manager</b> <b>4 warehouse workers</b>	<b>interoffice mail, textbooks receiving, food service items</b>

				<b>and records storage</b>
Longview			1 supervisor 2 delivery people	custodial supplies and furniture moving
Lufkin	1 supervisor		2 delivery people	some custodial deliveries
Port Arthur	1 supervisor	1 clerk	2 drivers 1 helper	interoffice mail, food service items, custodial supplies, maintenance parts, and textbook receiving
Waco	1 supervisor	1 secretary/textbook clerk	1 foreman 3 warehouse workers 1 mail person	textbooks, custodial supplies, and interoffice mail
Wichita Falls		1 fixed asset/receiving clerk 1 textbook/technician	4 delivery people 2 warehouse workers 1 runner	fixed assets, textbooks, interoffice mail, audio-visual repair, and furniture moving

*Source: Telephone interviews with the Warehouse Departments in peer districts.*

Department employees enter requisitions for warehouse supplies on the district's Comprehensive Information Management System (CIMS) warehouse application. The requisition is printed out at the school or department and manually approved by the budget manager, the assistant superintendent of Curriculum and Instruction (for schools and instructional department purchases only), the director of Purchasing and the assistant superintendent for Business Services.

Once the warehouse requisition is received in the warehouse, a warehouse worker pulls the order and delivers it to the school or department.

## **FINDING**

GISD'S central warehouse is more than 50 years old. Since the building was not designed as a warehouse, it has a number of deficiencies that makes handling materials difficult.

There are holes in the concrete floor of the upper level, where surplus furniture and district records are stored. Boards used to cover the holes create an unsafe working environment.

The loading dock faces a narrow side street that does not permit 18-wheelers to back up to the dock. Trucks that size are unloaded by hand, or with a forklift. The loading dock cannot be raised or lowered to accommodate varying sizes of trucks. The floor in the receiving area consists of two different levels, which limits the use of pallet jacks when loading and unloading deliveries. The low height of the warehouse ceiling limits warehouse storage capacity. The freezer and cooler, which were custom fit to match the available space, are elevated just enough to make it impossible to roll a pallet jack into either unit.

### **Recommendation 83:**

#### **Lease or purchase warehouse space to replace the existing GISD warehouse.**

The existing warehouse on Broadway Street, could be used to store surplus furniture and equipment, records and some maintenance and custodial equipment. The upper level should be abandoned for safety reasons.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent or a designee contacts local realtors to determine the availability of warehouse space, prepares a list and submits it to the superintendent.	October 2000
2.	The superintendent determines if any available warehouses are cost effective.	January 2001
3.	The superintendent submits a recommendation to the board for approval.	February 2001

## **FISCAL IMPACT**

According to the information provided by the local realtors, warehouse space on Galveston Island leases for \$3.60 to \$6.00 per square foot, per year. At an average cost of \$4.80 per year, a 25,000 square foot warehouse

(amount of usable space in GISD's warehouse on Broadway Street) would lease for \$120,000 per year. However, the district might be able to negotiate an agreement with a local business to use an abandoned warehouse facility at a lower cost.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Lease or purchase warehouse space to replace the existing GISD Warehouse.	(\$120,000)	(\$120,000)	(\$120,000)	(\$120,000)	(\$120,000)

## **FINDING**

GISD has no comprehensive Warehouse procedures manual for assisting schools and departments with their warehouse needs such as how to order items from the warehouse, return items that were delivered incorrectly and check on deliveries. Depending on services provided by the warehouse, procedures can also include information on how to request the use of a warehouse truck, have surplus furniture picked up at a school, have district records picked up for storage and have textbooks delivered.

### **Recommendation 84:**

#### **Develop a comprehensive warehouse procedures manual.**

Warehouse procedures manual are similar to purchasing manuals, but with more "how to" procedures. Sample warehouse procedures manuals can be obtained from other school districts as guides in developing the GISD manual.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The Warehouse manager obtains warehouse procedures manuals from other school districts to use as a guide in developing the GISD manual.	August 2000
2.	The Warehouse manager develops a warehouse procedures manual.	September 2000
3.	The Warehouse manager meets with district users to review the contents of the manual.	October 2000

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

# Chapter 8

## PURCHASING AND WAREHOUSE SERVICES

### C. Textbooks

TEA is responsible for selecting and purchasing most of the textbooks used by Texas school districts. Each district is allowed to use a local textbook adoption committee to select the specific publisher they wish to use for each subject area. TEA buys the selected textbooks from the publishers and lends them to the districts. The number of books allowed per subject and grade level is based on student enrollment information submitted to TEA through Public Education Information Management System data.

Each district is responsible for returning textbooks to TEA once the adoption cycle has ended. If textbooks are lost during the school year, the district either recovers the cost of the books from a student or a student's parent or guardian, or compensates the state for the loss.

While the Warehouse is responsible for receiving textbook shipments from the state and assisting in the delivery of the textbooks to the schools, the day-to-day responsibility for the distribution and tracking of district textbooks belongs to the Textbook and Library coordinator. The coordinator reports to the assistant superintendent for Curriculum and Instruction, while the Warehouse staff report to the director of Purchasing.

### FINDING

According to TEA, GISD ordered 76,675 textbooks worth \$3,424,972 in 1998-99. The average cost of a textbook is \$44.67.

Some parents commented in the public forum and focus groups that there is a shortage of textbooks and that some schools choose to issue only classroom sets of books. Principals did indicate that teachers have the option of ordering one classroom set of textbooks or one textbook for each student, which may explain some of the perceived shortages.

The loss of textbooks is a significant problem in GISD. Many families cannot afford to pay for lost textbooks, so the district bears the cost of replacing many lost textbooks (**Exhibit 8-8**). The principal at Ball High School indicated that in 1997-98, the year before she arrived as principal, the replacement of lost textbooks cost \$125,000. As a result, the principal mandated the use of classroom textbook sets for all classrooms.



**Exhibit 8-8**  
**GISD Textbook Replacement Costs, by School**  
**1998-99**

<b>School</b>	<b>Textbook Replacement Cost</b>
Ball High School	\$24,064.42
Alternative School	\$164.54
Austin Middle School	\$4,527.98
Central Middle School	\$6,031.67
Weis Middle School*	\$0
Alamo Elementary School	\$1,109.28
Bolivar Elementary School	\$2,703.54
Burnet Elementary School	\$113.53
Morgan Elementary School	\$2,511.32
Oppe Elementary School	\$986.14
Parker Elementary School	\$215.92
Rosenberg Elementary School	\$442.80
San Jacinto Elementary School	\$753.26
Scott Elementary School	\$428.29
<b>Total</b>	<b>\$44,052.69</b>

*Source: GISD assistant superintendent for Curriculum and Instruction.*

*\*Weis Middle School accounted for all of its textbooks.*

Of the \$44,052.69 worth of lost textbooks, \$19,541 could not be recovered from students or parents. Unfortunately, funds to cover this shortfall were budgeted for the 1999-2000 school year and that money was not available until after September 1, 1999. Since replacement textbooks could not be ordered until the lost textbooks were paid for, there was a textbook shortage at the start of the 1999-2000 school year.

**Recommendation 85:**

**Order replacements for lost textbooks earlier in the summer so they will arrive before the start of school, and require each school to pay for all lost textbooks from its principal's activity fund balances.**

Principals' activity funds should be used for educational purposes and paying for lost textbooks is considered an educational purpose.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The textbook coordinator determines the number of lost textbooks from each campus for the 1999-2000 school year and informs the assistant superintendent for Business Services.	July 2000
2.	The assistant superintendent for Business Services determines the number and value of lost and unusable textbooks at each school and informs the principals.	July 2000
3.	Principals pay for the textbooks lost or rendered unusable during the school year.	July 2000
4.	The textbook coordinator orders replacement textbooks from the state.	July 2000

**FISCAL IMPACT**

The district paid \$19,541 for lost and unusable textbooks in 1999-2000. The estimate assumes that on average the district pays this much each year for lost and unusable textbooks. Transferring the financial burden of paying for lost textbooks to individual schools should provide incentives to increased accountability of textbooks and saves \$19,541 since the principal activity fund comes from sources other than the districts General Revenue Fund.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Order replacements for lost textbooks earlier in the summer so they will arrive before the start of school, and require each school to pay for all lost textbooks from its principal's activity fund balances.	\$19,541	\$19,541	\$19,541	\$19,541	\$19,541

**FINDING**

The district purchased an automated textbook inventory system to help reduce the number of lost textbooks, but only the district version of the software is used. Ball High School, all middle schools and Scott Elementary School have the campus version, but school personnel prefer to keep their textbook inventories on paper.

GISD's textbook software tracks information about each textbook title, including state textbook identification number, district textbook identification number, information about textbook publishers, the cost of each title, to whom each textbook is checked out and how many of each title have been received from the warehouse or sent to another location. The software also has bar code capabilities for easy check in and check out. Campus versions also can be linked to the district to facilitate electronic textbook requisitions. All of the versions have management reports to help monitor and maintain textbook inventory.

**Recommendation 86:**

**Use the district-owned textbook inventory software where available.**

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The textbook custodian trains the school textbook clerks to use the textbook software.	August 2000
2.	School textbook clerks begin using the textbook software.	August 2000
3.	The textbook clerks and district textbook custodian submit a monthly report of their textbook inventory to each school principal and the assistant superintendent of Curriculum and Instruction.	September 2000
4.	The textbook custodian submits an annual textbook report to the superintendent and board.	June 2000

**FISCAL IMPACT**

This recommendation could be implemented with existing resources.

# Chapter 8

## PURCHASING AND WAREHOUSE SERVICES

### **D. Records Management**

In 1989, the Texas Legislature passed the Local Government Records Act, which requires cities, counties, school districts and other local governments to develop records management programs. According to the law, records management is the application of management techniques to the creation, use, maintenance, retention, preservation and disposal of records to reduce the costs and improve the efficiency of record keeping.

### **FINDING**

The director of Purchasing was appointed district Records Management officer while serving as Energy Manager. The director still holds the title of Records Management officer. However, due to the director's current workload, records management is not addressed as required by state law. According to the director, there are no record retention schedules in the district and no written procedures or guidelines have been developed to provide assistance to schools and departments. Records retention schedules were to have been submitted to the state by January 1999.

The Harris County Department of Education (HCDE) has a records management cooperative with 19 member school district. Districts pay an annual fee for membership of \$17,500 for the first year and \$12,000 for subsequent years. If a district joins the cooperative, HCDE sends a certified records management specialist to the district to interview district personnel and help create all records retention schedules. HCDE also develops user manuals, trains district personnel involved in records management and destroys records as needed.

After the initial year of membership, the annual maintenance fee includes updates of all records retention schedules, and additional training for new employees or newly assigned records clerks. For additional fees, HCDE also provides records services such as microfilming, records storage and copying records to CD-ROM.

### **Recommendation 87:**

**Contract with the Harris County Department of Education to develop and maintain records retention schedules, as required by state law.**

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The district joins HCDE's Records Management Cooperative.	August 2000
2.	HCDE begins interviewing district personnel to determine the types of records maintained by GISD.	September 2000
3.	HCDE finalizes all records retention schedules for GISD approval.	February 2001
4.	HCDE develops training manuals and begins training GISD staff.	February 2001

### **FISCAL IMPACT**

The initial year of HCDE cooperative membership will cost \$17,500; subsequent years, \$12,000. The initial cost is higher because extra time is needed to create records retention schedules.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Contract with Harris County Department of Education to develop and maintain records retention schedules, as required by state law.	(\$17,500)	(\$12,000)	(\$12,000)	(\$12,000)	(\$12,000)

### **FINDING**

Transcripts for GISD students who graduated before 1974 are stored in the Administration Building, while transcripts for students who graduated after 1974 are stored at Ball High School. When the storage space in the Administration Building was redesigned to accommodate the MIS Department, the duties of maintaining those files fell under MIS. When former students request a copy of a transcript stored in the Administration Building, the secretary for the MIS Department must search for the record and make copies.

One of the services offered by the HCDE Records Management Cooperative is conversion of printed documents to CD-ROM. Transcripts stored on CD can be printed on any networked laser printer. Ball High School has the equipment needed to read and print student transcripts stored on CD-ROM.

### **Recommendation 88:**

**Convert high school transcript records to CD-ROM and maintain those records at Ball High School.**

The district can have all transcript records converted to CD-ROM, with a copy kept at Ball High School and a back-up copy kept in the Administration Building. All transcripts could be requested through Ball High School, and space would not be needed for paper copies. Since transcripts on CD-ROM could be arranged by student's name or social security number, they could be easily retrieved.

**IMPLEMENTATION STRATEGIES AND TIMELINES**

1.	The director of Purchasing has Ball High School transcripts converted to CD-ROM at the HCDE.	September 2000
2.	The director of Purchasing sends the completed CD-ROMs to Ball High School, and stores a copy in the Administration Building.	September 2000
3.	All requests for copies of student transcripts are directed to the Ball High School registrar.	September 2000

**FISCAL IMPACT**

The Harris County Department of Education charges 3.5 cents per image to convert a printed document to CD-ROM. A two-sided transcript costs seven cents. Converting 10,000 transcripts would cost the district \$700. Transcript conversions could be done at one time or spread out over several years. The district could not give the count of the old transcripts. Assuming there are 60,000 records, converting 20,000 per year would take three years, at a cost of \$1,400 per year. Each year thereafter, as GISD graduates approximately 750 students, the cost would be \$53 per year.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Convert high school transcripts to CD-ROM and maintain those records at Ball High School.	(\$1,400)	(\$1,400)	(\$1,400)	(\$53)	(\$53)

# Chapter 9

## CHILD NUTRITION SERVICES

This chapter reviews the Child Nutrition Services of the Galveston Independent School District (GISD) in four:

- A. Organization and Staffing
- B. Operations
- C. Financial Management
- D. Facilities

School food service operations are expected to provide an appealing and nutritionally sound breakfast and lunch as economically as possible. Industry experts recommend several performance measures to evaluate a district's food services operations. These measures include: the ratio of meals served per labor hour (MPLH), the cost of food and the amount of waste, participation in the breakfast and lunch programs, the nutritional value and the variety of meals served, the wait time per student served and financial self-sufficiency.

### **BACKGROUND**

The Texas School Food Service Association (TSFSA) has identified 10 standards of excellence for evaluating school Child Nutrition Services programs. The standards state that effective programs should:

- Identify and meet current and future needs through organization, planning, direction and control;
- Maintain financial accountability through established procedures;
- Meet the nutritional needs of students and promote the development of sound nutritional practices;
- Ensure that procurement practices meet established standards;
- Provide appetizing, nutritious meals through effective, efficient systems management;
- Maintain a safe and sanitary environment;
- Encourage student participation in food service programs;
- Provide an environment that enhances employee productivity, growth, development and morale;
- Promote a positive image to the public; and
- Measure success in fulfilling regulatory requirements.

These standards are used throughout this chapter to describe the GISD Child Nutrition Services Department's operational and financial effectiveness in providing nutritious breakfast and lunch meals to students.

The GISD Child Nutrition Services Department operates 13 kitchens and two temporary operations at Bolivar and St. John's Schools employing 114 personnel. The temporary facilities are designed to meet the growing needs of the student population where there are limited facilities available for food service.

The department's annual operating budget for 1998-99 was \$3,036,264-5.7 percent of GISD's total budget. The department has a cumulative fund balance of \$337,515 from 1998-99, which can only be spent on government-approved food service programs. A

The department receives revenues from the sale of meals, catering, the federally funded breakfast and lunch programs and other special programs such as the after-school snack program and the summer-feeding program. GISD submits detailed reports to the Texas Education Agency (TEA) on its reimbursements from the National School Breakfast and Lunch Programs. **Exhibit 9-1** shows the department's sources of revenues and expenditures for 1998-99.

**Exhibit 9-1**  
**Child Nutrition Services Department**  
**Revenues and Expenditures**  
**1998-99**

Item	1998-99	Percent of Total
<b>Revenues:</b>		
National School Lunch Program	\$1,808,970	53.4%
National School Breakfast Program	\$460,205	13.6%
USDA Donated Commodities	\$135,859	4.0%
State	\$39,208	1.2%
Food Sales	\$926,638	27.3%
Investment Income	\$18,007	0.5%
<b>Total Revenues:</b>	<b>\$3,388,887</b>	<b>100.0%</b>
<b>Expenditures:</b>		
Personnel	\$1,434,398	47.0%
Contracted Services	\$32,435	1.1%
Supplies-Including Food	\$1,435,943	47.1%
USDA Donated Commodities	\$135,559	4.4%



Capital Outlay	\$5,734	0.2%
Other	\$7,303	0.2%
<b>Total Expenditures:</b>	<b>\$3,051,372</b>	<b>100.0%</b>

Source: GISD Child Nutrition Services Department.

TEA administers the National School Lunch and Breakfast programs in Texas public schools. To qualify for reimbursements, the district's meals must meet minimum nutrition standards and appropriate nutrient and caloric levels required for each age group. At the end of each school year, each district must complete a renewal agreement with the TEA. GISD is subject to coordinated TEA reviews; the last one was conducted in February 1997.

**Exhibit 9-2** and **Exhibit 9-3** compare GISD and peer district food service revenues and expenditures excluding funds from catering to special events. From 1994 to 1999, the department's revenues increased by almost 39 percent. During the same period, the department's expenditures increased by almost 24 percent. The district's student enrollment decreased by 0.5 percent during this period.

**Exhibit 9-2**  
**Revenues**  
**Child Nutrition Services Department**  
**GISD and Peer District Comparison**  
**1994-95 - 1998-99**

District	1994-95	1995-96	1996-97	1997-98	1998-99	Percent Change 1994-99
Brazosport	\$3,388,323	\$3,663,456	\$3,754,124	\$4,047,455	\$4,053,500	19.6%
Bryan	\$4,171,421	\$4,346,675	\$4,701,081	\$5,117,786	\$5,023,530	20.4%
College Station	\$1,381,238	\$1,537,244	\$1,512,665	\$1,676,889	\$1,721,969	24.7%
<b>Galveston</b>	<b>\$2,444,451</b>	<b>\$2,883,782</b>	<b>\$2,919,401</b>	<b>\$3,036,054</b>	<b>\$3,388,887</b>	<b>38.6%</b>
Longview	\$2,555,826	\$2,650,235	\$2,874,913	\$3,028,543	\$3,070,703	20.1%
Lufkin	\$2,103,727	\$2,102,359	\$2,265,719	\$2,214,107	\$2,250,951	7.0%
Port Arthur	\$3,590,646	\$3,556,512	\$3,780,198	\$4,279,376	\$4,185,500	16.6%

Waco	\$5,228,736	\$5,780,376	\$6,140,746	\$6,035,760	\$6,297,637	20.4%
Wichita Falls	\$4,394,475	\$4,492,079	\$4,455,523	\$4,585,983	\$4,846,700	10.3%

*Source: Texas Education Agency.*

GISD ranked highest in increases of both revenues and expenditure.

**Exhibit 9-3**  
**Expenditures**  
**Child Nutrition Services Department**  
**GISD and Peer Districts Comparison**  
**1994-95 - 1998-99**

District	1994-95	1995-96	1996-97	1997-98	1998-99	Percent Change 1994-99
Brazosport	\$3,432,594	\$3,584,517	\$4,006,306	\$4,191,482	\$4,120,892	20.1%
Bryan	\$4,129,737	\$4,165,690	\$4,695,789	\$4,966,111	\$4,043,280	-2.1%
College Station	\$1,504,491	\$1,474,091	\$1,662,791	\$1,482,530	\$1,721,969	14.5%
<b>Galveston</b>	<b>\$2,462,175</b>	<b>\$2,905,883</b>	<b>\$3,192,805</b>	<b>\$2,979,807</b>	<b>\$3,051,372</b>	<b>23.9%</b>
Longview	\$2,766,608	\$2,816,916	\$2,864,316	\$2,951,933	\$3,090,936	11.7%
Lufkin	\$2,086,168	\$2,022,398	\$2,325,776	\$2,448,655	\$2,541,589	21.8%
Port Arthur	\$4,119,395	\$3,617,829	\$3,590,372	\$3,895,008	\$4,043,260	-1.8%
Waco	\$6,413,239	\$6,563,976	\$6,150,626	\$5,930,596	\$6,416,990	0.1%
Wichita Falls	\$4,780,199	\$4,426,675	\$4,361,573	\$4,346,492	\$4,846,700	1.4%

*Source: Texas Education Agency.*

Food services revenues and expenditures per student in GISD and peer districts are shown in **Exhibits 9-4** and **9-5**. GISD ranked highest in increase in revenue as well as expenditures per student during the 1994-99 time period.

**Exhibit 9-4**  
**Food Services Revenue per Student**

**GISD and Peer Districts  
1994-95 - 1998-99**

District	1994-95	1995-96	1996-97	1997-98	1998-99	Percent Change 1994-99
Brazosport	\$271	\$290	\$289	\$308	\$306	12.9%
Bryan	\$325	\$321	\$356	\$366	\$368	13.2%
College Station	\$215	\$235	\$218	\$234	\$239	11.2%
<b>Galveston</b>	<b>\$246</b>	<b>\$291</b>	<b>\$291</b>	<b>\$303</b>	<b>\$343</b>	<b>39.4%</b>
Longview	\$316	\$321	\$343	\$356	\$358	13.3%
Lufkin	\$263	\$261	\$276	\$273	\$278	5.7%
Port Arthur	\$300	\$303	\$326	\$370	\$359	19.7%
Waco	\$336	\$362	\$380	\$388	\$412	22.6%
Wichita Falls	\$276	\$284	\$286	\$295	\$317	14.9%

*Source: Texas Education Agency, AEIS 1994-95 through 1998-99.*

**Exhibit 9-5  
Food Services Expenditures per Student  
GISD, and Peer Districts  
1994-95 - 1998-99**

District	1994-95	1995-96	1996-97	1997-98	1998-99	Percent Change 1994-99
Brazosport	\$274	\$289	\$308	\$319	\$311	13.5%
Bryan	\$322	\$335	\$356	\$377	\$296	-8.1%
College Station	\$235	\$225	\$240	\$207	\$239	1.7%
<b>Galveston</b>	<b>\$248</b>	<b>\$293</b>	<b>\$318</b>	<b>\$297</b>	<b>\$309</b>	<b>24.6%</b>
Longview	\$342	\$341	\$342	\$347	\$361	5.6%
Lufkin	\$261	\$251	\$284	\$302	\$314	20.3%
Port Arthur	\$344	\$312	\$308	\$336	\$347	0.9%
Waco	\$412	\$411	\$270	\$412	\$404	-1.9%

Wichita Falls	\$300	\$280	\$280	\$284	\$317	5.7%
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Source: Texas Education Agency, AEIS 1994-95 through 1998-99.

More than 60 percent of GISD's students are eligible for free or reduced-price meals.

GISD's federal reimbursements, meal prices and meal costs for 1999-2000 are shown in **Exhibit 9-6**.

**Exhibit 9-6**  
**GISD Child Nutrition Services Department**  
**Federal Reimbursements, Meal Prices and Costs**  
**1999-2000**

Meal	Federal Reimbursements (Free Meals)	Cost per Customer	Average Cost to the District
Elementary Schools			
Universal Student Breakfast	\$1.09	\$0.00	\$0.56
Student Breakfast	\$1.09	\$0.70	\$0.64
Teacher/Visitor Breakfast*	\$0	\$1.10	\$0.64
Student Lunch	\$1.98	\$1.25	\$0.80
Teacher/Visitor Lunch*	\$0	\$2.00	\$0.80
Middle Schools			
Student Breakfast	\$1.09	\$0.70	\$0.69
Teacher/Visitor Breakfast*	\$0	\$1.10	\$0.69
Student Lunch	\$1.98	\$1.40	\$0.97
Teacher/Visitor Lunch*	\$0	\$2.00	\$0.97
High School			
Student Breakfast	\$1.09	\$0.70	\$0.83
Teacher/Visitor Breakfast*	\$0	\$1.10	\$0.83
Student Lunch	\$1.98	\$1.60	\$1.01
Teacher/Visitor Lunch*	\$0	\$2.00	\$1.01

*Source: GISD Child Nutrition Services Department.*

*\*Cost does not contain value of commodities. Commodity value is approximately \$0.15.*

To qualify for federal reimbursement, the following terms must be met:

- Serve a lunch and/or breakfast that meets minimum nutritional standards and appropriate nutrient and calories levels designated for age group;
- Maintain proper sanitation and health standards that conform to all applicable state and local laws;
- Comply with record-keeping requirements;
- Provide free and reduced-priced eligible meals to students;
- Provide meals to all children without regard to race, color, sex, handicap, age or national origin;
- Comply with financial requirements and provisions stated in the *Federal Register*;
- Accept and use USDA commodities;
- And operate a nonprofit program.

The director of Child Nutrition Services is responsible for administering the Child Nutrition Program. Since Site Based Management (SBM) committees also can make decisions that affect Child Nutrition Program, such as scheduling lunch hours and vending machine operations, the Child Nutrition Services director works with school principals who implement those SBM decisions. The department also employs two assistants -a supervisor and a dietitian.

# Chapter 9

## CHILD NUTRITION SERVICES

### **A. Organization and Staffing**

The Child Nutrition Services director reports to the assistant superintendent of Business Services. The director has a Bachelor of Science in Home Economics Education and is certified by the American School Food Service Association. A dietitian and a supervisor report to the director.

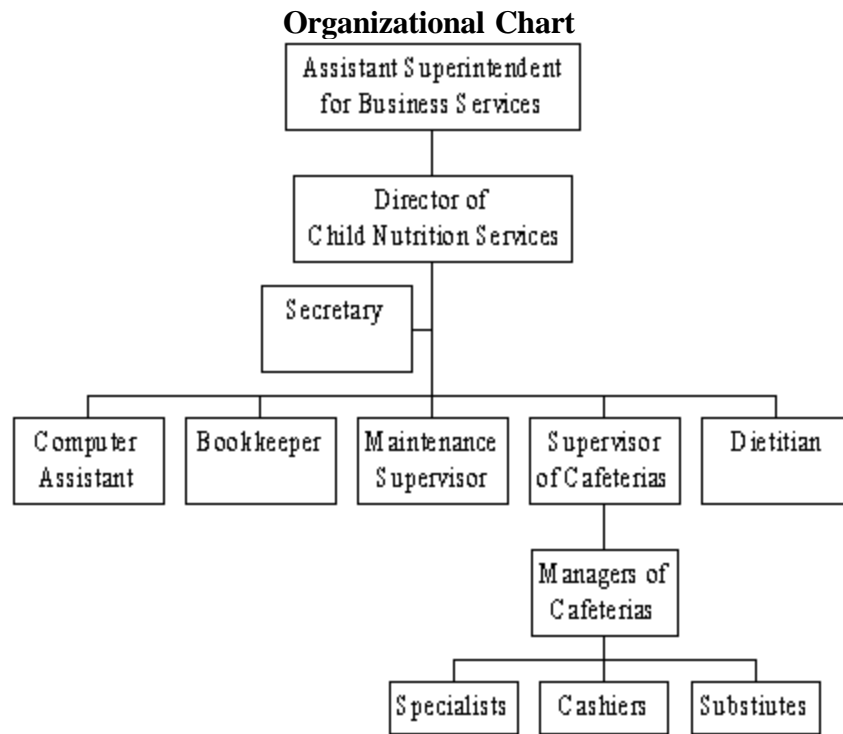
The dietitian works four hours a day, five days a week. The dietitian was a teacher in GISD before her current position. She has a four-year bachelor degree, but has not completed the program in dietetics required by the American Dietetic Association, nor has she met the requirements for licensure in Texas.

The supervisor is a graduate of Hotel Restaurant Management but has no prior experience in school food service. The cafeteria managers report to the supervisor. The supervisor is responsible for all school cafeterias' operations. In 1999-2000, the supervisor has been assigned to installing the point of sale system (POS)-the software for financial management of food service operations.

**Exhibit 9-7** represents the Child Nutrition Services Department's organizational chart.

### **Exhibit 9-7**

#### **Child Nutrition Services Department**



*Source: GISD Child Nutrition Services Department.*

## **FINDING**

Job descriptions provide the qualifications and requirements necessary for a position. In addition, job descriptions provide employees information on their specific duties and responsibilities and serve as a basis for annual performance evaluations. Moreover, job descriptions are increasingly used to defend workers' compensation and civil law suits.

Job descriptions of GISD's Child Nutrition Services Department are not standardized and are sometimes handwritten. The GISD Personnel Department also does not approve them. More importantly, the job descriptions that are in the district's *Policy and Procedures Manual* do not correspond to the hand-written descriptions that employees are using. The department has been making independent decisions in hiring, evaluating and terminating employees without the approval of the Personnel Department.

### **Recommendation 89:**

**Develop formal job descriptions with required competencies for each position in the Child Nutrition Services Department.**

The format for all job descriptions should be standardized and a process should be put in place to review and update the descriptions every three years.

### **IMPLEMENTATION STRATEGIES AND TIMELINES**

1.	The executive director of Personnel, the assistant superintendent for Business Services, and the Child Nutrition Services director review the current job duties and formulate job descriptions and evaluation criteria.	July 2000
2.	The Child Nutrition Services director approves and submits all job descriptions to the director of Personnel.	July 2000
3.	The assistant superintendent for Business Services approves job descriptions and submits to the superintendent for approval.	August 2000
4.	Child Nutrition Services management and staff are provided with the newly developed job descriptions, and all Child Nutrition Services employees are evaluated using the new job descriptions.	September 2000

### **FISCAL IMPACT**

This recommendation could be implemented with existing resources.

### **FINDING**

The director of Child Nutrition Services Department developed personnel policies and procedures for the department and implemented them without the input or the approval of the Personnel director. These policies conflict with the district's personnel policies.

In focus groups, site inspections, and interviews, employees expressed numerous concerns about personnel issues. They include: inconsistent policies concerning Spanish-speaking employees, new requirements for substitute employees, sick days, overtime without pay and changing employees' hours and location of work without consultation or explanation.

A new policy for the Child Nutrition Services Department now requires substitutes to speak only English and to have a high school diploma or G.E.D. This change has reduced the availability of substitutes. These new policies have resulted in employee shortages and unnecessary overtime.

*The Galveston Independent School District Child Nutrition Services Personnel Policies and Procedures Manual 1999-2000* requires a three-



day pre-authorization for any personal leave days including sick leave, and the director of the department must approve overtime in advance. All personnel are subject to reassignment by the director of Child Nutrition Services. Employees with required qualifications for a position may request a transfer to another campus. The Personnel director has no knowledge of these policies.

**Recommendation 90:**

**Revise Child Nutrition Services Department's personnel policies to conform to districtwide personnel policies.**

**IMPLEMENTATION STRATEGIES AND TIMELINES**

1.	Child Nutrition Services director prepares and submits department policies to the director of Personnel and to the assistant superintendent for Business Services for review and approval.	July 2000
2.	The director of Personnel and assistant superintendent for Business Services review and modify the Child Nutrition Services' policies to comply with district's board-approved policies.	July 2000
3.	The director of Personnel submits the policies to the superintendent for approval who will submit them to the board for review and approval, if appropriate.	August 2000
4.	The board approves the new policies.	August 2000
5.	The superintendent establishes a procedure requiring all departments to submit any changes to the district's policies to the superintendent's office for proper review and board approval.	August 2000
6.	The Child Nutrition Services director presents revised, approved policies to the Child Nutrition Services staff for implementation.	August 2000
7.	Child Nutrition Services employee policies are included in the annual orientation.	August 2000

**FISCAL IMPACT**

This recommendation could be implemented with existing resources.

**FINDING**

The Child Nutrition Services Department's workforce, including cafeteria managers, specialists and cashiers, is 56 percent Hispanic, 22 percent

Anglo and 22 percent African American (**Exhibit 9-8**). The substitutes hired are predominately Hispanic.

**Exhibit 9-8**  
**GISD Child Nutrition Services Employee Ethnicity**  
**1999-2000**

School	Anglo	African-American	Hispanic
Administrative Annex	5	0	2
Alamo Elementary School	1	1	5
Burnet Elementary School	1	1	5
R.A. Morgan Academy of Fine Arts	0	3	4
Oppe Elementary School	3	0	3
Parker Elementary School	2	3	2
Rosenberg Elementary School	2	1	4
Scott Elementary School	0	0	6
San Janice Elementary School	2	4	0
Austin Middle School	0	2	6
Central Middle School	1	3	4
Weis Middle School	3	2	2
Bolivar Elementary and Middle School	3	0	0
Ball High School	1	4	14
Alternative School	0	0	2
<b>Total</b>	<b>24</b>	<b>24</b>	<b>59</b>

*Source: GISD Child Nutrition Services Department.*

Written materials necessary for enhancing job productivity such as recipes, menus, production guides, job descriptions and the like have not been translated into Spanish. This has affected the employees' ability to prepare appetizing and nutritious meals, provide customer service and maintain a clean environment. Although employees are encouraged to take English as Second Language (ESL) classes, class schedules and locations make it difficult for the employees to attend.

**Recommendation 91:**

**Provide job descriptions, training materials and recipes for Child Nutrition Services employees in English and Spanish.**

Such materials would help ensure all employees are appraised of the safety and sanitation requirements of their jobs and ensure consistent dissemination of information to all employees. It is possible that sources such as Texas School Food Service Association, Texas Restaurant Association, and other agencies may have materials available in Spanish and may employ translators for such purposes.

**IMPLEMENTATION STRATEGIES AND TIMELINES**

1.	The Child Nutrition Services director contacts Region 4, the Texas School Food Service Association, local Health Department, and the GISD Personnel Department for information and training materials written in Spanish.	July 2000
2.	The director of Child Nutrition Services assigns to the computer assistant (who is responsible for translating employee issues into Spanish) to translate materials that are not available in Spanish from other sources.	July 2000
3.	The Child Nutrition Services managers include Spanish materials in the department's policy manual after receiving the approval of the administration.	August 2000
4.	Child Nutrition Services employees are trained using new and approved printed materials in Spanish and English.	September 2000

**FISCAL IMPACT**

This recommendation could be implemented with existing resources.

# Chapter 9

## CHILD NUTRITION SERVICES

### **B. Operations**

#### **FINDING**

In the summer of 1998, GISD implemented a Summer Food Service Program (SFSP) at one site where approximately 4,000 lunches were served. The Texas Department of Human Services (TDHS) sponsors the SFSP to provide nutritious meals to economically disadvantaged children during non-school months.

In 1999, GISD teamed up with the Galveston Housing Authority, The Boys and Girls Clubs of Galveston and the Galveston Parks and Recreation Department to feed Children at seven sites. The partnership was successful, with 28,000 lunches and 14,000 breakfasts served to the children of Galveston. The additional revenues generated with this program totaled \$74,502 with expenditures of \$66,981 for a net profit of \$7,521.

In May 1999, an after-school snack program was developed as a pilot project. The Galveston County YMCA sponsored the program at various schools, and the YMCA paid the cost of the snacks. GISD's Child Nutrition Services now officially coordinates the program, and since August 1999, 8,582 snacks have been served to children in GISD.

#### **COMMENDATION**

**GISD has implemented the Summer Food Service Program and the after-school snacks program to feed GISD's students during non-school hours.**

#### **FINDING**

The Universal Breakfast Program at San Jacinto and Alamo Elementary Schools serves free breakfast to all students regardless of economic status. The program, also called the Breakfast in a Bag Program, helps ensure children are starting the day with a nutritious meal that can improve their ability to learn. Participation in the breakfast program has increased at Alamo by 43 percent and at San Jacinto by 58 percent in one year.

#### **COMMENDATION**

**The Child Nutrition Services Department has implemented a Universal Breakfast Program at San Jacinto and Alamo Elementary Schools.**

**FINDING**

Increasing student meal participation is important to a school district not only because a district increases its federal reimbursements for every student who participates in meals, but also because it can ensure more students receive adequate nutrition as directed by the National School Breakfast and Lunch Programs.

The Child Nutrition Services Department purchased BOSS, a new point of sale (POS) system, and the procedures for processing free and reduced-priced meals applications is being streamlined. Multiple barriers exist, however, to student participation in GISD school-meal programs. These barriers include long lines in the cafeterias, lack of variety in menu, poor quality of food, lack of snack and a la carte items and competition from vending machines purchase.

Implementing the POS system has caused some serving delays because of initial installation problems, as well as the additional time required for students and cashiers to become accustomed to the new system. Block lunch scheduling, which has prompted overcrowding in the cafeterias, also is reducing cafeteria sales.

In focus groups, teachers said that lack of separate lines for teachers during block lunch periods, lack of variety in menu items and not enough staff on serving lines resulted in lower adult participation.

The average daily participation (ADP) compared to the average daily attendance (ADA) in

**Exhibit 9-9** provides a comparison of GISD to its peer districts. The percentages reflect participation rates for breakfast and lunch meals.

**Exhibit 9-9  
GISD and Peer District Percentage  
Of Average Daily Participation**

District	1996-97		1997-98		1998-99	
	Breakfast	Lunch	Breakfast	Lunch	Breakfast	Lunch
Brazosport	16%	47%	17%	47%	18%	48%
Bryan	23%	58%	23%	54%	24%	56%
College Station	9%	35%	9%	35%	10%	41%

<b>Galveston</b>	<b>13%</b>	<b>40%</b>	<b>14%</b>	<b>46%</b>	<b>15%</b>	<b>46%</b>
Longview	23%	49%	24%	53%	24%	55%
Lufkin	24%	57%	24%	56%	25%	55%
Port Arthur	25%	67%	26%	59%	30%	61%
Waco	39%	74%	43%	74%	38%	72%
Wichita Falls	24%	52%	24%	53%	26%	56%
Peer District Average	23%	55%	24%	54%	24%	56%

*Source: Texas Education Agency.*

**Recommendation 92:**

**Increase meal participation by eliminating barriers and implementing new programs.**

The Child Nutrition Services Department should develop districtwide programs to increase student and adult meal participation. At a minimum, the district should:

- Evaluate opportunities for separate serving lines for teachers.
- Expand the Universal Breakfast Programs to other elementary schools.
- Eliminate block lunch periods.
- Place serving carts at different locations in secondary schools to decrease long lines.
- Evaluate present menus and recipes to improve quality of food.
- Increase training for Food Service employees to enhance service.
- Increase marketing, merchandising and promotional activities.

**IMPLEMENTATION STRATEGIES AND TIMELINES**

1.	The Child Nutrition Services director identifies the existing barriers to participation and presents a report to the assistant superintendent for Business Services.	July 2000
2.	The Child Nutrition Services director develops a plan to increase participation and submits it to the assistant superintendent for Business Services.	July 2000
3.	The Child Nutrition Services director and cafeteria managers develop and conduct a customer survey for students and faculty for ideas to improve food services.	July 2000

4.	The Child Nutrition Services director and purchasing agent contact food product manufacturers to request help in providing promotional giveaways.	August 2000
5.	The Child Nutrition Services director develops a plan to implement ideas and programs.	September 2000
6.	The Child Nutrition Services director and managers work with principals to implement programs in each school and remove barriers affecting participation.	October 2000

### **FISCAL IMPACT**

Eliminating barriers in cafeterias and implementing new programs would generate additional federal revenues. The amount of additional revenue would depend on the programs the district chooses to implement. Assuming that elimination of some of the barriers in the cafeterias would increase reimbursements by at least 5 percent, the district could generate \$65,239 per year. (In 1998-99, the district's revenue from federal meals program were \$2,269,175. A 5 percent increase in sales would generate \$113,459 annually. GISD's costs for food and other supplies are 42.5 percent of sales, or \$48,220. When these costs are subtracted out, the district would have a net gain of \$65,239 per year.)

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Increase meal participation by eliminating barriers and implementing new programs.	\$65,239	\$65,239	\$65,239	\$65,239	\$65,239

### **FINDING**

The American School Food Service Association (ASFSA) issued some standards on developing menus for school nutrition programs. ASFSA also suggests considering student preferences in menu planning; preparing meals in ways to ensure balance between optimal nutrition and student acceptance, and creating pleasant eating environment, which includes adequate time and appropriate space to eat.

GISD menus lack variety; food shortages sometimes occur; and the same items are sometimes served on two consecutive days. The GISD Child Nutrition Services Department menus have a six-week cycle. During focus groups, teachers said they did not like having the same items served on the same day of each week throughout the six-week cycle. Moreover, the menu cycle provides for no alternative menus in the elementary school. If

a child is unable to eat the menu item due to religious, medical or personal likes; he or she can only receive a peanut butter and jelly sandwich.

Meal service was observed at Bolivar, St. John's and the Alternative Schools. Facility restrictions prevent these schools from offering menus equal to other elementary, middle and high schools in the district. The manager modifies the menus in each of these schools based on the ability to prepare items in the kitchen.

The POS system contains a nutritional analysis program, which can download menus and related ingredients without having to enter the data manually. The department has not fully implemented this segment of the POS system. Instead, the department uses Nutra Kids, which is an USDA-approved nutritional analysis program to analyze menus. This program, however, is old and has limited usage. For example, the system does not have the new products that are used in the menus, and the staff has to enter menus and all ingredients manually into the system.

**Recommendation 93:**

**Fully implement the POS system.**

Full implementation of the POS system would allow the department to plan the menus and conduct nutritional analysis of foods served efficiently.

**IMPLEMENTATION STRATEGIES AND TIMELINES**

1.	The director of Child Nutrition Services and management staff evaluate present menus for quality, variety and choices.	July 2000
2.	The director of Child Nutrition Services, with assistance from MIS, implements the POS systems' production and nutritional analysis programs.	July - August 2000
3.	The director of Child Nutrition Services and management staff approve the new menus.	August 2000
4.	The director of Child Nutrition Services and management staff test new recipes and train the cafeteria managers on preparation.	August 2000
5.	The cafeteria managers and specialists start using the new menus and recipes.	September 2000

**FISCAL IMPACT**

This recommendation could be implemented with existing resources.



## FINDING

According to *Managing Child Nutrition Programs, Leadership for Excellence*, nutrition education is defined as any set of learning experiences designed to facilitate the voluntary adoption of eating and other nutrition-related behaviors conducive to health and well being." Schools are ideal settings in which such learning experiences can take place. The increase in morbid obesity in school age children has become a major concern for health care professionals as well as school food service professionals.

According to the Centers for Disease Control and Prevention, healthy eating patterns in childhood and adolescence promote optimal childhood health, growth, and intellectual development; prevent immediate health problems, and may prevent long-term health problems such as coronary heart disease, cancer and stroke. The Nutrition Education and Training (NET) program, administered by the USDA, recommends in its strategic plan that by the year 2000 nutrition education should be a major component of child nutrition programs and offered in all schools. The American Dietetic Association, Society for Nutrition Education, and the American School Food Service Association issued a position statement on school-based nutrition programs that outlines programs and services that should be offered.

GISD implemented a nutrition education program for all grades in October of 1999. Two brochures have been developed entitled *Let's Do Lunch, Answers about the National School Lunch Program*, and *Nutrition Education, A Guide for Teachers*. Sample lesson ideas, theme days, and visual aides have been developed. The director's goal is to help students stay healthy and help teachers take advantage of the services the department has to offer. The director has met with principals and team leaders about the program and passed out brochures. The director was told that at the time teachers were busy preparing students for the TAAS, and they would not be able to take advantage of the nutrition programs until after the tests.

### **Recommendation 94:**

**Provide nutrition education at all grade levels as a component of health education programs and coordinate nutrition education with the Child Nutrition Services Department.**

## IMPLEMENTATION STRATEGIES AND TIMELINES

1.	The director and the managers in the Child Nutrition Services Department and principals meet and develop a	September 2000
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	program for nutrition education.	
2.	The new nutrition education program is adopted by the principals and is presented to the teachers in the schools.	October - November 2000
3.	The cafeteria managers in each school serve as a resource for the teachers and assist in scheduling educational sessions.	November 2000
4.	The Child Nutrition Services director and principals evaluate the nutrition education program each quarter and make necessary changes.	January 2001 and Ongoing

### **FISCAL IMPACT**

This recommendation could be implemented with existing resources.

### **FINDING**

The USDA Child Nutrition Program's policy on competitive food sales and the *TEA Administrators Reference Manual* provide a policy for competitive food sales during meal periods that prohibit the sale of foods with minimal nutritional value in the food service area during breakfast and lunch periods. **Exhibit 9-10** shows the location and type of vending machines in each school.

#### **Exhibit 9-10 Location and Type of Vending Machines in Schools**

<b>School</b>	<b>Location &amp; Types</b>
Alamo Elementary School	1-Snack, 1-Water, 1-Soda/Teachers Lounge 1 Juice/Cafeteria
Burnet Elementary School	1-Snack, 1-Soda/Teachers Lounge 1 Juice/Cafeteria
R.L. Morgan Academy of Fine Arts	1-Snack, 1 Soda/Teachers Lounge & Workroom
Oppe Elementary School	1-Snack, 1-Water, 1-Soda/ Teachers Lounge & Workroom; 1-Juice Cafeteria
Parker Elementary School	1-Snack, 1-Soda/Teachers Workroom 1-Juice/Cafeteria
Rosenberg Elementary School	1-Snack, 2-Sodas/Teachers Lounge/Workroom 1-Water/Cafeteria
Scott Elementary School	1-Snack, 2-Sodas/Teacher Workroom 2-Sodas/Cafeteria

San Jacinto Elementary School	1-Snack, 1-Soda/Teachers Lounge 1-Juice/Cafeteria
Austin Middle School	1-Snack, 1-Soda/Faculty Lounge 1-Snack, 1-Soda/Stage 1-Soda/Gym 2-Juice/Cafeteria
Central Middle School	1-Snack, 1-Soda/1 <sup>st</sup> Floor Lounge 1-Soda/Old Lounge 1 <sup>st</sup> Floor 1-Snack, 1-Soda/2 <sup>nd</sup> Floor Lounge 1-Snack, 1-Soda/3 <sup>rd</sup> Floor Lounge 2-Snack, 3-Soda/Cafeteria
Weis Middle School	1-Snack, 2-Soda/Teacher Lounge 1-Snack, 2-Soda/Cafeteria Hallway 2-Juice/Cafeteria 1-Juice/Boys Dressing Room 1-Juice/Girls Dressing Room
Bolivar Elementary and Middle School	1-Juice/Cafeteria 1-Juice, 1-Soda/Cafeteria Hallway
Ball High School	1-Snack, 1-Juice, 4-Soda/Cafeteria 1-Soda; Main Office-Kitchen 1-Soda/English Workroom 1-Soda/Math Department Workroom 1-Soda/Science Department 1-Soda/Social Studies Dept. Workroom 1-Soda/P.E. Department - Gym Area
Alternative School	1-Snack/Outside Cafeteria 1-Soda/Cafeteria

*Source: GISD Child Nutrition Services department.*

Vending machines are located in the elementary schools, middle schools, high school and the alternative school. Machines are left on during breakfast and lunch meal service hours. TSPR observed students purchasing food and sodas from the vending machines instead of meals offered in the cafeteria.

During focus groups, the participants said students are purchasing from the vending machines as many as three times per week because of long cafeteria lines. In addition, students said they were allowed to purchase foods from the vending machines in the teacher's lounge at the middle school.

Each principal is receiving funds from this contract. Cash revenues in food service have been affected as a result of the widespread use of vending machines to replace meals. The nutritional quality of the foods in the machines is questionable, and students are consuming empty calories instead of nutritionally-balanced meals.

The Competitive Food Policy prohibits the sale of food by any other organization other than the Child Nutrition Department during meal times. This prohibition includes the sale of fund-raising food items unless the foods are approved and purchased by the Child Nutrition program. In addition, restricted food items are outlined in the policy.

**Recommendation 95:**

**Implement the Competitive Food Policy required by the Child Nutrition Program as outlined in the TEA Administrators Reference Manual.**

The policy designates the location for vending machines and the hours for service. Under this policy, vending machines with non-approved food items should be located outside of the cafeteria service area. If they are in the area, they should be turned off during mealtimes. The enforcement and interpretation of this policy has affected many school districts because of the prime vendor contracts negotiated with the soda and snack food vendors. These contracts are lucrative for the districts but are affecting the participation rates of the Child Nutrition Services and student nutrition.

**IMPLEMENTATION STRATEGIES AND TIMELINES**

1.	The Child Nutrition Services director, Child Nutrition Services managers and principals meet and review the Child Nutrition Program policies on vending machines and rules governing fund-raising events during meal times.	June 2000
2.	The Child Nutrition Services director, Child Nutrition Services managers and principals develop new guidelines for vending machines placement and rules governing fund-raising events in the area of the cafeteria.	July 2000
3.	The Child Nutrition Services director and managers monitor vending and fund-raising activities for compliance with Child Nutrition Program's Competitive Food Policy.	July 2000 and Ongoing
4.	The Child Nutrition Services director oversees the items that are placed in the vending machines to ensure the items meet nutritional requirements.	July 2000 and Ongoing

## FISCAL IMPACT

This recommendation could be implemented with existing resources.

## FINDING

The Child Nutrition Services Department has not analyzed its staffing levels. Cafeteria managers report that even partial implementation of the POS system has cut labor hours and made their jobs easier. However, there have been no adjustments as of April 2000 to reallocate these labor hours.

The district has been using disposable dishes in the secondary schools for a year now and wants to phase in the disposable dishes at other schools. Industry guidelines suggest a reduction in labor can occur with disposable dishes. The district has not made any adjustments in reassigning the dishwashers. The district also has limited menu items that reduce the number of hours required to complete those jobs.

A common method to determine productivity in school food service is to calculate the number of meals per labor hour (MPLH). MPLH is calculated by dividing the number of meals served by the total number of labor hours worked over a given time period. **Exhibit 9-11** shows a breakdown of the meal equivalents per labor hour comparisons for each school.

**Exhibit 9-11**  
**GISD Child Nutrition Services Department**  
**Meal Equivalents Per Labor Hour Comparison 1998-1999**

School	No. of Meals Served	No. of Staff Hours	Meals Per Labor Hour	Rec. MPLH	MPLH Variance	Hours at Industry Standard	Variance in Hours Worked
Alamo Elementary School	579	43.50	13.31	17	-3.69	34.06	9.44
Burnet Elementary School	619	40.01	15.47	18	-2.53	34.39	5.62
R.L. Morgan Academy of Fine Arts	664	46.99	14.13	18	-3.87	36.89	10.10

Oppe Elementary School	672	41.50	16.19	18	-1.81	37.33	4.17
Parker Elementary School	527	41.01	12.85	17	-4.15	31.00	10.01
Rosenberg Elementary School	549	44.52	12.33	17	-4.67	32.29	12.23
Scott Elementary School	645	40.52	15.92	18	-2.08	35.83	4.69
San Jacinto Elementary School	527	40.53	13.00	16	-3.00	32.94	7.59
Austin Middle School	651	48.47	13.43	18	-4.57	36.17	12.30
Central Middle School	643	45.03	14.28	18	-3.72	35.72	9.31
Weis Middle School	641	50.03	12.81	18	-5.19	35.61	14.42
Bolivar Elementary and Middle School	251	20.03	12.53	14	-1.47	17.93	2.10
Ball High School	1,884	116.51	16.17	20	-3.83	94.20	22.31
Alternative School	92	11.50	8.00	8.5	-0.50	10.82	0.68
<b>Total</b>	<b>8,944</b>	<b>630.15</b>	<b>190.42</b>	<b>235.5</b>	<b>-45.08</b>	<b>505.18</b>	<b>124.97</b>

*Source: Computed from GISD Child Nutrition Services department.*

According to the industry experts, none of the GISD schools are meeting the recommended meals per labor hour. GISD's current staffing pattern produces 190.42 MPLH, which are 45.08 meals per labor hour below the recommended industry standard.

**Recommendation 96:**

**Use industry standard MPLH guidelines for establishing staffing levels.**

**IMPLEMENTATION STRATEGIES AND TIMELINES**

1.	The Child Nutrition Services director and assistants implement a hiring freeze.	July 2000
2.	The director of Child Nutrition Services and assistant superintendent for Business Services create training sessions for cafeterias managers on increasing productivity and reducing costs.	July 2000
3.	The Child Nutrition Services director presents the study to the assistant superintendent for Business Services and generate MPLH reports each month and distribute to cafeteria managers.	August 2000
4.	The Child Nutrition Services director and assistants develop recommendations for each cafeteria to increase productivity and reduce labor costs.	September 2000
5.	The supervisor and cafeteria managers implement the recommendations for improving each school's productivity.	September 2000
6.	The director of Child Nutrition Services and assistant superintendent for Business Services evaluate the progress each month.	October 2000 and Ongoing

**FISCAL IMPACT**

Reducing cafeteria staff to be in line with industry standards would save the district \$88,698 annually in payroll costs.

In 1998-99, GISD cafeteria staff worked a total of 630.15 hours per day in preparing 8,944 meals. These hours were compared to the industry standard of 505.18 hours preparing the same number of meals. Compared to the industry standards, GISD was over the standard by 124.97 hours. These additional hours translate into 19.22 full time equivalent positions (124.97/6.5-the number of hours cafeteria staff works per day). However, since the staffing variances at some cafeterias are minimum and the district could improve the meal participation with the additional staff, this estimate assumes that only seven positions would need to be eliminated.

GISD cafeteria staff works 6.5 hours per day, 180 days per year and is paid an average of \$10.83 per hour including benefits of 25 percent. By eliminating seven positions, the district would save \$88,698 annually.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Use industry standard MPLH guidelines for establishing staffing levels.	\$88,688	\$88,688	\$88,688	\$88,688	\$88,688

## **FINDING**

Inconsistencies in food quality, customer service and sanitation/safety standards are, in part, a result of the limited training provided by the Child Nutrition Services Department. The department does not provide direct training on sanitation/safety standards, customer service, or techniques on improving efficiency and productivity.

Child Nutrition Services offers limited training to employees annually and to newly hired substitutes throughout the school year. An annual inservice training is held at the start of each new school year. This training, covers a random selection of topics such as the child nutrition guidelines, OSHA laws and goals and expectations the director has for the Child Nutrition Services staff.

New managers' trainee program has been developed and began in January 2000. Seven staff members are expected to graduate from this program in May 2000. Child Nutrition staff may attend additional training at San Jacinto College or Galveston College if the employee pays the expenses. Employees also can attend additional inservice training provided by the TEA and TSFSA at their own expense.

Substitutes hired after the initial training spend three days at Oppe Elementary School, the designated food service training site.

The Spanish-speaking employees in the Child Nutrition Services Department have limited opportunities to learn English. ESL classes are offered, but the schedules and locations make it difficult for the employees to attend. In addition, training materials have not been translated into Spanish.

The training program for the Child Nutrition Services employees in Polk County, Florida is an example of a best practice. In this program, Child Nutrition Services personnel attend training to update their knowledge of food safety, sanitation, proper storage and handling methods of foods,



kitchen safety techniques, communications, customer service and special diets. All employees receive safety training. A variety of training courses is required for all employees. Operating issues, such as the safe use of equipment, customer service and communications are also discussed in training as well as in monthly round table discussions with cafeteria managers and area supervisors. Polk County ISD operates a cafeteria operation in the Administration offices of the district that provides a training facility for all Child Nutrition Services employees. **Exhibit 9-12** shows the training programs available for the Child Nutrition Services employees.

**Exhibit 9-12**  
**Examples of Training for GISD Child Nutrition Services Employees**

<b>Training</b>	<b>Training Audience</b>	<b>Attendance Requirement</b>
Substitute Training	Substitutes	Mandatory - 3 days
TSFSA Certification Classes	All employees	Voluntary
Manager Training	Administrative/Cafeteria Managers	Mandatory-bimonthly
Manager Trainees Training	Selected Employees	Once a week for 4 months
ESL	All non-English speaking employees	Voluntary
All Employee In service	All employees	Mandatory-annual

*Source: GISD Child Nutrition Services department.*

**Recommendation 97:**

**Evaluate current training programs, identify additional training needs and develop specific training programs for Child Nutrition Services employees.**

**IMPLEMENTATION STRATEGIES AND TIMELINES**

1.	The Child Nutrition Services director, supervisor and cafeteria managers meet to discuss the training needs of the Child Nutrition Services staff.	July 2000
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2.	The Child Nutrition Services director identifies training needs and specific training programs with the Texas Education Service Center, Galveston College, National Restaurant Association or the Texas School Food Service Association for Child Nutrition Services.	August 2000
3.	The Child Nutrition Services director determines training program employees should attend based on their responsibilities.	September 2000
4.	The Child Nutrition Services director, supervisor and cafeteria managers develop the training schedule for cafeteria staff and send staff to training classes offered by Regional Education Service Center, Galveston College, National Restaurant Association or the Texas School Food Service Association.	October 2000
5.	The Child Nutrition Services director, supervisor and cafeteria managers monitor performance with competency-based criteria.	Ongoing

### **FISCAL IMPACT**

Based on peer district averages and information from the Regional 4, the average cost of Child Nutrition Services training programs would be \$20 per course, per trainee. Based on the assumption that each employee would attend one course per year, the additional cost for the district would be (117 Food Service employees x \$20 per course per trainee) \$2,340. Since this training takes place in summer, there will be no cost for substitute employees.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Evaluate current training programs, identify additional training needs and develop specific training programs for food service employees.	(\$2,340)	(\$2,340)	(\$2,340)	(\$2,340)	(\$2,340)

# Chapter 9

## CHILD NUTRITION SERVICES

### C. Financial Management

Child Nutrition Services' cash revenues are declining, while reimbursable meals are increasing. TSPR reviewed the district's menus, staff allocation, commodity processing and the prime vendor contract.

*Managing Child Nutrition Programs, Leadership for Excellence, 1999* provides guidelines to school districts in managing their operations. GISD's labor costs for food services are 42 percent higher than recommended, and its food costs are 39 percent higher than recommended. Utility costs are not allocated to the budget. The costs for capital improvements are not clearly accounted for. Administrative costs make up 7 percent of the total expenses of the department, which is slightly higher than the recommended 6 percent. In addition, these administrative costs are not reflected in the department reports as labor expense.

### FINDING

The director of Child Nutrition Services prepares a budget for the department and submits it to the assistant superintendent of Business Services who incorporates it into the district's budget. The Child Nutrition Services director, however, does not use this budget document. Instead, the director uses the Profit and Loss Statement, which is not incorporated into the district's financial information and audited financial statements. This causes constant discrepancy between the department's and the district's financial data.

The department does not prepare reports regularly, showing food and labor costs. Analysis of these expenses would allow the department to price the meals at optimum levels, increasing the quality of food and providing variety to the menu. In addition, the district does not prepare any balance sheet information for the Child Nutrition Service; thus, the department cannot monitor its financial position and make comparisons at different times.

According to the *Cost Control Manual for School Food Service Directors*, seven financial and operating reports must be prepared and then distributed to cafeterias at regular intervals for sound performance.

**Exhibit 9-13** illustrates these seven financial reporting tools, the frequency and whether GISD uses and circulates them to its cafeteria managers.

**Exhibit 9-13**  
**GISD Financial and Management Reporting Evaluation**

<b>Report/Description</b>	<b>Uses</b>	<b>Optimal Frequency</b>	<b>Used by the District</b>	<b>Distributed to Cafeterias</b>
<p><b>Budget: Illustrates a plan for financial management according to each account.</b></p>	<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, and menu changes and changes in operational procedures.</li> <li>• Allows a forecast of financial performance for the next year.</li> <li>• Allows comparisons between actual and forecasted performance.</li> </ul>	<p>Annual with monthly monitoring</p>	<p><b>Yes</b></p>	<p><b>No</b></p>
<p><b>Costing Food &amp; Service</b></p>	<ul style="list-style-type: none"> <li>• Allows for informed decision making about purchases and the continuation of products</li> </ul>	<p>Daily</p>	<p><b>No</b></p>	<p><b>No</b></p>

	and services.			
<b>Revenue Received from Lunch and Breakfast</b>	<ul style="list-style-type: none"> <li>Allows identification of major sources of revenue such as free, reduced-price, paid, a la carte, or other.</li> </ul>	Daily	<b>Yes</b>	<b>Yes</b>
<b>Balance Sheet:</b> Illustrates the financial position of the account at a point in time.	<ul style="list-style-type: none"> <li>Allows a comparison of current balances with balances at the end of the month of the prior year.</li> </ul>	Monthly	<b>No</b>	<b>No</b>
<b>Profit &amp; Loss Statement:</b> Illustrates what is left after all Expenditures are paid	<ul style="list-style-type: none"> <li>Allows identification and analysis of increases or decreases in participation or expenses.</li> <li>Allows identification of school making a profit or experiencing a loss</li> <li>Allows administrators to determine where key issues/problems exist</li> </ul>	Weekly or Monthly	<b>Yes</b>	<b>Yes</b>
<b>Statement of Changes:</b> Show	<ul style="list-style-type: none"> <li>Allows for the monitoring of</li> </ul>	Annually	<b>Yes</b>	<b>Yes</b>

changes in working capital from year to year.	net increases in working capital requirements.			
<b>Key Operating Percentages:</b> Trends expenditures and Revenues over Time.	<ul style="list-style-type: none"> <li>• Allows management and staff to monitor expenditures over time including:</li> <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</li> <li>• Average hourly labor costs</li> </ul>	Monthly	<b>No</b>	<b>No</b>

*Source: Interviews with GISD Child Nutrition Services staff.*

Child Nutrition Services has implemented the BOSS Point of Sale (POS) system. The department experienced numerous problems in implementing the system, including its ability to support food service operations at Bolivar and the Alternative school.

The district purchased the BOSS system for \$135,000 with all of the modules, but only the point-of-sale module is being implemented at this time. Moreover, the district cannot coordinate the information from the BOSS system with the remainder of GISD's financial information.

Monthly management reports with meaningful financial information, such as ongoing, budgeted and actual expenditures by function, variances,

revenues received from various sources, profit and loss statements and trends in revenues and expenditures, allow management to monitor a department's budget over time and make sound financial decisions.

**Recommendation 98:**

**Develop and implement accurate, detailed and timely department budgeting and financial reporting systems that integrate with, and are supported by, the GISD financial management system.**

The Child Nutrition Services Department and the Finance Department must coordinate the budget process and financial reporting in a uniform and consistent manner. The cafeteria managers should be held responsible for the actual expenses and revenues and follow established methods for explaining variances from the budgeted amounts. The information that is generated from the BOSS Point of Sale system must be integrated with the district's financial reporting system.

**IMPLEMENTATION STRATEGIES AND TIMELINES**

1.	The director of the Child Nutrition Services and the assistant superintendent for Business Services develop a standardized budget format.	December 2000
2.	The director of the Child Nutrition Services uses the recommended procedures for reporting financial information as outlined in the TSFSA Standards for Excellence.	January 2001
3.	The Finance Department generates timely and accurate reports for the director of Child Nutrition Services.	February 2001
4.	The supervisor of Child Nutrition Services distributes monthly profit and loss statements and operating reports to the cafeteria managers for their review, and requires written explanations for variances in the reports.	February 2001 and Ongoing

**FISCAL IMPACT**

This recommendation could be implemented with existing resources.

**FINDING**

The Child Nutrition Services Department acts independently of GISD purchasing procedures when it comes to decisions on vendors, product specifications, pricing and bid awards. For example, the director withdrew the district's participation from a purchasing co-operative without the knowledge of Purchasing Department. There are duplicative ordering

processes and manual transactions that require additional labor hours to service the Child Nutrition Services Department each day.

The department's ordering process is manual with no online capability. The clerk in the Child Nutrition Services administration office spends a lot of her time ordering food items that are not on the original order and making unnecessary calls to vendors. Child Nutrition Services personnel make trips to the warehouse or to other schools because they do not have adequate supplies. In addition, menus and service are modified because there are insufficient available products. There is duplication of efforts among the Purchasing Department, Warehouse personnel and the clerks in the Child Nutrition Services Department. Written specifications for food and supply items are not developed.

**Recommendation 99:**

**Transfer the purchasing duties of Child Nutrition Services staff to the Purchasing Department.**

**IMPLEMENTATION STRATEGIES AND TIMELINES**

1.	The assistant superintendent for Business Services recommends the transfer of all Child Nutrition Services purchasing function to the Purchasing Department and the elimination of one Child Nutrition Services position to the superintendent	July 2000
2.	The superintendent approves the transfer of purchasing functions and recommends the elimination of one Child Nutrition Services position to the board for approval	August 2000
3.	The board approves the elimination of one position.	September 2000
4.	The superintendent directs the assistant superintendent for Business Services to notify applicable departments about the purchasing process change and implement the change.	September 2000

**FISCAL IMPACT**

With the transfer of all purchasing functions to Purchasing, Child Nutrition Services eliminate one position. The estimated cost savings are based on one employee working 7.5 hours per day for 190 days per year at a rate of \$12 per hour. The total salary plus 25 percent benefits will result in savings of \$21,375 per year for the district.

<b>Recommendation</b>	<b>2000-</b>	<b>2001-</b>	<b>2002-</b>	<b>2003-</b>	<b>2004-</b>
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	<b>01</b>	<b>02</b>	<b>03</b>	<b>04</b>	<b>05</b>
Transfer the purchasing duties of Child Nutrition Services staff to the Purchasing Department.	\$21,375	\$21,375	\$21,375	\$21,375	\$21,375

# Chapter 9

## CHILD NUTRITION SERVICES

### D. Facilities

#### FINDING

Most of GISD's kitchens are old facilities and do not meet the Texas Department of Health or the Occupational Safety Hazard Act requirements. Many kitchens have exposed compressors on refrigerators and freezers, cracked or broken wall and floor tiles and surfaces that are inappropriate for food service operations.

Some kitchens had inadequate storage facilities, containers and equipment. Milk crates were used for storage racks. Storage containers, such as dried bell pepper container, were used for sliced pickles with the original bell pepper label still on the container. Food was stored in pots/pans and measuring utensils were seen throughout the district. The staff in the schools said these were the only containers and methods they had to store products. Labeling and dating food items was inconsistent throughout the district. Materials Safety Data Sheets required by OSHA were not current and frequently unavailable.

The district's inability to serve food at the proper temperature is an ongoing problem. Milk boxes were old, in disrepair and inadequate for storage. Temperature logs for refrigerator and freezers were not posted consistently, and thermometers were not available in many of these cold storage areas. Cold foods were served without proper refrigeration and recorded temperatures at many sites. Recent City of Galveston Health Inspections reported that food temperatures were not in the recommended ranges.

The Galveston Health Department conducts sanitation inspection of the GISD kitchens. **Exhibit 9-14** shows GISD kitchens' compliance as found in the report by the Galveston County Health Department reports. In addition, the State of Texas follows the federal standards set by the *1999 Federal Food Code* that govern facilities. These standards referred to as Serve & Safe standards cover kitchen sanitation to the safety of cleaning chemicals to temperature of foods served. **Exhibit 9-14** also shows GISD's compliance with the health standards set by the federal government.

**Exhibit 9-14**  
**Kitchen Compliance with Health and Safety Standards**  
**1999-2000**

School	Galveston County Health Department Total Demerits	Items not meeting the standards out of 102 Sanitation and Safety Guidelines in the Federal Food Code
Alamo Elementary School	0	24
Alternative School Kitchen	3	34
Austin Middle School	0	10
Ball High School	3	21
Bolivar School	11	29
Brunet Elementary School	0	33
Central Middle School	6	40
Morgan Elementary School	3	26
Oppe Elementary School	5	25
Parker Elementary School	3	44
Rosenberg Elementary School	3	20
San Jacinto Elementary School	3	11
Scott Elementary School	4	36
Weiss Middle School	5	13

Source: GISD Child Nutrition Services department.

**Recommendation 100:**

**Meet and maintain proper sanitation and health standards to conform to all applicable state and local laws.**

**IMPLEMENTATION STRATEGIES AND TIMELINES**

1.	The Child Nutrition Services director and the assistant superintendent of Business Services determine status of sanitation and health standards for each meal preparation and service facility according to the <i>1999 Federal Food Code</i> .	July - August 2000
2.	The director of and assistant superintendent of make	August 2000

	recommendations to the superintendent for renovations necessary for each kitchen or service facility to conform to sanitation and health standards.	
3.	The superintendent reviews the recommendations and approves any modifications and makes changes in concert with the proposed Strategic Facilities Plan.	September 2000
4.	The Child Nutrition Services director and cafeteria managers implement the recommendations.	September 2000 and Ongoing

**FISCAL IMPACT**

This recommendation could be implemented with existing resources.

# Chapter 10

## TRANSPORTATION

This chapter examines Galveston Independent School District's (GISD's) transportation services in four areas:

- A. TEA Reporting Information
- B. Management Policies
- C. Fleet Maintenance
- D. Opportunities for Outsourcing

The primary goal of every school district transportation system is to transport all students to and from school and approved extracurricular functions in a timely, safe and efficient manner.

### **BACKGROUND**

The Texas Education Code authorizes but does not require each Texas school district to provide transportation between home and school; from school to career and technology training locations; and to and from cocurricular and extracurricular activities. The federal Individuals with Disabilities Education Act (IDEA) requires school districts to provide transportation for students with disabilities if the district also provides transportation for the general student population or if disabled students require transportation to receive special education services.

The code also states that a school district may receive state funding for transporting regular and special program students between home and school and career and technology students to and from vocational training locations. The funding rules are set by the Texas Education Agency (TEA). Local funds must pay for transportation costs not covered by the state. For the regular transportation program, TEA reimburses qualifying transportation expenses according to a prescribed formula based on linear density, which is the ratio of the average number of regular program students transported daily to the number of miles driven daily. In 1997-98 and 1998-99, GISD was in the third linear density group, which entitled the district to a reimbursement of \$0.88 per mile; the district's actual cost was \$3.48 per mile, or nearly four times the state reimbursement.

State transportation funding for regular program transportation is limited to students living two or more miles from the school they attend, unless the students face hazardous walking conditions on the way to school. The state also does not pay for summer school transportation or for cocurricular routes between schools during the day.

Extracurricular transportation, such as trips to after-school and weekend events, also is not funded by the state. For this reason, individual schools in GISD are expected to reimburse the Transportation Department for these services.

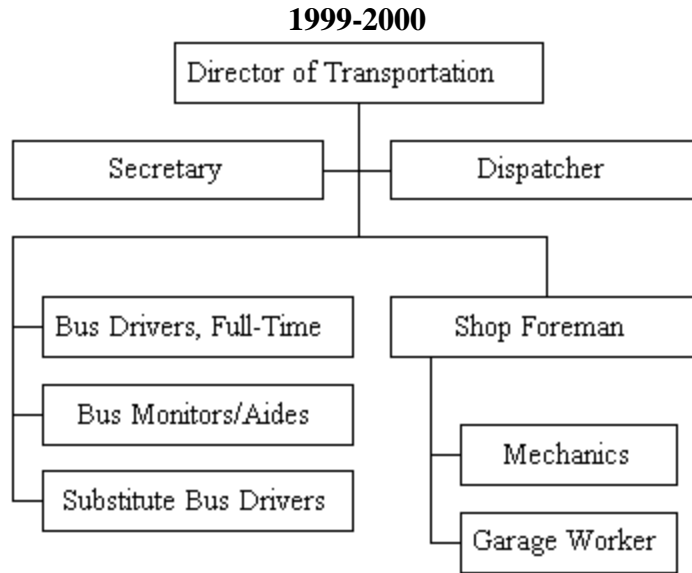
All special education transportation, except for certain field trips, is eligible for state reimbursement. The Texas Legislature has capped reimbursement for special program transportation at \$1.08 per mile. The actual cost to GISD for transporting special program students in 1997-98 was reported as \$2.60 per mile, or more than twice the state reimbursement (1997-98 School Transportation Operations Reports were the latest available reports during the time of this review). The special program, unlike the regular program, is not able to achieve efficiency by clustering students at bus stops; instead, students are picked up and dropped off at their homes.

The state reimburses career and technology education transportation costs based upon the previous year's actual cost per mile for this type of transportation.

According to GISD records, its Transportation Department runs 63 routes per day carrying an average of 1,101 students to school and home on regular runs, 152 students on special education runs, and 71 students on midday shuttle runs for career and technology programs. The department also transports students on late runs and special activity runs for athletic, educational, and extracurricular programs. The total ridership of 1,324 constitutes about 14 percent of the district's 9,382 students. School buses typically operate on regular routes between 5:15 and 9:00 in the morning and 2:15 and 5:45 in the afternoon.

The director of Transportation reports directly to the assistant superintendent of Business Services, and has worked for the district for 20 years, serving as director for 15 years. The GISD Transportation Department staff, as shown in **Exhibit 10-1**, includes one director, one secretary, one dispatcher, one shop foreman, five mechanics, one garage worker (fuel and service), 40 permanent drivers, 15 aides/monitors and six substitute drivers.

**Exhibit 10-1**  
**GISD Transportation Department Organization**



*Source: GISD Transportation Department.*

GISD's staffing levels are compared with the peer districts in **Exhibit 10-2**.

**Exhibit 10-2  
Transportation Staffing  
GISD vs. Peer Districts  
1999-2000**

<b>District</b>	<b>Professional</b>	<b>Clerical / Technical</b>	<b>Auxiliary</b>
Brazosport	1 coordinator	2 secretaries 1 route coordinator/trainer/ substitute	1 shop foreman 3 mechanics 1 field trip coordinator 57 drivers 11 aides/monitors 6 driver substitutes 2 aide substitutes
Bryan	1 director 1 assistant director	3 secretaries 1 safety coordinator 1 dispatcher	1 shop foreman 1 parts clerk 5 mechanics 1 tire man 1 preventative maintenance worker 94 drivers 20 aides/monitors 6 substitutes

College Station	1 director	1 secretary 1 trainer/driver 1 receptionist/driver	1 shop foreman 2 mechanics 1 utility person/driver 42 drivers 5 aides/monitors 5 substitutes
<b>Galveston</b>	<b>1 director</b>	<b>1 secretary 1 dispatcher</b>	<b>1 shop foreman 5 mechanics 1 garage worker 40 drivers 15 aides/monitors 6 substitute drivers</b>
Longview	1 director	1 secretary 1 route scheduler	1 shop foreman 3 mechanics 2 mechanic helpers 2 dispatcher/ substitutes 65 drivers 10 driver/aides
Lufkin	1 director	1 operations supervisor 1 training supervisor 1 dispatcher 1 secretary/office manager	1 maintenance supervisor 2 senior technicians 1 PMI technician 1 utility worker 63 drivers 17 aides/monitors 10 driver substitutes 2 aide substitutes
Port Arthur	1 director	1 secretary 1 clerk 1 dispatcher	1 shop foreman 4 mechanics 41 drivers 15 substitutes
Waco (Contract with Durham)	1 general manager	1 operations supervisor 1 training supervisor 1 administrative assistant 2 dispatchers 1 field trip/charter coordinator 1 computer operator 2 certified trainers 4 behind-the-wheel	1 maintenance supervisor 5 mechanics 69 drivers 20 aides/monitors 6 driver substitutes 1 aide substitutes



		trainers	
Wichita Falls (Contract with Southwest Student Transportation)	1 manager	1 office manager 1 safety supervisor 1 trainer 3 dispatcher/clerks 1 student discipline coordinator	1 shop manager 2 mechanics 2 fueler/washers 1 lube/oil/filter person 85 drivers 16 aides/monitors 6 driver substitutes

*Source: Telephone interviews with the Transportation Department in each peer district.*

GISD pays its drivers more than the peer-district average (**Exhibit 10-3**). This has helped the district recruit and retain an adequate number of drivers.

**Exhibit 10-3**  
**GISD and Peer District Comparison of Bus Driver Hourly Rates**  
**1999-2000**

School District	Minimum	Mid-Point	Maximum
Brazosport	Drivers are paid <b>per route</b> , not per hour		
Lufkin	\$8.75	\$9.63	\$10.50
Port Arthur	\$8.60	\$9.96	\$11.32
<b>Galveston</b>	<b>\$8.51</b>	<b>\$10.23</b>	<b>\$11.95</b>
College Station	\$8.25	\$9.88	\$11.50
Bryan	\$8.20	\$9.60	\$11.00
Longview	\$8.10	\$9.66	\$11.21
Waco	\$7.75	\$9.13	\$10.50
Wichita Falls	\$7.25	\$9.38	\$11.50
<b>AVERAGE</b>	<b>\$8.13</b>	<b>\$9.61</b>	<b>\$11.08</b>

*Source: Telephone interviews with the Transportation Department in each school district.*

Moreover, all GISD transportation employees who work for more than 20 hours per week receive full health insurance at no cost (**Exhibit 10-4**).

**Exhibit 10-4**  
**GISD and Peer Districts, Comparison of Health Benefits**  
**1999-2000**

<b>School District</b>	<b>Hours per Week Required to Earn Health Benefits</b>	<b>Percent of Monthly Premium Paid by District</b>
Brazosport	34	100%
Bryan	16	All but \$30
College Station	27.5	100%
<b>Galveston</b>	<b>20</b>	<b>100%</b>
Longview	30 (no drivers)	100%
Lufkin	25	50%
Port Arthur	30	100%
Waco	NA	0%
Wichita Falls	NA	50%

*Source: Telephone interviews with the Personnel Department of each peer district.*

# Chapter 10

## TRANSPORTATION

### A. TEA Reporting Information

To receive state funding, all Texas school districts must submit two reports to TEA by July of each year; the School Transportation Operations Report and the School Transportation Route Services Report. The first of these reports, the School Transportation Operations Report, is designed to establish a cost per mile to be used for reimbursements in the fiscal year following the report (the *1997-98 School Transportation Operations Reports* were the latest available reports during the time of this review). **Exhibit 10-5** shows that, over the last five years, GISD's transportation costs have risen by 16 percent, while the total route mileage has fallen by 13 percent. Over the same period, the district's cost per mile rose by 33 percent.

**Exhibit 10-5**  
**GISD Summary of School Transportation Operations Reports**  
**1993-94 - 1997-98\***

	1993-94	1994-95	1995-96	1996-97	1997-98
<b>Operational Costs</b>					
Salaries & Benefits	\$1,120,391	\$1,067,635	\$1,037,364	\$1,198,627	\$1,213,912
Purchased & Contracted Services	\$59,429	\$54,363	\$ 43,931	\$71,367	\$32,569
Supplies & Materials	\$162,440	\$192,574	\$239,128	\$268,285	\$246,284
Other Operating Expenses	\$41,206	\$42,125	\$152,410	\$148,602	\$145,510
Capital Outlay	\$120,755	\$153,583	\$105,061	\$92,710	\$103,299
Total Operational Costs	\$1,504,221	\$1,510,280	\$1,577,894	\$1,779,591	\$1,741,574
<b>Mileage Summary</b>					
Route Mileage	545,312	545,807	517,051	512,463	422,518
Extra/Cocurricular Mileage	59,138	47,278	71,887	91,125	79,805

Non-School Organizations Mileage	1,368	20,952	19,123	31,436	20,559
Other Mileage	0	2,003	1,974	2,098	2,275
Total Annual Mileage	605,818	616,040	610,035	637,122	525,157
<b>Cost Per Mile</b>					
<b>Regular Education</b>	<b>\$2.62</b>	<b>\$2.58</b>	<b>\$2.75</b>	<b>\$3.01</b>	<b>\$3.48</b>
<b>Special Education</b>	<b>\$2.06</b>	<b>\$2.02</b>	<b>\$2.01</b>	<b>\$1.96</b>	<b>\$2.61</b>

*Source: Texas Education Agency, School Transportation Operations Reports, 1993-94 - 1997-98.*

*\* Note: 1997-98 School Transportation Operations Reports were the latest available reports during this review.*

**Exhibit 10-6** compares GISD's operational costs for transportation to those of its peer districts.

**Exhibit 10-6  
GISD and Peer Districts, Comparison of Operations Costs  
1997-98**

<b>School District</b>	<b>Salaries &amp; Benefits</b>	<b>Purchased &amp; Contracted Services</b>	<b>Supplies &amp; Materials</b>	<b>Other Operating Expenses</b>	<b>Debt Service</b>	<b>Capital Outlay</b>	<b>Total Operating Costs</b>
Bryan	\$1,949,709	\$61,437	\$365,864	\$61,849	\$0	\$435,723	\$2,874,582
Waco*	\$0	\$2,782,647	\$0	\$0	\$0	\$0	\$2,782,647
Wichita Falls *	\$0	\$1,768,271	\$0	\$0	\$98,818	\$20,440	\$1,887,529
Port Arthur	\$1,505,517	\$76,320	\$221,200	\$39,119	\$0	\$0	\$1,842,156
Brazosport	\$1,141,161	\$64,489	\$243,451	\$29,191	\$0	\$283,479	\$1,761,771
<b>Galveston</b>	<b>\$1,213,912</b>	<b>\$32,569</b>	<b>\$246,284</b>	<b>\$145,510</b>	<b>\$0</b>	<b>\$103,299</b>	<b>\$1,741,574</b>

Longview	\$1,217,053	\$29,342	\$223,571	\$69,844	\$0	\$179,192	\$1,719,002
Lufkin	\$996,527	\$38,103	\$250,778	\$49,589	\$0	\$230,466	\$1,565,463
College Station	\$570,236	\$19,793	\$101,562	\$22,383	\$8,372	\$126,045	\$848,391

Source: Texas Education Agency, School Transportation Operations Reports.

\* Note: Waco and Wichita Falls use contracted bus service.

**Exhibit 10-7** shows the same information, but each cost category is shown as a percentage of the total operational costs for each district. GISD has above-average costs for salaries and benefits, supply costs and other operating expenses, and below-average costs for contracted services and capital outlay items.

**Exhibit 10-7**  
**GISD and Peer Districts, Percentage Analysis of Operating Cost**  
**Categories**  
**1997-98**

School District	Salaries & Benefits	Purchased & Contracted Services	Supplies & Materials	Other Operating Expenses	Debt Service	Capital Outlay
Brazosport	65%	4%	14%	2%	-	16%
Bryan	68%	2%	13%	2%	-	15%
College Station	67%	2%	12%	3%	1%	15%
<b>Galveston</b>	<b>70%</b>	<b>2%</b>	<b>14%</b>	<b>8%</b>	<b>-</b>	<b>6%</b>
Longview	71%	2%	13%	4%	-	10%
Lufkin	64%	2%	16%	3%	-	15%
Port Arthur	82%	4%	12%	2%	-	0%
Waco*						
Wichita Falls*						
<b>Average</b>	<b>69.5%</b>	<b>2.6%</b>	<b>13.3%</b>	<b>2.6%</b>	<b>0.2%</b>	<b>11.8%</b>

Source: Texas Education Agency, School Transportation Operations Reports.

\* Note: Waco and Wichita Falls use contracted bus service.

Other information obtained from peer-district reports shows that GISD has the highest cost per mile for pupil transportation (**Exhibit 10-8**). "Deadhead" miles, as defined by TEA, are those incurred between the place where the vehicle is parked and the campus site where the route officially begins and ends.

**Exhibit 10-8**  
**GISD and Peer Districts, Comparison of Mileage Data**  
**1997-98**

School District	Route Mileage (incl. Deadhead)	Extra/ Co-Curricular Mileage	Non-School Organizations Mileage	Other Mileage	Total Annual Mileage	Cost per Mile
Galveston	422,518	79,805	20,559	2,275	525,157	\$3.48
Port Arthur	544,984	124,027	0	0	669,011	\$2.80
Waco	710,487	198,091	35,158	70,370	1,014,106	\$2.71
Wichita Falls	663,560	232,328	0	0	895,888	\$2.02
Brazosport	648,145	205,841	150	1,320	855,456	\$2.04
Lufkin	738,991	66,129	0	8,155	813,275	\$1.95
Bryan	1,257,667	234,735	2,246	6,300	1,500,948	\$1.89
Longview	885,284	102,609	0	0	987,893	\$1.67
College Station	397,884	97,060	0	1,189	496,133	\$1.66

Source: Texas Education Agency, School Transportation Operations Reports.

GISD also has the highest cost per rider among its peer districts (**Exhibit 10-9**).

**Exhibit 10-9**  
**GISD and Peer Districts, Comparison of Cost Per Rider**  
**1997-98**

School District	Total Annual Operating Costs	Annual Ridership	Cost Per Rider Per Day
<b>Galveston</b>	<b>\$1,741,574</b>	<b>175,320</b>	<b>\$9.93</b>
Waco	\$2,782,647	293,760	\$9.47
Bryan	\$2,874,582	618,300	\$4.65
Wichita Falls	\$1,887,529	406,080	\$4.65
Brazosport	\$1,761,771	390,060	\$4.52
Port Arthur	\$1,842,156	420,840	\$4.38
Longview	\$1,719,002	394,380	\$4.36
Lufkin	\$1,565,463	439,920	\$3.56
College Station	\$848,391	297,180	\$2.85

*Source: Texas Education Agency, School Transportation Operations Reports and Route Services Reports.*

The second state report, the School Transportation Route Services Report, includes information on ridership and mileage for regular, special and career and technology programs. It also includes a calculation of "linear density" for the regular home-to-school program, which serves as the basis for transportation funding.

Again, linear density is the ratio of the average number of regular program students transported daily to the number of miles driven daily. TEA uses this ratio to assign each school district to one of seven groups, each receiving a different per-mile reimbursement. **Exhibit 10-10** shows the categories of reimbursement, the linear density for each category and the related reimbursement.

**Exhibit 10-10**  
**Categories of State Linear Density Reimbursement for Regular Bus Routes**

Category	Linear Density Range	Reimbursement per Mile
1	.000 - .399	\$0.68
2	.400 - .649	\$0.79
3	.650 - .899	\$0.88
4	.900 - 1.149	\$0.97
5	1.150 - 1.649	\$1.11
6	1.650 - 2.399	\$1.25
7	2.400 -9.999	\$1.43

Source: Texas Education Agency.

In 1994-95, GISD was in the fifth highest linear density group, which entitled the district to a reimbursement of \$1.11 per mile for regular education transportation. In 1997-98, GISD dropped, to the third linear density group (0.898) and remained constant in 1998-99, which entitles the district to 88 cents per mile; the district's actual cost was \$3.48 per mile in 1998-99. GISD operated 210,672 reimbursable regular education transportation miles in 1998-99, for which it received \$185,391 in state reimbursement. Reimbursable miles are the miles driven on routes (with students on board) and do not include deadhead (miles driven to or from a route) or maintenance miles (miles driven for maintenance purposes).

To establish route mileage and daily ridership figures, TEA requires districts to gather mileage and ridership data on the first Wednesday of each month. **Exhibit 10-11** shows route data for GISD for five years, beginning with the 1994-95 school year.

**Exhibit 10-11**  
**GISD Summary of Route Services Reports**  
**1994-95 - 1998-99**

	1994-95	1995-96	1996-97	1997-98	1998-99
<b>Regular Program</b>					
Annual Standard Ridership	384,660	207,540	177,300	144,360	175,320
Annual Standard Mileage	289,836	233,532	200,484	195,300	195,156
Linear Density	1.327	.889	.884	.739	0.898
Allotment per Mile	\$1.11	\$1.11	\$1.11	\$ 0.88	\$ 0.88



2 + Miles Annual Mileage	289,836	262,044	210,060	206,892	203,868
Total Daily Ridership	4,561	1,572	1,192	929	1,127
Hazardous Annual Mileage	31,426	6,696	6,804	6,804	6,804
Hazardous Daily Ridership	2,424	176	185	110	141
<b>Special Program</b>					
Total Daily Ridership	239	149	213	180	181
Total Annual Mileage	129,505	106,848	153,384	150,106	123,582
Allotment per Mile	\$1.08	\$1.08	\$1.08	\$1.08	\$1.08
<b>Career &amp; Technology Program</b>					
Total Annual Mileage	0	0	0	0	0
Allotment per Mile	\$0.00	\$2.58	\$2.75	\$3.00	\$3.48
<b>Total Allotments</b>					
Regular Program	\$356,601	\$298,301	\$240,719	\$188,052	\$185,391
Special Program	\$139,867	\$115,396	\$165,655	\$162,114	\$133,469
Career & Technology Program	\$0	\$0	\$0	\$0	\$0
Private Program	\$6,222	\$0	\$0	\$0	\$0
All Programs	\$502,690	\$413,697	\$406,374	\$350,166	\$318,860

*Source: Texas Education Agency, School Transportation Route Services Reports, 1994-95 - 1998-99.*

GISD also operated 123,582 reimbursable special education miles and zero reimbursable career and technology and private miles in 1998-99. The state reimbursed the district \$318,860 for all programs during this period.

## **FINDING**

GISD does not submit all of its "hazardous" routes for reimbursement. Normally, TEA reimburses transportation costs for regular education students who live two or more miles from their schools. However, districts also may apply for, and on approval of the state education commissioner, may receive an additional amount of up to 10 percent of the ir regular transportation allotment for busing students who live fewer than two miles from their school when the route to school is deemed to pose a safety risk

to the students. Although the term "hazardous" is left up to districts' Boards of Trustees to define, TEA guidelines suggest that areas having few or no sidewalks, busy roadways, or railroad tracks can qualify as hazardous. **Exhibit 10-12** shows a comparison of hazardous routes between GISD and its peer districts.

**Exhibit 10-12**  
**GISD and Peer Districts, Comparison of Hazardous Routes**  
**1998-99**

School District	Hazardous Annual Mileage	Hazardous Daily Ridership
Port Arthur	62,167	352
Bryan	60,300	1,525
Waco	56,279	859
Wichita Falls	44,256	462
College Station	19,170	265
<b>Galveston</b>	<b>6,804</b>	<b>141</b>
Lufkin	2,268	23
Brazosport	0	0
Longview	0	0

*Source: TEA School Transportation Route Services Status, 1998-99.*

In 1998-99, GISD only identified four routes as hazardous. Eight other bus routes transporting students within two miles of their schools could have been reported as hazardous. Those eight routes all transport students across Broadway Street, a major thoroughfare in Galveston.

**Recommendation 101:**

**Identify and report all hazardous routes to TEA.**

**IMPLEMENTATION STRATEGIES AND TIMELINES**

1.	The Transportation director identifies all bus routes that meet the TEA guidelines for a hazardous route and submits a list to the board for approval.	July 2000
2.	The board approves the routes as hazardous.	July

		2000
3.	The Transportation director submits a School Transportation Route Service Report to the TEA showing all hazardous routes.	July 2000

**FISCAL IMPACT**

Eight additional hazardous routes total 8,640 hazardous miles at a reimbursable rate of 88 cents per mile. Reporting these miles would increase GISD's state transportation revenue by at least \$7,603 (8,640 miles x 88 cents per mile) per year.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Identify and report all hazardous routes to the TEA.	\$7,603	\$7,603	\$7,603	\$7,603	\$7,603

**FINDING**

In 1998-99, GISD did not request reimbursement for transporting Career and Technology Education (CATE) students. TEA guidelines state:

In general, both regular and special education students are eligible for transportation services necessary to attend an approved career and technology education program during a portion of their regular school day. Eligible services shall be restricted to necessary transportation provided by a local education agency or its contractor for only career and technology education students between their campus of regular attendance and

(1) another secondary public school campus or work-based instructional site inside or outside the sending district; or

(2) an area (cooperative or consortium) career and technology school; or

(3) a state-regulated public or private postsecondary educational institution, or a proprietary trade or technical school, under a contract for instruction.

Services provided for students to attend classes for their entire school day shall not be reported for transportation funding purposes as a part of the career and technology program.

Students who voluntarily attend school in another attendance zone (intradistrict transfers) or school district (interdistrict transfers) for their entire school day and participate in a career and technology program are

not considered career and technology education students for transportation funding purposes.

During the 1998-99 school year, 27 GISD students were transported daily to Moody Methodist Day Care for a CATE class, yet those 1,980 miles were not claimed on the School Transportation Route Services Report.

**Recommendation 102:**

**Identify and report all career and technology education miles to TEA.**

**IMPLEMENTATION STRATEGIES AND TIMELINES**

1.	The Transportation director identifies all bus routes that transport career and technology students during the school day.	July 2000
2.	The Transportation director submits a School Transportation Route Service Report to the TEA showing all miles driven to transport career and technology education students.	July 2000

**FISCAL IMPACT**

GISD transported career and technology education students a total of 1,980 miles at a reimbursable rate of \$3.48 per mile in 1998-99. Reporting all CATE-related miles would increase GISD's state transportation revenue by at least \$6,890 (1,980 miles x \$3.48/mile) per year.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Identify and report all career and technology education miles to TEA.	\$6,890	\$6,890	\$6,890	\$6,890	\$6,890

# Chapter 10

## TRANSPORTATION

### B. Management Policies

#### FINDING

The Transportation Department has no formal performance monitoring program to ensure service quality, effectiveness, and efficiency. The department has no automated systems for maintenance schedules, fuel usage, accident tracking, or route planning. The shop foreman manually collects vehicle maintenance operating data and stores them in paper files. Few data are summarized for planning and analysis purposes.

Many districts use indicators to assess ongoing performance in key management areas. Performance indicators allow transportation departments to track service quality and make adjustments as required. Improvements in performance can be documented to demonstrate progress. Accurate and timely performance indicators help management allocate scarce funds to the most critical needs. Performance indicators typically used by school districts are shown in **Exhibit 10-13**.

**Exhibit 10-13**  
**Overview of Standard Performance Indicators**

Performance Areas	Performance Indicator
Safety	<ul style="list-style-type: none"> <li>• Accidents per 100,000 miles</li> <li>• Incidents per 100,000 miles</li> </ul>
Cost-Efficiency (Regular Program)	<ul style="list-style-type: none"> <li>• Operation cost per mile</li> <li>• Annual operation cost per bus</li> </ul>
Cost-Effectiveness	<ul style="list-style-type: none"> <li>• Annual costs per rider</li> <li>• Percent state reimbursement</li> </ul>
Service Effectiveness	<ul style="list-style-type: none"> <li>• Riders per mile</li> <li>• Riders per route</li> </ul>
Service Quality	<ul style="list-style-type: none"> <li>• On-time performance</li> <li>• Open routes due to unfilled positions</li> <li>• Driver absentee rate</li> </ul>

	<ul style="list-style-type: none"> <li>• Average rider trip time in minutes</li> </ul>
Maintenance Performance	<ul style="list-style-type: none"> <li>• Miles between road calls</li> <li>• Percent of preventative maintenance completed on time</li> <li>• Turnover time per bus repair</li> <li>• Operational rate for regular buses</li> </ul>

*Source: MGT of America, Inc.*

### **Recommendation 103:**

#### **Collect data on key performance indicators to measure and monitor the performance of the Transportation Department.**

GISD should establish a current value for each performance indicator and compare it the peer districts' figures. Then, for each indicator, the district should establish a "target" value, such as a 5 to 10 percent improvement, to serve as a goal for improvement. Each indicator should be monitored monthly to see if improvement is being made.

#### **IMPLEMENTATION STRATEGIES AND TIMELINES**

1.	The Transportation director establishes a list of key performance indicators for the department and determines the current values for each indicator.	July 2000
2.	The Transportation director collects comparable data from peer districts to establish target values.	August 2000
3.	The Transportation director establishes a procedure for the monthly collection of indicator data.	September 2000
4.	The Transportation director monitors the performance data and provides summary reports to the assistant superintendent of Business Services and the Transportation staff.	September 2000

#### **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

#### **FINDING**

GISD is not maximizing its ridership on each bus, resulting in a lower linear density and corresponding lower state revenues. **Exhibit 10-14**

shows all of GISD's regular bus routes and the number of students transported each day compared to the bus's capacity.

**Exhibit 10-14**  
**GISD Bus Capacity versus Ridership**  
**1999-2000**

<b>Route Number</b>	<b>Maximum Number of Students Transported Per Route</b>	<b>Capacity of Assigned Bus</b>	<b>Percent of Capacity</b>
21	16	71	23%
22	16	71	23%
23	14	71	20%
24	28	71	39%
25	36	71	51%
26	18	71	25%
27	54	71	76%
29	25	71	35%
30	33	71	46%
32	53	71	75%
33	33	71	46%
34	83	71	117%
35	31	71	44%
36	46	71	65%
37	38	71	54%
39	32	72	44%
40	24	71	34%
41	41	71	58%
42	17	71	24%
43	22	71	29%
44	31	71	44%
45	28	71	39%

46	28	71	39%
47	47	71	66%
48	49	71	69%
49	37	71	52%
50	65	71	92%
51	16	71	23%
52	27	71	38%
53	35	71	49%
54	19	47	40%
55	19	71	27%

*Source: GISD Transportation Department records.*

Of these 32 bus routes, 21 are less than half full, and eight carry fewer than one student per seat.

Compared to its peer districts, GISD has the lowest linear density (**Exhibit 10-15**), and consequently, the lowest state allotment. GISD's state allotment only covers 18 percent of the district's total operating costs for transportation.

**Exhibit 10-15**  
**GISD and Peer Districts, Linear Density and State Allotment**  
**1998-99**

School District	Linear Density (Riders Per Mile)	Allotment per Mile	Total State Allotment	Percent of Operating Costs
Port Arthur	2.238	\$1.25	\$886,913	48%
Waco	1.793	\$1.25	\$623,472	22%
Brazosport	1.566	\$1.11	\$457,641	26%
Wichita Falls	1.381	\$1.11	\$1,009,001	53%
College Station	1.368	\$1.11	\$380,591	45%
Longview	1.160	\$1.11	\$586,443	34%
Lufkin	1.112	\$1.11	\$789,634	50%
Bryan	0.939	\$0.97	\$1,338,808	47%



<b>Galveston</b>	<b>0.898</b>	<b>\$0.88</b>	<b>\$318,860</b>	<b>18%</b>
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*Source: TEA School Transportation Route Services Status, 1998-99.*

One factor that contributes to the low density rate is that the district manually designs all routing and scheduling for regular and special needs transportation. Manual routing systems inherently are inefficient. Automating the routing process can identify many small inefficiencies that can accumulate into moderate to significant cost savings, depending on the size of the district. GISD could use an automated system to optimize its routes by reducing the number of routes and increasing the number of students per bus. Consequently, GISD would be eligible for more state revenue if it has more riders per bus, due to an increase in the linear density calculation. An automated system also would give GISD the ability to analyze alternative school zoning plans to see which is most efficient for transportation and to determine student eligibility for transportation.

Inefficiency also occurs when each bus in a district's fleet is not used a maximum number of times for both morning and afternoon runs. GISD has staggered bell schedules for elementary and secondary schools, which allows the district to use some buses for both an elementary and a secondary route. However, only 14 of its 32 buses are scheduled for multiple runs. The district could use its bus fleet more efficiently and get more runs per bus each day to reduce GISD's operational costs, which would include a reduction in the number of buses needed to transport all the students.

Every regular bus route averages 6,584 miles per year, and each mile cost the district \$3.48 in 1998-99.

**Recommendation 104:**

**Purchase and implement computer-based route scheduling software.**

GISD should purchase a computer software system to assist in the planning and scheduling of its bus routes. Using the route scheduling software to increase the number of students per bus would allow the district to eliminate at least two bus routes and two older buses, and increase its linear density from the third group to the fourth group, which would entitle the district to 97 cents per mile. The software also should be used to increase the number of buses scheduled for multiple runs each day. Transportation staff will require training to implement and use a computer-based route scheduling software system.

**IMPLEMENTATION STRATEGIES AND TIMELINES**

1.	The Transportation director, with assistance from the director of MIS and the assistant superintendent of Business Services, develops a request for proposals for purchasing a computer-based routing and scheduling software system.	July 2000
2.	The assistant superintendent of Business Services presents the proposal to purchase a routing and scheduling software system to the superintendent and school board for approval.	August 2000
3.	The director of Purchasing issues the request for proposals.	September 2000
4.	The Transportation director, MIS director and the assistant superintendent of Business Services receive and evaluate proposals.	November 2000
5.	The assistant superintendent of Business Services presents a recommendation for award to the board for approval.	November 2000
6.	The Transportation director receives training on using the automated routing and scheduling software.	December 2000
7.	The Transportation director, with assistance from the MIS director, implements computer-based routing and scheduling.	January 2001 and Ongoing
8.	The Transportation director requests approval from the board to eliminate two driver positions.	January 2001
9.	Upon approval from the board, the Transportation director eliminates two driver positions and sells two older buses.	January 2001

### **FISCAL IMPACT**

The one-time cost of route scheduling software is estimated at \$25,000, with a yearly maintenance of \$2,500.

On-site routing and scheduling software training costs approximately \$600 per day, plus travel expenses for the trainer. A three-day training session for the director will cost \$1,800 for training and approximately \$1,010 for travel expenses, for a total of \$2,810.

Total one-time costs to implement this recommendation would be \$27,810 (\$25,000 + \$2,810).

TSPR conservatively estimates that route scheduling software would allow GISD to eliminate two buses and two driver positions. Selling two buses would result in one-time revenues of \$500 per bus, or \$1,000, assuming the oldest buses are sold. The average wage for a GISD bus driver position is \$10.23 per hour plus 25 percent benefits, assuming a minimum 20 hour

work week. Eliminating two driver position would save the district \$18,450 annually (\$10.25 per hour x 4 hours per day x 180 days per year plus 25 percent benefits = \$9,225 x 2 driver positions). The first year savings reflect the elimination of two bus driver positions effective January 1, 2001, or one half of the annual rate.

TSPR also estimates that route scheduling software would allow GISD to increase the ratio of the average number of regular program students to the number of miles driven daily, thereby increasing its linear density from the third group to the fourth, which would entitle the district to 97 cents per mile. Assuming that GISD's linear density increases to a conservative .900 (regular program miles remain constant at 210,272), the district would receive regular program revenues of \$204,352 (97 cents reimbursement per mile x 210,274 total miles) annually. This would amount to an \$18,961 annual increase over its 1998-99 regular program revenues of \$185,391.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Purchase automated route scheduling system and train director.	(\$27,810)	\$0	\$0	\$0	\$0
Annual software maintenance.	\$0	(\$2,500)	(\$2,500)	(\$2,500)	(\$2,500)
Sell old buses.	\$1,000	\$0	\$0	\$0	\$0
Use automated system to plan and analyze routes to reduce the number of routes and bus driver positions, and increase linear density.	\$9,225	\$37,411	\$37,411	\$37,411	\$37,411
<b>Net Savings/Costs</b>	<b>(\$17,585)</b>	<b>\$34,911</b>	<b>\$34,911</b>	<b>\$34,911</b>	<b>\$34,911</b>

## **FINDING**

All of GISD's Transportation employee records are stored in the Transportation Department. However, to satisfy legal requirements, the Personnel Department must store certain records in its office. Also, a random TSPR inspection of driver files found some inconsistencies in which records are maintained in each file.

Accurate and up-to-date personnel records must be maintained for each Transportation employee, including:

- A photocopy of the driver's CDL license (for ID purposes)

- Documentation of the driver's original 20-hour certification training
- Documentation of the driver's road test
- Documentation of the eight-hour refresher course, required every three years
- Documentation of training related to Omnibus Drug Testing
- Documentation of the driver's yearly motor vehicle license check
- The driver's behind-the-wheel evaluation(s) (at least once a year)
- The results of the driver's annual physical
- The driver's pre-employment drug test
- The results of all random or other required drug testing
- The driver's attendance records

**Recommendation 105:**

**Develop a list of all required personnel records for Transportation employees and determine where each document will be stored and how the records will be maintained.**

The Personnel Department should determine which of these records are stored in its office and which are stored in the Transportation Department.

**IMPLEMENTATION STRATEGIES AND TIMELINES**

1.	The executive director for Personnel provides a list of Transportation Department records that should be stored and maintained in the Personnel Department.	July 2000
2.	The director of Transportation and the executive director of Personnel develop a list of transportation records that should be stored and maintained in the Transportation Department.	July 2000
3.	The director of Transportation or a designee inspects each driver's file stored in the Transportation Department to ensure all required records are present.	August 2000
4.	The director of Transportation transfers the appropriate files to the Personnel Department.	August 2000
5.	The director of Transportation develops an audit schedule to periodically inspect all driver files stored in the Transportation Department for record compliance.	September 2000

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

**FINDING**

Safety is the most critical factor in school transportation. For this reason, all Texas public school bus drivers are required to take a 20-hour Texas Certification Course, behind-the-wheel training and an eight-hour refresher course every three years. In GISD, the director of Transportation teaches both the 20-hour and the 8-hour certification courses, while four of his experienced drivers provide the required behind-the-wheel training.

However, once trained, drivers are not routinely evaluated behind the wheel. The director of Transportation performs some driver evaluations on an as-needed basis, by following the bus in a shop vehicle. While some information can be obtained this way, the director cannot be aware of other important information, such as the driver's interaction with students, or whether a driver is looking in the mirror instead of watching the road.

**Recommendation 106:**

**Perform behind-the-wheel evaluations of all bus drivers at least once a semester.**

**IMPLEMENTATION STRATEGIES AND TIMELINES**

1.	The director of Transportation trains skilled and experienced drivers to serve as behind-the-wheel driver evaluators.	July 2000
2.	The director of Transportation develops an evaluation schedule.	August 2000
3.	The director of Transportation begins the behind-the-wheel evaluations.	September 2000

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

**FINDING**

When a student misbehaves on a GISD school bus, the driver first attempts to control him or her using basic discipline techniques. If the student continues to be disruptive, the driver refers the student to the school principal for discipline. At a certain level of misconduct, as defined in the district's discipline management handbook, a student's bus riding privileges can be suspended.

Typically, the principal or assistant principal of a school makes this decision, since they are familiar with the student code of conduct requirements and the individual student's disciplinary history. However, in GISD, the director of Transportation is responsible for handling all suspensions of bus-riding privileges; this amounts to more than 800

suspensions per year. This activity takes the director away from his key management responsibilities.

**Recommendation 107:**

**Restrict the handling of bus-riding suspensions to school principals and assistant principals.**

The director's time should be spent dealing with his primary management responsibilities and leave the discipline of students to the principals, who have been specifically trained in student discipline.

**IMPLEMENTATION STRATEGIES AND TIMELINES**

1.	The superintendent notifies the director of Transportation of the change in responsibility for bus rider suspensions.	
July 2000		
2.	The superintendent informs the principals that they will handle all bus rider suspensions in the future.	August 2000
3.	The discipline management procedures are modified to reflect the change in procedures.	August 2000

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

**FINDING**

GISD charters school buses for non-school groups if they are affiliated with local, state, or federal governmental agencies. During the 1998-99 school year, GISD charters drove 20,559 miles. GISD charged those groups \$2.20 per mile to use the buses, but GISD's cost of transportation was actually \$3.48 per mile. Therefore, GISD lost \$1.28 per mile on these charters.

**Recommendation 108:**

**Increase the mileage charge for non-school groups to equal the district's actual cost of providing transportation.**

**IMPLEMENTATION STRATEGIES AND TIMELINES**

1.	The director of Transportation revises the district's procedures for chartering school buses to incorporate a mileage charge that reflects the district's actual cost to provide the transportation.	July 2000
2.	The director of Transportation notifies current non-school charter groups of the change in procedures.	July 2000
3.	The director of Transportation notifies the GISD Finance Department of the changes in mileage charges.	July 2000

### **FISCAL IMPACT**

Increasing the mileage charge to reflect the true cost of transportation would increase district revenues to offset the total cost of \$26,316 per year (\$1.28 per mile x 20,559 miles).

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Increase the mileage charge for non-school groups to equal the district's actual cost of providing transportation.	\$26,316	\$26,316	\$26,316	\$26,316	\$26,316

# Chapter 10 TRANSPORTATION

## C. Fleet Maintenance

A list of all GISD buses are shown in **Exhibit 10-16**.

**Exhibit 10-16  
GISD Bus Fleet  
1999-2000**

Qty.	Year	Passengers	Make	Body	Fuel Type	Regular or Special Ed.	Unit Cost
2	1999	71	Intl.	Thomas	Diesel	Regular	\$47,226
1	1999	42	Intl.	Thomas	Diesel	Special Ed.	\$44,541
1	1998	71	Intl.	Thomas	Diesel	Regular	\$45,384
1	1998	47	Intl.	Thomas	Diesel	Special Ed.	\$42,658
2	1997	71	Intl.	Thomas	Diesel	Regular	\$42,757
1	1996	24	Intl.	Thomas	Diesel	Special Ed.	\$37,572
1	1996	71	Intl.	Thomas	Diesel	Special Ed.	\$46,158
2	1995	71	GMC	Bluebird	Gasoline	Regular	\$44,382
2	1994	71	GMC	Bluebird	Gasoline	Regular	\$40,793
1	1993	19	Chev.	Carpenter	Gasoline	Special Ed.	\$22,385
4	1993	71	Chev.	Bluebird	Gasoline	Regular	\$39,039
1	1991	71	Intl.	Bluebird	Diesel	Regular	\$43,200
3	1991	71	Intl.	Ward	Diesel	Regular	\$34,000
3	1990	71	Intl.	Ward	Diesel	Regular	\$33,000
1	1990	47	Intl.	Ward	Diesel	Special Ed.	\$33,156
1	1989	15	Ford	Lewis	Gasoline	Special Ed.	\$24,000
3	1989	71	Intl.	Thomas	Diesel	Regular	\$32,000
2	1988	71	Intl.	Thomas	Diesel	Regular	\$21,440
1	1987	71	Intl.	Thomas	Diesel	Regular	\$30,000
2	1987	71	Intl.	Thomas	Diesel	Regular	\$32,000



1	1987	71	Intl.	Thomas	Diesel	Special Ed.	\$32,000
3	1986	71	Intl.	Thomas	Diesel	Regular	\$30,025
1	1986	71	Intl.	Thomas	Diesel	Special Ed.	\$30,025
3	1985	72	Intl.	Ward	Gasoline	Regular	\$26,631
2	1985	71	Chev.	Thomas	Gasoline	Regular	\$27,500
1	1985	71	Chev.	Thomas	Gasoline	Special Ed.	\$27,500
1	1985	48	Chev.	Wayne	Gasoline	Special Ed.	\$25,902
1	1984	71	Intl.	Wayne	Gasoline	Regular	\$25,396
3	1984	47	Intl.	Carpenter	Gasoline	Special Ed.	\$22,867
3	1983	71	Intl.	Wayne	Gasoline	Regular	\$23,974

*Source: GISD Transportation Department records.*

## **FINDING**

GISD does not have a computerized fleet maintenance system to notify the shop personnel of scheduled preventive maintenance. The shop foreman does have an old computer that has been used in the past to enter some maintenance records, but the foreman lost his data entry person, so records continue to be kept manually. All of the fueling records also are kept manually.

Fleet maintenance systems can be used to track and schedule preventative maintenance; maintain records of work orders; track parts inventories and vendor history; track warranties; track fuel usage and fuel inventory; track cost per mile; maintain personnel records; and generate management reports.

### **Recommendation 109:**

#### **Purchase and implement an automated fleet maintenance system.**

An automated fleet maintenance system could also be used to measure and monitor departmental performance.

## **IMPLEMENTATION STRATEGIES AND TIMELINES**

1.	The Transportation director meets with the Management Information Systems (MIS) director to develop the requirements of a fleet management system.	January 2001
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2.	The Transportation director submits a 2001-02 budget request to the assistant superintendent of Business Services for a fleet management system.	March 2001
3.	The board approves the 2001-02 budget.	July 2001
4.	The Transportation director purchases the fleet management system.	August 2001
5.	The MIS staff assist in the installation of the system.	September 2001

### **FISCAL IMPACT**

Fleet management software would cost \$2,500 plus \$400 per year for maintenance and support.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Purchase and implement an automated fleet maintenance system.	\$0	(\$2,500)	(\$400)	(\$400)	(\$400)

### **FINDING**

With the exception of nine buses purchased between 1993 and 1995, and one special education bus in 1989, the district has purchased only diesel buses since 1986. The gasoline engines purchased between 1993 and 1995 were required by the state to use alternative fuels.

GISD buys premium unleaded fuel for its gasoline-powered buses instead of regular unleaded fuel. The district purchases an average of about 5,000 gallons of gasoline per month; premium unleaded fuel costs about 9 cents per gallon more than regular unleaded fuel.

Katy ISD has gasoline-powered buses that are 22 years old and use regular-unleaded fuel without any problems. The oldest GISD bus is 17 years old. Bus contractors such as Durham Transportation also use only regular unleaded gasoline.

### **Recommendation 110:**

**Purchase regular instead of premium unleaded fuel for all gasoline-powered buses.**

### **IMPLEMENTATION STRATEGIES AND TIMELINES**

1.	The director of Transportation notifies the shop foreman to purchase only regular unleaded fuel for all of its gasoline-powered buses.	July 2000
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### FISCAL IMPACT

Discontinuing the purchase of 5,000 gallons of premium fuel at nine cents more per gallon than regular fuel for 9 months per year would save the district \$4,050 per year (5,000 gallons x 9 months = 45,000 gallons per year x 9 cents per gallon).

Recommendation	2000-01	2001-02	2002-03	2003-04	2004-05
Purchase regular unleaded fuel instead of premium unleaded fuel for all gasoline-powered buses.	\$4,050	\$4,050	\$4,050	\$4,050	\$4,050

### FINDING

**Exhibit 10-17** compares the age of GISD buses to those owned by the peer districts in 1997-98. GISD had the second-highest percentage of buses older than 10 years (54 percent) and the second-lowest percentage of buses that are five or fewer years old (21 percent).

**Exhibit 10-17  
GISD and Peer District, Comparison of Age of Buses  
1997-98**

District	Age			Total Number of Buses	Percentage Greater Than 10 Years
	1-5 Years	5-10 Years	10 Years or Greater		
Brazosport	12	10	46	68	68%
<b>Galveston</b>	<b>13</b>	<b>15</b>	<b>33</b>	<b>61</b>	<b>54%</b>
Port Arthur	18	18	40	76	53%
Waco	29	32	47	108	44%
College Station	22	11	19	52	37%
Longview	37	19	23	79	29%
Wichita Falls	32	30	23	85	27%
Lufkin	23	30	19	72	26%

Bryan	55	69	4	128	3%
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*Source: Texas Education Agency, School Transportation Operations Reports.*

Budget constraints have prevented the Transportation Department from maintaining an appropriate bus replacement cycle. Over the last seven years, GISD has budgeted for the replacement of at least two buses per year. In 1998-99, \$140,000 was budgeted for the replacement of three buses. TEA recommends a 10-year cycle for bus replacement for the following reasons:

- Newer buses have better safety records. This is in part a function of wear and tear on older buses that can reduce their structural integrity; furthermore, newer buses have more safety features.
- School bus purchasing specifications assume a 10-year useful life for school bus structural integrity.
- Resale prices for buses typically drop sharply after the eleventh year of service.
- The useful life of a school bus also can be defined as 200,000 miles, which often equates to about 10 years of service.

An average bus in the GISD fleet operates 6,584 miles per year. If the life of a bus is defined based on miles alone, a GISD bus could remain in the active fleet for 20 years. However, other factors, such as salt-air corrosion, also should be considered in establishing a district policy for bus replacement.

**Recommendation 111:**

**Adopt a 15-year bus replacement cycle.**

Per Exhibit 10-16, GISD has 61 buses, which means 4 buses need to be replaced per year.

**IMPLEMENTATION STRATEGIES AND TIMELINES**

1.	The Transportation director prepares a bus replacement plan that replaces four buses per year and the cost of replacement.	December 2000
2.	The Transportation director submits the plan to the assistant superintendent of Business Services for approval.	January 2001
3.	The assistant superintendent of Business Services submits the plan to the superintendent and board for approval.	February 2001

4.	The board approves the plan.	March 2001
5.	The Transportation director submits a budget request for the first bus replacements.	April 2001
6.	The board approves the budget.	August 2001
7.	The Transportation director issues a purchase order for the first bus replacements.	September 2001

### **FISCAL IMPACT**

On average, GISD budgets for two bus replacements per year. Assuming this practice continues, the district would need to purchase two additional buses each year. Purchasing one 71-passenger (\$50,000) and one 47-passenger bus (\$45,000) each year would cost \$95,000 annually.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Adopt a 15-year bus replacement cycle.	(\$95,000)	(\$95,000)	(\$95,000)	(\$95,000)	(\$95,000)

### **FINDING**

Due to budget constraints, GISD has not been able to replace its broken fleet washing system. The drivers manually wash their buses once a week, but due to Galveston's salt air, bus bodies and parts still undergo significant corrosion. The cost to send a bus to the Texas Department of Criminal Justice (TDCJ) for corrosion repair and repainting is \$5,000. Since GISD sends at least three buses to TDCJ each year, they are spending at least \$15,000 annually for repairs.

TSPR asked the City of Galveston's bus operation whether the district could use their bus washing equipment. The city is willing to provide the service, but the cost would be \$8 per bus, per wash. Washing 50 buses, 12 days per month, would cost the district \$57,600 per year. The cost of a three-brush, automated bus washing system is \$70,000.

### **Recommendation 112:**

#### **Lease-purchase a new bus washing system.**

By lease-purchasing it over a three-year period, the cost would be about \$25,000 per year. In relation to the cost of using the city's washer, the system could pay for itself within a few years.

### **IMPLEMENTATION STRATEGIES AND TIMELINES**

1.	The director of Transportation includes the automated bus washing system in the Transportation budget.	July 2000
2.	The director of Transportation meets with the director of Purchasing to develop bid specifications for the bus washing system.	August 2000
3.	The director of Purchasing bids the bus washing system.	September 2000
4.	The board awards the bid for the bus washing system.	October 2000
5.	The bus washing system is installed and put into use.	February 2001

### **FISCAL IMPACT**

The lease-purchase of a bus washing system would cost \$25,000 per year for three years. GISD is spending \$15,000 per year for bus repairs due mainly to salt-air corrosion. An automated bus wash could reduce these costs and eventually offset the cost for the system.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Lease/purchase a new bus washing system.	(\$25,000)	(\$25,000)	(\$25,000)	\$0	\$0

# Chapter 10

## TRANSPORTATION

### **D. Opportunities for Outsourcing**

In addition to providing their own transportation services, districts can establish a cooperative with one or more other districts to provide those services, or contract for some or all of these services with a private transportation provider.

Outside contractors offer many advantages, including the following:

- Competition between private contractors can help reduce costs.
- Contractors often have a broad range of experience with the challenges of providing student transportation. This experience may allow a contractor to solve a district's transportation problems quickly and effectively.
- Performance clauses can be included in the contract to ensure an improved quality of services. For example, a private contractor can be required to meet a standard for on-time performance.
- Incentive clauses can be incorporated in the contract to increase efficiency. For example, the district can include a clause that allows cost resulting from route reductions proposed by the contractor to be shared between the district and the contractor.
- A private contractor can be required to establish an appropriate cost-accounting system to monitor cost-efficiency and cost-effectiveness and to better monitor and control costs by function and service categories.
- A private contractor may be more flexible in adopting personnel management practices to recruit and retain drivers. For example, a private contractor may offer a convenient payroll schedule (weekly or biweekly pay).
- A private contractor can react quickly to market conditions to set competitive wage rates and conduct a more aggressive recruitment program to fill vacant driver positions.
- A private contractor may provide better fleet management, driver safety training, and automated routing and scheduling programs. A contractor may offer these services more cost-effectively due to economies of scale.
- By privatizing the ancillary function of school transportation, district administrators can focus attention on core educational functions.
- If a contractor provides the district with school buses, the district no longer faces large capital outlays to replace the school bus fleet.

Possible disadvantages to private-sector contracting include the following:

- If a contractor provides the school buses, the cost of providing vehicles will be amortized as operating costs over the term of the contract. The annual impact of the cost of vehicles will vary by the length of the contract and the required average age of the school bus fleet.
- If competition is inadequate, the contractor's price may be too high.
- A contractor may underprice a bid to receive the contract and then attempt to raise prices after the contract is awarded.
- If the contract terms are not complete (for example, if they do not address all the services the district will need during the length of the contract), the cost of additional services can result in higher-than-expected expenditures.
- The district may have less control of day-to-day operations and procedures if transportation services are privatized.
- Student transportation services may be in jeopardy if the contractor defaults or if contract disputes arise.
- Existing district employees may feel uneasy about the transition to a new employer. Wages and benefits may or may not be comparable. Efforts to protect the benefits of long-term district employees may defeat the contractor's ability to manage and control costs.

## **FINDING**

A number of areas in the GISD Transportation Department are a cause for concern and should be addressed, including the following:

- GISD has the lowest number of student riders per mile and, consequently, the lowest state revenues of any of its peer districts.
- Annual operation costs have risen by 16 percent over the last five years, while the number of student riders has fallen by 13 percent. GISD's cost per mile has risen by 34 percent over five years and is the highest among its peer districts. GISD also has the highest cost per rider among its peer districts.
- GISD's Transportation Department is not using management information systems for routing and scheduling, vehicle maintenance, fuel tracking, or data management.
- Bus drivers do not receive routine behind-the-wheel evaluations to make sure they are driving safely.
- More than half of the bus fleet is more than 10 years old and many of the bus bodies show significant corrosion due to salt-air exposure.



- The district does not collect and report sufficient management information to monitor performance indicators for cost-effectiveness (cost per route and cost per rider) and service-effectiveness (riders per route and riders per mile). Only systemwide data are available; data on performance by route are not. Without useful management information, the Transportation Department cannot determine the cost of a change in district policies or procedures. For example, the district has no data on the cost of changes in the Admission, Review, and Dismissal process that may explain a 50-percent increase in transportation operational costs for Special Education.

Some school districts consider outsourcing all or part of its transportation system when they cannot devote the resources needed to correct these areas.

### **Recommendation 113:**

#### **Conduct a study to determine the feasibility of outsourcing transportation services.**

To evaluate the feasibility of reducing student transportation costs and improving service quality by contracting with a private company, GISD should take each of the following steps:

- Determine the full cost of in-house services, including the cost of buses and facilities, depreciation on these assets, and administrative overhead costs. Administrative overhead will include GISD costs that can be avoided if transportation services are contracted; costs that can be reallocated to other essential district functions; and costs that cannot be avoided and will remain a district expense even if a private contract ensues.
- Determine if there are a sufficient number of vendors who can provide services to the district in the local market. If the market contains an inadequate number of prospective bidders, privatization may not generate enough competition to produce price advantages. In addition, a successful bidder may have few incentives in a noncompetitive market to perform well.
- Determine the preferred method of dealing with current employees. Transportation Department employees obviously would be most affected by a private contract. The transition will create concerns about employment status, pay, benefits, and working conditions. Employees who have been with the district for several years will have additional concerns about loss of seniority and protection of retirement benefits. The district can consider several options:

-Keep payroll and benefits for Transportation employees a district responsibility.

-Require the contractor to hire only new employees, while existing employees remain on the district payroll system.

-Transfer only employees with fewer than a specified number of years of service to the contractor.

-Provide for a transition period from the district to the contractor, allowing employees to choose to accept the transfer or seek other employment.

-Pay accumulated benefits as a lump-sum cash payment or negotiate rollover accumulated retirement benefits.

Such issues obviously would affect the contractor's ability to manage employees and control and reduce costs. GISD should develop an employee transition plan that involves the employees and their representatives as much as possible. The district should keep employees informed and listen to their concerns.

- Determine the desired disposition of the bus fleet. The district may elect to retain title for the buses and lease them to a contractor. If the contractor provides the school buses, the district no longer would face continuing large capital outlays to replace school buses. On the other hand, the amortized cost of equipment will be reflected in higher contract operating costs. If the district decides to use contractor-owned buses, GISD should incorporate provisions into any contract for buying back buses at market value to allow options should the district wish to resume in-house service.

### **IMPLEMENTATION STRATEGIES AND TIMELINES**

1.	With the assistance of the Transportation director, the assistant superintendent of Business Services determines the full cost of student transportation and determines if the local market is competitive.	October 2000
2.	The assistant superintendent of Business Services and the Transportation director analyze the advantages and disadvantages of purchasing versus contracting for school buses.	November 2000
3.	The assistant superintendent of Business Services and the director of Personnel compare the advantages and disadvantages of different employee policies under a private contract.	November 2000

4.	The assistant superintendent of Business Services and the director of Personnel compare the advantages and disadvantages of retaining ownership of the school buses.	November 2000
5.	The assistant superintendent of Business Services submits the results of the feasibility study to the superintendent and board.	January 2001

### **FISCAL IMPACT**

This recommendation can be implemented with existing resources, but could result in significant savings to the district if contract and market factors are favorable.

# Chapter 11

## COMPUTERS AND TECHNOLOGY

This chapter examines the computers and technology services provided by the Galveston Independent School District (GISD) in eight areas:

- A. Organizational Structure
- B. Technology Plan
- C. Management Policies
- D. Infrastructure
- E. Hardware
- F. Software
- G. Technical Support
- H. Training

Management information services (MIS) vary greatly among Texas public school districts. Some MIS departments support administrative staff only, while others also are responsible for supporting instructional technology.

### **BACKGROUND**

When the MIS director started in August 1997, GISD's technology services consisted of supporting mainframe users, specifically office and administrative personnel. Users could connect to the mainframe only through a slow cabling system that would not work with today's standard network technology. Technology in classrooms was minimal.

# Chapter 11

## COMPUTERS AND TECHNOLOGY

### **A. Organizational Structure**

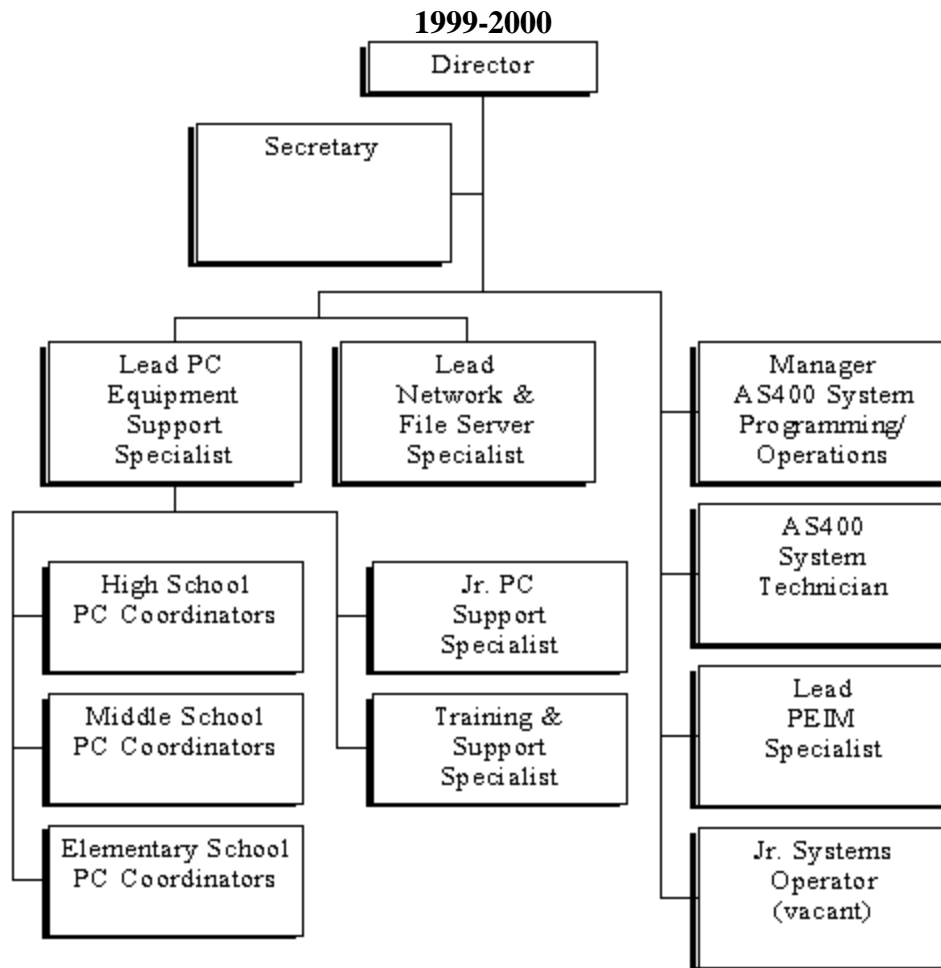
An administrative technology and information services department should have a clear plan based on appropriate goals and organization, clear assignments of responsibility, well-defined development procedures for new applications, and a customer-service orientation that continually seeks to anticipate and meet user needs.

An instructional technology support department should be familiar with: school operations and the technologies used for instruction; technology-oriented instructional materials; networks used for instructional purposes; and technology-related training, particularly training that seeks to integrate new technologies into the curriculum. Establishing a positive working relationship with the Curriculum and Instruction Department will ensure that technology initiatives support learning.

The organization structure of the GISD MIS Department is illustrated in **Exhibit 11-1**.

#### **Exhibit 11-1**

#### **GISD MIS Department Organization Chart**



*Source: GISD MIS Department.*

GISD's MIS director plans, directs and coordinates GISD's computer services for administration and education. The secretary to the director maintains a database of all user requests and equipment inventories, issues purchase requisitions for technology purchases, handles warranty calls, assists information system users and handles transcript requests.

The department manages mainframe applications on the IBM AS400 and network design and support for the Wide Area Network (WAN) and the school Local Area Networks (LANs). MIS also supports the placement and maintenance of the district's PCs, which are connected to the network.

The instructional technology areas are supported by part-time PC coordinators at each school, most of whom are teachers. Each coordinator is paid a stipend of \$1,000 per year to assist the MIS Department in screening user service requests for items that are minor in nature.

The MIS budget has changed over the last four years and now includes money to put technology in classrooms. State technology allocations were distributed to each school for them to spend as they wished. The MIS director now uses MIS Department funds for instructional purposes, such as supporting school PCs and file servers, school Internet connections, school network support, and the stipend for PC coordinators at each school. While the overall MIS budget in 1999-2000 is 8 percent lower than in 1996-97, a number of technology initiatives were paid for with state and local grants.

**Exhibit 11-2**  
**GISD MIS Budget**  
**1996-1997 to 1999-2000**

<b>Function</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>
Administrative	\$1,018,732	\$829,972	\$819,052	\$802,815
Instructional	\$0	\$0	\$178,936	\$131,021
<b>Total</b>	<b>\$1,018,732</b>	<b>\$829,972</b>	<b>\$997,988</b>	<b>\$933,836</b>

*Source: GISD MIS Department.*

**FINDING**

GISD's technology staffing levels were compared with its peer districts and the results are shown in **Exhibit 11-3**.

**Exhibit 11-3**  
**GISD and Peers, Technology Staffing Comparisons**  
**1999-2000**

<b>District</b>	<b>MIS</b>	<b>Infrastructure</b>	<b>Instructional</b>
Brazosport Total Staff: 12	1 director 2 PEIMS and TIES specialists 1 systems analyst 1 MIS technician (PC repair is outsourced)	1 video specialist	1 instructional tech specialist/Web 4 software/training specialists
Bryan Total Staff: 22	1 MIS director 1 MIS trainer 3 systems analysts 1 MIS secretary 1 MIS technician	1 network manager 1 inventory specialist	1 director of Instructional Technology 1 IT secretary 1 IT help desk

	1 project manager		1 integration specialist (Title I) 1 IT training coordinator 7 instructional specialists
College Station  Total Staff: 19	1 director of Data Processing 1 assistant director of Data Processing 1 secretary/PEIMS clerk	1 technician - high school 2 technicians - PCs and networks 2 technicians - Macs, phones, security 1 technician - printers, A/V equipment	1 exec. dir. of Instr. Technology 1 lead technology facilitator 8 technology facilitators
<b>Galveston</b>  <b>Total Staff: 10</b>	<b>1 MIS director</b> <b>1 manager AS400 operations</b> <b>1 training and support specialist</b> <b>1 secretary</b> <b>1 AS400 technician</b> <b>1 lead PEIMS specialist</b> <b>1 jr. system operator (vacant)</b>	<b>1 lead network and file server specialist</b> <b>1 lead PC support specialist</b> <b>1 jr. PC support specialist</b>	
Longview Total Staff: 34	1 assistant superintendent 1 director of Information Technology 1 PEIMS coordinator 2 secretaries 1 secretary/textbooks	1 Technical Services supervisor 3 microcomputer technicians 12 technical assistants (para prof.)	1 Instructional Technology supervisor 11 Instructional Technology specialists
Lufkin  Total Staff: 5	1 director of MIS	2 network technicians 1 network engineer	1 director of Instructional Technology
Port Arthur  Total Staff: 8	1 director 1 technology coordinator 1 programmer 1 secretary 1 data entry clerk	1 network specialist 2 technicians	
Waco  Total Staff:	1 director of Technical Services 1 executive secretary 1 secretary	1 network support specialist 1 network engineer	1 coordinator of Instr. Technology 3 instructional



23	help desk technician 1 PEIMS coordinator 1 senior programmer 1 programmer 1 systems administrator 1 interface liaison 2 student software support specialists	communications engineer 1 service and support specialist 4 field service technicians	technology specialists
Wichita Falls  Total Staff: 24	1 director 1 Data Processing supervisor 1 senior systems analyst 1 computer operator 1 secretary 1 part-time operator 1 communications coordinator	1 manager of Technology Support 10 campus-based technicians 5 "floating" technicians	1 technology instr. support specialist

*Source: Telephone interviews with the Technology Department of each peer district, December 1999.*

GISD is one of two districts in its peer group that does not have a staff position responsible for coordinating instructional technology. As a result, there is no consistency in how technology is being used in the classroom. Some schools use computer labs primarily to teach students keyboarding and repetitious "drill-and-skill" exercises. Others use the labs to check for mastery, such as proficiency in typing, rather than to teach word processing, spreadsheets, use of the Internet, or other instructional software for learning in the classroom.

Other districts use an Instructional Technology coordinator to:

- Assist schools in integrating technology into the curriculum
- Assist teachers in selecting effective instructional software
- Support the district in meeting Texas Essential Knowledge and Skills (TEKS) requirements
- Assist in developing district and school technology plans
- Coordinate technology training of teachers.

GISD's MIS Department has a full-time AS400 technician, earning \$49,319 a year plus benefits. The district also has a full-service maintenance agreement with IBM to service the district's AS400 mainframe computer and printers. The district pays \$19,796 per year for telephone and on-site service 24 hours a day, seven days a week, 365 days a year.

If the mainframe computer breaks down, GISD's AS400 technician gets help from IBM over the phone or the company will send a technician. GISD is paying for both the service and the salary of the GISD technician. This is a duplication of costs.

**Recommendation 114:**

**Eliminate the position of AS400 technician and hire an Instructional Technology coordinator.**

The Instructional Technology coordinator should have teaching experience and should be familiar with how software and technology can be used to enhance student learning. The coordinator could be officially assigned to either the MIS director or the assistant superintendent for Curriculum and Instruction. However, it will be necessary for the coordinator to receive supervision and evaluation from both MIS and Curriculum and Instruction.

**IMPLEMENTATION STRATEGIES AND TIMELINES**

1.	The MIS director reviews the maintenance contract with IBM to confirm that the contract includes on-site service.	July 2000
2.	The executive director of Personnel establishes the contractual status of the AS400 technician.	July 2000
3.	The superintendent recommends to the board that the position of AS400 technician be eliminated and that the position of Instructional Technology coordinator be added.	July 2000
4.	The board approves the recommendations.	July 2000
5.	The executive director of Personnel notifies the AS400 technician of the decision and establishes a separation date.	July 2000
6.	The MIS director and the assistant superintendent for Curriculum and Instruction develop a job description for the Instructional Technology coordinator position.	July 2000
7.	The executive director of Personnel posts the position of Instructional Technology coordinator.	July 2000
8.	The MIS director and assistant superintendent for Curriculum and Instruction evaluate the applications and interview the qualified candidates.	August 2000
9.	The district hires the Instructional Technology coordinator.	September 2000

## FISCAL IMPACT

The salary of the Instructional Technology coordinator would be \$45,000 plus benefits of 25 percent (\$11,250) = \$56,250. Eliminating the AS400 technician position would save the district \$49,319 plus benefits of 25 percent (\$12,330) = \$61,649. The net savings would be \$5,399.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Eliminate the position of AS400 technician and hire an Instructional Technology coordinator.	\$5,399	\$5,399	\$5,399	\$5,399	\$5,399

## FINDING

In August 1997, PC repair was done on contract at about \$240 per call. The MIS director let this contract run out and used a time-and-materials contract at \$25 per hour. Two MIS positions were later added to support the network and PC operations. A tracking system, using an industry-standard database application, was developed to manage user service requests and improve service.

The MIS Department obtained approximately 200 donated PCs from NASA, United Space Alliance, and the University of Texas Medical Branch. MIS technicians have refurbished many of these and deployed them to classrooms. Although many cannot be networked, they can be used in schools.

Since the 1997-98 school year, GISD has spent \$460,000 in Technology Infrastructure Funds (TIF) to implement its wide area network (WAN) and supply every classroom with at least one computer.

The MIS staff now supports:

- WAN and LAN equipment for 18 locations connected to the administration building
- An additional 15 file servers, each with e-mail administration
- Almost 1,000 additional PCs on the Net
- Approximately 50 network system printers
- Internet and Intranet Web servers
- Internet firewall management
- Internet filtering software

In addition, network technicians must know how to set up and modify user accounts; establish security measures; find solutions to virus attacks; make

backups; delete and restore files; provide adequate disk space; diagnose and repair problems; upgrade servers; add and replace disk drives; and have a working knowledge of all network software.

The MIS director submitted a budget request this year for another network/fileserver specialist and a PC technician. Neither position was approved in this year's budget because of financial constraints. As a result, there have been significant backlogs in meeting service requests, delays in refurbishing donated computers, a decline in staff morale due to work load and customer complaints, and technical support's slow response in helping schools develop specifications for their technology needs.

**Exhibit 11-4** shows that GISD lags far behind its peers in the number of staff positions supporting the district's technology. Only Port Arthur and Lufkin have fewer support staff than GISD. Each GISD technology staff member supports an average of 72 teachers and campus administrators compared to the peer average of 49.

**Exhibit 11-4**  
**GISD and Peers, Technology Support Staff Ratios**  
**1998-99**

District	Teachers	Campus Admin.	Total	Technology Support Staff	Ratio of Users to Technology Support Staff
Longview	617	26	643	34	19 to 1
College Station	481	20	501	19	26 to 1
Bryan	958	48	1,006	22	46 to 1
Waco	1,003	63	1,066	23	46 to 1
Wichita Falls	1,141	46	1,187	24	49 to 1
Brazosport	782	43	825	12	69 to 1
<b>Galveston</b>	<b>702</b>	<b>17</b>	<b>719</b>	<b>10</b>	<b>72 to 1</b>
Port Arthur	850	36	886	8	111 to 1
Lufkin	567	32	599	5	120 to 1
<b>Peer Average</b>	<b>789</b>	<b>37</b>	<b>826</b>	<b>17</b>	<b>49 to 1</b>

*Source: 1998-99 Texas Academic Excellence Indicator System (AEIS); telephone interviews with peer districts.*

**Recommendation 115:**

**Hire a Network/Fileserver Specialist and a PC Technician.**

**IMPLEMENTATION STRATEGIES AND TIMELINES**

1.	The MIS director develops job descriptions for the Network/Fileserver specialist and the PC technician.	July 2000
2.	The superintendent recommends the two additional positions for board approval.	July 2000
3.	The executive director for Personnel posts the positions.	July 2000
4.	The MIS director interviews the applicants.	August 2000
5.	The MIS director hires the Network/Fileserver specialist and the PC technician.	September 2000

**FISCAL IMPACT**

The salary of the Network/Fileserver Specialist would be \$35,000 plus benefits of 25 percent (\$8,750) = \$43,750. The salary of the PC Technician would be \$30,000 plus benefits of 25 percent (\$7500) = \$37,500.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Hire a Network/Fileserver Specialist and a PC Technician.	(\$81,250)	(\$81,250)	(\$81,250)	(\$81,250)	(\$81,250)

# Chapter 11

## COMPUTERS AND TECHNOLOGY

### **B. Technology Plan**

Adequate planning and for new technologies is particularly important to education because of the following factors:

- *Equity.* Despite the best intentions, the level of technological resources available to each school in a district can vary unacceptably. Unfortunately, poorly planned introductions of new technology can serve to further widen the gap between the "haves" and "have nots." Careful planning at the district level can ensure that all schools receive adequate support.
- *Rapid Change.* The pace of technological change continues to accelerate. If planning does not cover an adequate span of time (three to five years), the district risks failing to take full advantage of this rapid change.
- *Funding.* Funding can be the greatest barrier to the effective use of technology in the classroom. Unless planning addresses whether and how projects will be funded, limited funding can have a greater impact than it should.
- *Credibility.* The public is anxious to see that its tax dollars are spent effectively. Thorough planning demonstrates that proposed strategies have been thought out, acquisitions of technological resources have been carefully considered, and that implementation is cost-effective.

To implement information technology effectively in administrative offices or schools, a district must have:

- An extensive computer network connecting modern computers.
- Comprehensive administrative and instructional software and up-to-date operating systems.
- Effective, ongoing training and adequate technical support.
- A professional staff capable of implementing and administering a technology-rich environment.
- A means to provide the community access to school information through technology.

### **FINDING**

GISD's Technology Plan, published in spring 1998, has the goals and objectives shown in **Exhibit 11-5**.

**Exhibit 11-5**  
**GISD Technology Plan**  
**1998-99 to 2002-03**

<b>Goal</b>	<b>Objectives</b>
Incorporate technology as a natural part of education.	<p>In five years:</p> <ul style="list-style-type: none"> <li>• All students graduating from GISD will demonstrate technology competencies through state and local performance assessments.</li> <li>• All teachers will demonstrate technological competencies in instructional delivery, student assessment, and professional communications.</li> <li>• All administrators will demonstrate technological competencies in instructional leadership, data analysis/management and communications.</li> <li>• All staff will demonstrate technological competencies according to job responsibilities and description.</li> <li>• All documents such as policy, procedures, handbooks, and curriculum guides will refer to the use of technology.</li> </ul>
Assess technology needs within the framework of the GISD Technology plan.	<ul style="list-style-type: none"> <li>• On a five-year continuum, each campus and division will annually assess the equity of access to, the appropriateness of, and the use of resources by students, teachers, and staff.</li> <li>• Yearly, each campus and division will analyze the technology assessment data to determine additional resources and resources to be replaced to support their long-range Campus Improvement Plan.</li> <li>• Yearly, each campus and division will submit to a Technology Committee a revised five-year technology plan that reflects updated goals, objectives, resources and evaluation to meet the Campus Improvement Plan and/or District Long-Range Plan.</li> </ul>
Provide current and appropriate technological resources and the staff development to use these	<p>On a five-year continuum:</p> <ul style="list-style-type: none"> <li>• Technological resources will be provided for programs, courses, and equity of access as</li> </ul>

resources.	<p>outlined in the stated guidelines and to meet district performance competencies.</p> <ul style="list-style-type: none"> <li>• Staff development and maintenance will be provided for all technological resources acquired through the district technology framework.</li> <li>• All facilities will be networked for technology.</li> </ul>
Measure the progress and evaluate the impact of technology on education.	<ul style="list-style-type: none"> <li>• Campuses and departments will design and implement an authentic assessment procedure to assess the impact of technology as stated in their plans.</li> <li>• Each campus and department will use the data collected in the assessment to evaluate its technology goals and objectives.</li> <li>• Each year, the district will monitor equity of access and report to the state the impact of technology and related staff development on student achievement as reported in campus and departmental assessment procedures.</li> </ul>

*Source: GISD MIS Department.*

As part of the plan, the district was to have also developed a "Strategic Plan" and a "Technology Plan of Implementation," but has not because of lack of time according to the MIS director.

The plan was a composite of technology plans from each school, assembled by the MIS Department, and it was created primarily to address a requirement in the Texas Infrastructure Fund (TIF) grant application.

The plan sets lofty goals, but there has been no effort to formally develop a plan of implementation. Such a plan would address issues related to quantities, locations, timelines, costs, funding sources, training issues, infrastructure, curriculum requirements, and staffing.

In addition, the district has not revisited the plan to determine whether it should be modified in light of changes in technology in the past two years. The MIS director said the district needs to

complete the automation of school libraries; add computer labs in elementary schools; increase the number of PCs in the classroom; develop districtwide shared resources such as CD-ROMs, library databases, and distance learning; provide computer-based learning tools in all schools;



and add a video distribution system in each school to allow students to view video programming from cable, satellite, in-house video cameras, and video tape.

**Recommendation 116:**

**Establish a district technology committee to develop a new five-year GISD technology plan, including a detailed plan of implementation.**

The technology committee should develop a plan that helps GISD implement and manage technology. The plan should include a process on how to share information on how technology is used in GISD and share technology problems or issues that have arisen in GISD. The committee should research what other districts are doing with technology (sight visits, inviting guests from other districts, searching the Internet). The committee should then discuss where GISD technology needs to be, but focus on only one topic per meeting. (Topics might include hardware, software, infrastructure, staffing, integration of technology in the curriculum, training, equity, funding, community access, and administrative uses). The plan should include goals and objectives for each topic, the cost of each objective, and an exploration of alternative funding methods. And the plan should include detailed implementation strategies.

**IMPLEMENTATION STRATEGIES AND TIMELINES**

1.	The superintendent authorizes each school to select a representative and an alternate to attend the technology committee meetings.	August 2000
2.	The MIS director and the new committee meet to define their roles and responsibilities and decision-making authority, subject to superintendent and board approval.	September 2000
3.	The superintendent approves the committee structure and the decision-making flow.	September 2000
4.	The technology committee begins meeting to develop the five-year technology plan.	October 2000
5.	The technology committee presents a report to the superintendent	April 2001
6.	The technology committee presents a report to the board.	May 2001

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

# Chapter 11

## COMPUTERS AND TECHNOLOGY

### C. Management Policies

#### FINDING

GISD has a concept of what it would do in the event of a disaster, but there is no written, comprehensive disaster recovery plan. **Exhibit 11-6** lists some of the key elements of an effective disaster recovery plan.

**Exhibit 11-6**  
**Key Elements of a Disaster Recovery Plan**

Step	Details
Build the disaster recovery team.	<ul style="list-style-type: none"> <li>• Identify a disaster recovery team that includes key policy makers, building management, end-users, key outside contractors, and technical staff.</li> </ul>
Obtain and/or approximate key information.	<ul style="list-style-type: none"> <li>• Develop a comprehensive list of critical activities performed within the district.</li> <li>• Develop an estimate of the minimum space and equipment necessary for restoring essential operations.</li> <li>• Develop a timeframe for starting initial operations after a security incident.</li> <li>• Develop a list of key personnel and their responsibilities.</li> </ul>
Perform and/or delegate key duties.	<ul style="list-style-type: none"> <li>• Develop an inventory of all MIS technology assets, including data, software, hardware, documentation and supplies.</li> <li>• Set up a reciprocal agreement with comparable organizations to share each other's equipment or lease backup equipment to allow the district to operate critical functions in the event of a disaster.</li> <li>• Make plans to procure hardware, software, and other equipment as necessary to ensure that critical operations are resumed as soon as possible.</li> <li>• Establish procedures for obtaining off-site backup records.</li> <li>• Locate support resources that might be needed, such as equipment repair, trucking, and cleaning</li> </ul>

	<p>companies.</p> <ul style="list-style-type: none"> <li>• Arrange with vendors to provide priority delivery for emergency orders.</li> <li>• Identify data recovery specialists and establish emergency agreements.</li> </ul>
Specify details within the plan.	<ul style="list-style-type: none"> <li>• Identify roles and responsibilities by name and job title so that everyone knows what needs to be done.</li> <li>• Define actions to be taken in advance. such as developing procedures, determining offsite locations for the plan, and testing the plan.</li> <li>• Define actions to be taken at the onset of an undesirable event to limit damage, loss, and compromised data.</li> <li>• Identify actions to be taken to restore critical functions.</li> <li>• Define actions to be taken to re-establish normal operations.</li> </ul>
Test the plan.	<ul style="list-style-type: none"> <li>• Test the plan frequently and completely.</li> <li>• Analyze the results to improve the plan and identify further needs.</li> </ul>
Deal with damage appropriately.	<ul style="list-style-type: none"> <li>• If a disaster occurs, document all costs and videotape the damage.</li> <li>• Be prepared to overcome downtime on your own; insurance settlements can take time to resolve.</li> </ul>
Give consideration to other significant issues.	<ul style="list-style-type: none"> <li>• Don't make a plan unnecessarily complicated.</li> <li>• Make one individual responsible for maintaining the plan, but have it structured so that others are authorized and prepared to implement it if needed.</li> <li>• Update the plan regularly and whenever changes are made to your system.</li> </ul>

*Source: National Center for Education Statistics, "Safeguarding Your Technology."*

Since GISD is in an area that is prone to natural disasters, it has a higher risk of losing important data and/or computer equipment at critical times. This could result in lost productivity and an inability to issue pay checks, pay bills, make purchases, and conduct other critical functions.

**Recommendation 117:**

**Develop a comprehensive disaster recovery plan and test it.**

Few districts have a comprehensive disaster recovery plan. Disaster recovery is not so much a computer issue as it is a *management* issue. The fact is that a wide variety of vital systems including personnel, payroll and financial systems, as well as student records, telephones, heating and air-conditioning systems may be subject to failure during a natural or man-made disaster. The magnitude of the problem calls for intense coordination and planning to identify systems, develop contingency plans and identify backup machinery and equipment, so that the district can continue to perform its most vital tasks.

**IMPLEMENTATION STRATEGIES AND TIMELINES**

1.	The MIS director establishes a Disaster Recovery Team, composed of representatives from the finance, payroll, purchasing, student accounting, and MIS departments.	October 2000
2.	The team develops the Disaster Recovery Plan.	January 2001
3.	The MIS director presents the plan to the superintendent and board for approval.	February 2001
4.	The MIS director communicates the plan to the appropriate personnel.	March 2001
5.	The MIS director runs a scheduled test of the plan.	April 2001
6.	The MIS director reports the results to the board.	May 2001

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

# Chapter 11

## COMPUTERS AND TECHNOLOGY

### **D. Infrastructure**

Network infrastructure is the underlying system of cabling, phone lines, hubs, switches, routers, and other devices, which connects the parts of an organization through a Wide Area Network (WAN). If a sound infrastructure is in place, most users can access people and information throughout their organization and beyond, greatly improving their ability to perform their job.

Typically, a WAN allows users to communicate with personnel within the organization through tools such as electronic mail systems. It also provides a bridge to the Internet that allows anyone connected to the WAN to access information and people outside the organization. WANs are usually "closed," meaning that they include security measures to prevent unauthorized users outside the organization from accessing information or people inside the organization.

### **FINDING**

In 1997, GISD applied for and received five Telecommunications Infrastructure Fund (TIF) grants totaling \$460,000 to be used for Internet cabling, network electronics, file servers, PCs, and high-speed access to the Internet (T-1 lines). The schools receiving the funds were Ball High, Weis Middle School, Central Middle School, Austin Middle School, and the secondary alternative school. Each school now has at least one high-speed Internet drop to each classroom. Ball High school and the three middle schools are also equipped with a Gigabit backbone (data travels at one million bits per second).

During the summer of 1998, an Ethernet network was completed in the Administration Building, the mainframe connection was switched to Ethernet, a new email system was installed, a T-1 connection to the Internet was installed through Region 4, an Internet domain name was established <galveston-schools.org>, a firewall was installed to protect the GISD WAN, an Internet server and Web page were created, an Internet mail gateway was implemented, and an online application for the Personnel Department was developed.

In the spring and summer of 1999, the district used state technology funds to expand the network into the remaining elementary schools. Now, all GISD schools have a high-speed Internet drop in each classroom. Network

connections were also added to the GISD Warehouse, Transportation Center, and Tax Office.

The network now includes:

A central administrative complex where the AS400 mainframe, T-1 internet connection, firewall, mail gateway, and master Microsoft Exchange mail server are located. This is the "hub" of the WAN.

- Each remote location is connected with either a T-1 data circuit (schools) or an ISDN line (Warehouse, Transportation Center, and Tax Office).
- At each school, the LAN includes at least one NT fileserver.
- Connection to the network is achieved through Cisco CSU/DSUs and routers. ISDN connections do not require the CSU/DSU.
- Most elementary schools and support facilities require only a single wiring closet (MDF).
- The high school and middle schools have intermediate wiring closets (IDFs) that are connected to the MDF with optical fiber.
- Cisco electronic switches (100 Megabit) are used in the MDFs and IDFs. Ball High School has a Gigabit backbone.
- Ethernet network drops are present in all classrooms.
- All schools are running a Microsoft Exchange server.
- Schools and departments access the Internet and the mainframe computer through the WAN.
- Classrooms and offices have PCs and printers (old and new), only some of which are connected to the network.

E-rate will reimburse GISD for 70 percent of the line costs.

## **COMMENDATION**

**Through the use of Technology Infrastructure Fund grants and state technology funds, the MIS Department has built a districtwide high-speed data network, with Internet connections to all classrooms.**

## **FINDING**

In order to feel comfortable using the Internet as a tool in their classroom, teachers need time to explore and discover the resources that are available on the Internet. The best time for teachers to access this information is in the evenings or on the weekends, at home. The normal cost to access the Internet through a local Internet provider ranges from \$10 to \$20 per month. In 1999, the MIS director arranged, through the Region 4 Education Service Center (Region 4), to provide local dial-in Internet

service for all teachers for \$4.99 per month. That service has now been expanded to include all GISD students and their families.

## **COMMENDATION**

**The MIS director arranged for special discount pricing for dial-up Internet access for teachers, students, and parents.**

## **FINDING**

Although GISD's WAN and LANs are complete, documentation is limited and not easily accessible. Lack of documentation, make repair and maintenance difficult. In every school, there are thousands of data connections that could malfunction. Using electronic test equipment, a network technician can trace the problem. That task, however, becomes more difficult without documentation to show how the cables were run and how they were connected.

In some cases, the only available network diagrams are building blueprints or someone's memory. Employee turnover could leave the district with no information about the network configuration. Existing network maps are frequently outdated or inaccurate.

All networks need complete and accurate documentation to assure that they are reliable and can be easily maintained. Documentation components include:

- Physical wiring (annotated on building floor plans)
- Patch panels
- Wall outlets and cable labeling
- Logical design
- Addressing assignments
- Active equipment inventory
- Dataflow
- Protocol use
- Naming conventions for devices on the WAN
- Applications running on the network
- Methods of monitoring and analyzing traffic on the network

## **Recommendation 118:**

**Document the design and structure of the district's computer network.**

Information system architecture, or the technology guidelines that stipulate what hardware and software you buy, how you connect the

systems and equipment together, and when you replace it, should be documented. The Texas Department of Information Resources (DIR) provides some guidance for state agencies and school districts to use when developing such documentation. More information on this subject is available on DIR's website at <http://www.dir.state.tx.us/oversight/>

### **IMPLEMENTATION STRATEGIES AND TIMELINES**

1.	The MIS director notes wiring closets and data drops on a copy of the floor plan of each school	July 2000
2.	The MIS director develops a schematic of the WAN.	August 2000
3.	The MIS director documents the addressing assignments, data flow, and protocol use for the WAN.	September 2000
4.	The MIS director completes a detailed database of active technology equipment, including model numbers, serial numbers, memory, and location.	October 2000
5.	The MIS director develops and documents a naming convention for devices on the WAN.	October 2000
6.	The MIS director prepares a list of all software applications using the network.	November 2000
7.	The MIS department documents the methods of monitoring and analyzing network traffic.	November 2000
8.	The MIS director submits a report to the superintendent, including all network documentation.	December 2000

### **FISCAL IMPACT**

This recommendation can be implemented with existing resources.



# Chapter 11

## COMPUTERS AND TECHNOLOGY

### **E. Hardware**

Any analysis of a school district's technology would be incomplete without an analysis of the type of hardware available to staff, teachers, and students. While computers are the main resource, other relevant technologies include DVD players, scanners, and digital cameras.

Computers used for instruction must have sufficient power and speed to support the recently developed multimedia courseware and provide effective access to the Internet. These computers need to be networked, or at least be capable of being networked. Similarly, computers used for administrative purposes need sufficient power and speed to use the more advanced software tools available for data storage, manipulation, and analysis. They also need to be networked.

### **FINDING**

Even after completion of the WAN in 1999, there were few users of the network because at least 95 percent of the computers in the district were too old to be connected to the network. Many of the donated computers the district received were not network-ready.

In summer 1999, Ball High School dedicated a portion of its next three year's allocation of state technology funds to purchase new PCs for all classrooms not having a network-ready workstation. In that same summer, the district obtained 75 PCs for the Career and Technology curriculum through a Compaq Eduflex Lease Purchase Agreement paid for with three years of local grants (Perkins Funds).

In the late spring 1999, GISD was notified by the University of Texas Medical Branch at Galveston that the Banks Center for special needs students at Alamo Elementary, would receive a teleconferencing unit comprised of two-way video cameras, monitors, and control equipment. This equipment is used by personnel at Banks to meet with health care providers at various locations to consult, observe, and discuss issues pertaining to care of these special students.

As computers are being replaced at Central Middle School, the older models are being distributed to students for use in homes where parents cannot afford to buy a computer.

### **COMMENDATION**

**GISD is using innovative ways to replace older computers in GISD and has found a way to put the older computers to a good use.**

**FINDING**

**Exhibit 11-7** shows the number of computers in GISD schools as of December 1999. The last column calculates the student-to-computer ratio at each school.

**Exhibit 11-7  
Inventory of Computer Equipment in GISD Schools**

<b>Location</b>	<b>Enrollment</b>	<b>File Servers</b>	<b>PCs</b>	<b>Printers</b>	<b>Switch Rooms</b>	<b>Students per PC</b>
Ball High School	2423	6	225	35	9	11 to 1
Alternative School	47	1	54	21	2	1 to 1
Weis Middle School	756	2	100	25	4	8 to 1
Austin Middle School	532	3	50	15	4	11 to 1
Central Middle School	621	2	81	60	5	8 to 1
Oppe Elementary	623	1	77	47	1	8 to 1
Parker Elementary	617	4	65	14	2	10 to 1
Burnet Elementary	613	2	56	29	2	11 to 1
Alamo Elementary	536	3	46	18	1	12 to 1
Scott Elementary	658	1	68	36	1	10 to 1
Morgan Academy of Fine Arts	530	2	67	24	1	8 to 1
San Jacinto Elementary	511	2	60	35	1	9 to 1
Bolivar Elementary	206	1	46	20	1	5 to 1
Rosenberg Elementary	519	1	60	35	1	9 to 1
<b>Total</b>	<b>9192</b>	<b>31</b>	<b>1,055</b>	<b>414</b>	<b>5</b>	<b>9 to 1</b>

*Source: GISD MIS Department.*

GISD's computer-to-student ratio of 9-to-1 is three times higher than TEA's recommended goal of 3-to-1. GISD has recently made efforts to reduce this ratio:

- In September 1999, Alamo, San Jacinto, and Rosenberg elementary schools) used awards of \$51,000 each to purchase 35 network PCs each.
- In November 1999, the GISD board dedicated a portion of the state technology funds to lease/purchase additional PCs for several schools using the Compaq Eduflex agreement. Each GISD school now has at least one network-ready PC connected in each classroom.

The table also indicates that the ratio of students-to-computers varies greatly among the schools. In the elementary schools, the ratio varies from a low of 5-to-1 at Bolivar Elementary, to a high of 12-to-1 at Alamo Elementary. The middle schools all have ratios of 8-to-1, except for Austin Middle School, which has a ratio of 11-to-1. Ball High School has a ratio of 11-to-1.

**Recommendation 119:**

**Develop a plan to reduce the ratio of students-to-computers to 5-to-1 over five years, while providing equity of technology to all GISD schools.**

This can be developed as part of the district technology plan.

**IMPLEMENTATION STRATEGIES AND TIMELINES**

1.	The MIS director provides the district technology committee with information about the district's current computer inventory levels.	September 2000
2.	The committee explores options regarding possible funding sources that could be used to purchase computers.	September 2000
3.	The committee prepares a plan of implementation for the purchase of enough computers to reduce the student-to-computer ratio to 5-to-1.	November 2000
4.	The committee prepares a plan to provide equity of technology to all schools.	December 2000
5.	The committee submits its plan to the superintendent and board for approval.	April 2001

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

## **FINDING**

According to the MIS director, at least 80 percent of the computers in the district are "pre-Pentium" computers and will not connect to the district network. Since the district has been behind in trying to reduce their students-to-computers ratio, it has not been able to replace or upgrade the older-technology workstations as quickly as desired.

### **Recommendation 120:**

**Develop a replacement cycle plan for outdated technology equipment.**

## **IMPLEMENTATION STRATEGIES AND TIMELINES**

1.	The MIS director provides the district technology committee with information about the age and condition of the district's technology inventory.	September 2000
2.	The committee explores options regarding possible funding sources that could be used to replace district technology.	October 2000
3.	The committee prepares a plan of implementation for the replacement of outdated technology equipment.	November 2000
4.	The committee submits its plan to the board for approval.	April 2001

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

# Chapter 11

## COMPUTERS AND TECHNOLOGY

### F. Software

While the infrastructure provides the connections that permit communications, and hardware provides the capability to retrieve, process, and disseminate information, software makes these tools truly powerful resources. Software is a critical technology resource that requires close attention if it is to serve the organization effectively. Productivity tools, such as spreadsheets and databases, make it possible for people with limited technical capabilities to perform the sort of sophisticated data manipulation on a personal computer that once could be performed only on a mainframe.

### FINDING

The software applications that support GISD's administrative functions, as well as the vendors that supplied them, are shown in **Exhibit 11-8**.

**Exhibit 11-8**  
**GISD Administrative Software**

<b>Application</b>	<b>Software</b>
Financial management	CIMS by NCS
Student management	CIMS by NCS
Employee management	CIMS by NCS
PEIMS	Texas Feature Code by ProLogic
Tax Office	Protec
Child Nutrition	B.O.S.S. by Horizon
Email	Microsoft Exchange
Fileserver operating system	Windows NT by Microsoft
Firewall software	Raptor
Police Department	Armor
WAN and LAN software	Cisco
Textbook	Hayes

*Source: GISD MIS Department.*

Significant instructional software initiatives at district schools are shown in **Exhibit 11-9**.

**Exhibit 11-9**  
**GISD Instructional Software**

<b>Application</b>	<b>Software</b>	<b>Schools Using Software</b>
Library systems	Follett	All schools except for six elementaries
Academics	ABACUS	Administration Annex
Teacher appraisal	PDAS	All schools
Special Ed. Management	Special Ed. Manager	All schools
Computer-based instruction	NOVANET	Alternative School
Web development tools	Microsoft Front Page	Ball High School
	SFA software	All elementaries
Reading	Reader Rabbit	Some elementaries
	CEI Labs software	Some elementaries
	LightSpan	Some elementaries
School Administration	Campus Planner	All schools
	TAAS Reporter	All schools

*Source: GISD MIS Department.*

Standards for some GISD administrative PC applications, such as e-mail, word processing, spreadsheets and presentation software, have not been expanded to include instructional software applications. For example, while secondary schools use Microsoft Word for word processing, there are teachers in GISD use Word Perfect and expect MIS to support it.

Developing standards for district software is important because:

- Support and assistance for users could be provided much more effectively and economically for a limited set of software packages.
- Economies of scale would make software purchases more economical, since one or two packages could be bought in bulk.

- Training would become more manageable and economical, since training efforts could be focused on a limited set of software packages.
- People changing jobs in the district would be familiar with the software in use at their new locations.

**Recommendation 121:**

**Establish district standards for administrative and instructional software.**

**IMPLEMENTATION STRATEGIES AND TIMELINES**

1.	The district technology committee compiles a list of software used in the schools and departments.	September 2000
2.	The committee contacts other school districts to see what software applications are effective in those districts.	October 2000
3.	The committee recommends the software that will be included in the district standards.	December 2000
4.	The committee presents its plan to the superintendent and board for approval.	April 2001
5.	The MIS director communicates the new standards to the schools and departments.	May 2001

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

# Chapter 11

## COMPUTERS AND TECHNOLOGY

### G. Technical Support

Technical support, like training, significantly influences how effectively technology is used in the classroom. Teachers, even those who are experienced computer users, often encounter problems that interrupt their planning or classroom activities. Quick response from technical support is crucial.

### FINDING

The MIS department's offices in the Administration Building are not adequate for its staff and equipment. The MIS Department was planning to use some space in the Administration Building Annex to place the PC support staff, workbenches, and spare equipment. They also wanted to change the layout of the current mainframe computer room because the room does not adequately accommodate the equipment. The computer room also lacks a sufficient uninterruptible power supply (UPS) to support the AS400 mainframe, file servers, communications equipment, and Internet servers. The current UPS does not have the ability to communicate with the AS400, so when power is lost after-hours, the UPS will delay, but not prevent the mainframe from "crashing" during a power interruption.

The MIS director had planned to use some technology funds this year for the office modifications, but those plans were put on hold by the administration for internal reasons not due to funding. The total cost of the building modifications is estimated by the MIS Director to be \$10,000. The \$10,000 needed for office modifications is available in the MIS budget this year. However, those funds must be spent before September 1, 2000.

### Recommendation 122:

**Complete the necessary building modifications for offices in the MIS Department and in the Administration Building Annex.**

### IMPLEMENTATION STRATEGIES AND TIMELINES

1.	The MIS director confirms that budget funds are available for the proposed modifications.	July 2000
2.	The MIS director prepares preliminary drawings for the proposed	July



	modifications.	2000
3.	The MIS director meets with the Maintenance director to finalize the plans and develop a construction calendar.	July 2000
4.	The MIS director and the Maintenance director present the budget, plans and calendar to the superintendent for approval.	August 2000
5.	The superintendent authorizes the Maintenance Department to make the necessary building modifications for the MIS Department offices.	August 2000
6.	The Maintenance Department begins the construction project.	August 2000

### **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

# Chapter 11

## COMPUTERS AND TECHNOLOGY

### H. Training

#### FINDING

GISD has no comprehensive technology training program. As shown in **Exhibit 11-3** above, GISD has one full-time trainer for the entire district. Each school designates one of its professional staff members to serve as its PC coordinator, but because most are full-time teachers, their training time is limited to after school or on the weekend.

Training is one of the most critical factors in using technology effectively. Teachers must be comfortable with instructional technology and must know not only how to operate it, but also how to use it effectively in their teaching. It may take three to five years for a teacher to acquire the appropriate level of expertise. Planning and support for technology-related training must take this into account.

Technology training must be ongoing. Teachers need continuous opportunities to expand their technological skills and to interact with other teachers so that they may share new strategies and techniques.

Technology training must be multi-level because not all teachers have the same skills. Some teachers have never used a computer before, while others may be very advanced users. Technology courses are needed for all teachers and administrators, regardless of their technology experience.

Students, administrators, paraprofessionals, technical staff, and parents need training as well as teachers. Students need technology preparation for college and the workplace; parents need training to help their children with their lessons; the technical staff needs training to keep up with rapidly changing technologies; and administrators and paraprofessionals need training in applications that allow them to do their job quicker and easier.

Many school districts, including more than half of GISD's peer districts, have full-time technology specialists or facilitators that perform many of these functions:

- Training and working with teachers on how to integrate technology into their curriculum.
- Encouraging teachers to explore potential uses of technology.
- Sharing the latest technology information and "best practices."

- Troubleshooting minor hardware, software, and network problems.
- Assisting with technology purchases and decisions.
- Identifying available resources, including grant opportunities.
- Ensuring that computers are backed up and protected from viruses.

A new and different approach to training, which has been used successfully in the business environment, and is rapidly being adapted to education, involves using technology as the delivery mechanism. For example, Microsoft's Web site offers free online tutorials for many of its software applications, including Word, Excel, PowerPoint, FrontPage, Internet Explorer, and Outlook Express, all used in GISD.

There are two types of tutorials on the Microsoft Internet site. One type is for students, teachers, and administrators to learn how to use the applications; and the other is for teachers to learn how to use the applications in the classroom. In addition, teachers can obtain online lesson plans correlated to state curriculum standards, and they can get ideas on how to integrate technology in lessons and activities.

Microsoft's site also provides instructional articles and case studies; ideas for integrating laptops in the learning process; and on-line forums for teachers to communicate with other teachers about using technology in the classroom.

Distance learning tools, including video teleconferencing, microwave transmissions, and satellite transmissions, also can be used to train teachers. Region 4 has satellite dishes capable of downloading technology training programs and re-transmitting the signal to school sites through their video network or microwave towers. They also have a TV studio where training sessions can be taped or presented live.

**Recommendation 123:**

**Develop a comprehensive technology training plan that focuses on integrating technology in the classroom.**

The district should establish what minimum skill levels staff need and develop a plan that will acquire these skills. The training plan should be tied to the budget process and set annual training goals.

**IMPLEMENTATION STRATEGIES AND TIMELINES**

1.	The district technology committee contacts other school districts with successful technology training programs to determine which training methods work best in those districts.	October 2000
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2.	The district technology committee identifies technology-based training programs that would be beneficial to GISD teachers and administrators.	October 2000
3.	The district technology committee incorporates its findings in the GISD Technology Plan.	December 2000
4.	The district technology committee presents its recommendations to the superintendent and board for approval.	April 2001
5.	The MIS director communicates the findings to GISD schools and administrators.	May 2001

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

# Chapter 12

## SAFETY AND SECURITY

This chapter covers the safety and security functions of Galveston Independent School District (GISD) in the following areas:

- A. Discipline Management
- B. Alternative Education Program
- C. Security Operations

Providing a safe and secure environment for students, teachers and other school district employees is a critical task for any district. Because of recent instances of school violence in several states throughout the country, parents, educators, taxpayers and lawmakers are focusing more attention than ever on safety and security in public schools.

### **BACKGROUND**

In Texas and throughout the country, there has been a steady progression of changes to laws governing the safety and security of students in public schools. In 1994, Congress re-authorized the Safe and Drug-Free Schools and Communities Act, which requires school districts to institute a comprehensive safe and drug-free schools program.

In 1995, the Texas Legislature revised major safety and security related provisions in the Texas Education Code. Under the revised code, each school district must adopt a student code of conduct, following the advice of a district level committee and the county juvenile board. Other provisions require districts to remove students who engage in serious misconduct and place them in alternative education programs (AEPs). In addition, law enforcement and local school district officials must share specific information about the arrest or criminal conduct of students.

In 1997, Congress re-authorized the Individuals with Disabilities Education Act with notable changes. The revisions require school districts to provide appropriate education services to students with disabilities, and make it easier to remove dangerous or violent students with special needs from the classroom. The law also permits the removal of students from regular education programs if they are involved with drugs or bring weapons to school.

The Education Code requires the school district, the juvenile board and juvenile justice systems in counties with a population of 125,000 or more to establish a Juvenile Justice Alternative Education Program (JJAEP). The JJAEP operates under the jurisdiction of the Texas Juvenile Probation

Commission. Its objective is to educate youths that are incarcerated or on probation. Also in 1997, the Texas Legislature revised the safe schools provisions of the Education Code. The revisions require the prominent posting of the student code of conduct, clarify removal procedures for offenses committed by students within 300 feet of school property, and apply compulsory attendance laws to JJAEP.

In 1999, at Texas Comptroller Carole Keeton Rylander's urging, the Legislature again revised the Education Code, requiring each school to include goals and methods for violence prevention and intervention in its annual campus improvement plans. The Board of Trustees for each school district is also required to publish an annual report to parents and the community that includes the number, rate and type of violent or criminal incidents that occurred on each district campus. The report must also include all information concerning school violence prevention and intervention policies, and procedures that the district is using to protect students.

Safety and security programs must include elements of prevention, intervention and enforcement, as well as cooperation with all local law enforcement agencies. Discipline management and alternative education programs are key tools in this process.

# Chapter 12

## SAFETY AND SECURITY

### **A. Discipline Management**

The Texas Education Code requires school districts to adopt a student code of conduct establishing standards for student behavior. Depending on the level of offense and the frequency of occurrence, various discipline management techniques are suggested for teachers, campus administrators, district police departments and district administrators. For example, minor offenses may require student-teacher conferences or detention, while major offenses may require expulsion or placement in an alternative education program.

GISD's discipline management program is coordinated through the Office of Administrative Services with significant involvement by campus administrators and the district police department. The Office of Administrative Services is responsible for conducting student hearings for violations of the student code of conduct, monitoring and tracking student disciplinary actions, including referrals to alternative education programs and expulsions. The administrative assistant to the assistant superintendent for Administrative Services serves as the district's hearing officer and conducts district-level due process hearings.

The Office of Administrative Services publishes and distributes GISD's student code of conduct to principals, teachers, students and parents at the beginning of each school year to ensure familiarity with the district's disciplinary process and consequences for misbehavior. Each year, every GISD campus also prepares and distributes a parent-student handbook that includes many of the provisions of the code of conduct, as well as discipline policies that pertain exclusively to that campus. The Student Code of Conduct is printed only in English. The campus handbooks are also printed in English, but certain campuses have instructions in Spanish and Vietnamese that indicate translation services are available by contacting the student's counselors.

The principals, assistant principals and district police department are responsible for enforcing the district's discipline management policies and procedures. The district's police department provides police officers and safety officers for Ball High School and all middle schools. L. A. Morgan of Fine Arts is the only elementary school assigned a safety officer.

### **FINDING**

GISD's campuses do not handle discipline consistently.

The 1999-2000 student code of conduct includes the district's enforcement policies, a list of offenses considered serious enough to subject students to prosecution and assignment to alternative education programs, prohibited student behaviors, general information and expectations, guidelines for imposing consequences and a description of appeal procedures. The code of conduct also explains how discipline will be handled for students with disabilities.

The code of conduct, however, does not outline levels of violations and consequences for each level of offense. GISD, instead, publishes and distributes campus level handbooks that are not standardized and reflect inconsistencies. Principals said they must include their own policies in school handbooks because the student code of conduct is not written in language that is easy to understand.

**Exhibit 12-1** provides examples of the levels of offenses outlined in the Ball High School handbook.

**Exhibit 12-1  
Levels of Offenses and  
Consequences From Ball High School  
Parent-Student Handbook**

<b>Level</b>	<b>Examples of Offenses</b>
Group 1	<ul style="list-style-type: none"> <li>• Running and/or making excessive noise in the halls or building</li> <li>• Refusal to participate in classroom</li> <li>• Misbehavior on the bus reported in writing by the driver to the school</li> <li>• First major offense</li> <li>• Tardiness to class</li> <li>• Electronic devices during school hours</li> <li>• Excessive and/or unexcused absences</li> </ul>
Group 2	<ul style="list-style-type: none"> <li>• Cutting class, truancy</li> <li>• Smoking or using any tobacco products</li> <li>• Altering school records, documents or signing parents' name on school documents</li> <li>• Exhibiting any unacceptable physical contact that could but does not result in injury</li> <li>• Public display of affection</li> <li>• Failure to abide by rules and regulations at extra curricular events</li> <li>• Interfering with school authorities and programs through boycotts, sit-ins or trespassing</li> <li>• Posting or distributing unauthorized materials on school grounds</li> </ul>



	<ul style="list-style-type: none"> <li>• Any repeated chronic behavior described in Group 1</li> </ul>
<b>Level</b>	<b>Example of Consequences</b>
Group 1	<ul style="list-style-type: none"> <li>• Teacher-student conference</li> <li>• In-class disciplinary action</li> <li>• Parent contact</li> <li>• Counselor-student conference</li> <li>• Social worker-student conference</li> <li>• Detention-before school, after school and/or Saturday</li> <li>• Confiscation and forfeiture of all paging devices</li> <li>• In-school suspension</li> </ul>
Group 2	<ul style="list-style-type: none"> <li>• Administrator-teacher-student conference</li> <li>• Parent conference</li> <li>• Suspension of bus privileges (up to 15 days)</li> <li>• Exclusion from extra curricular activities (1 to 3 weeks)</li> <li>• Detention-before school, after school and/or Saturday</li> <li>• Immediate removal suspension-3 days or less</li> <li>• Disciplinary reassignment (short-term)</li> <li>• Automobile towed away at owner's expense</li> <li>• Special Assignment Center</li> </ul>

*Source: 1999-2000 Ball High School Parent-Student Handbook and Student Code of Conduct.*

The Ball High School handbook describes offenses that could result in placement in Special Assignment Class (SAC), In School Suspension (ISS) or placement in the alternative education program but does not list additional levels of offenses.

In addition, each of the district's three middle schools also develop a campus handbook, which includes a discipline management plan. However, several inconsistencies exist among campus handbooks, **(Exhibit 12-2)**.

**Exhibit 12-2**  
**Inconsistencies in Parent-Student Handbooks**  
**At GISD Middle Schools**

<b>Central Middle School</b>	<b>Weis Middle School</b>	<b>Austin Middle School</b>
<ul style="list-style-type: none"> <li>• Primary emphasis</li> </ul>	<ul style="list-style-type: none"> <li>• Condensed</li> </ul>	<ul style="list-style-type: none"> <li>• Policy describes</li> </ul>

<p>on number of offenses.</p> <ul style="list-style-type: none"> <li>• Only campus in district that mentions peer mediation program.</li> <li>• Describes specific violations such as plagiarism, paging devices, weapons, violent behavior, fighting, and provides possible punishment for each one.</li> </ul>	<p>handbook information included in student planner/organizer.</p> <ul style="list-style-type: none"> <li>• Discipline information on fewer than two pages.</li> <li>• Describes teacher-imposed consequences.</li> <li>• Detailed office referral procedures based on number of referrals, consequences also described.</li> </ul>	<p>behavior expectations in various locations such as classroom, cafeteria, hallways, restrooms, office, assemblies and athletic events.</p> <ul style="list-style-type: none"> <li>• General office referral procedures, refers to student code of conduct.</li> <li>• Provides guidance for number of offenses, not types of offense.</li> </ul>
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*Source: 1999-2000 Parent-Student Handbook, Central Weis and Austin Middle Schools.*

**Recommendation 124:**

**Update the student code of conduct to standardize discipline policies and the consequences for violations.**

The student code of conduct should be re-written focusing on a standardized list of offenses and consequences. In addition by standardizing the discipline process, district teachers and administrators will apply punishment consistently throughout the district.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

<p>1. The administrative assistant to the superintendent creates a committee including parents, teachers, students, principals, assistant principals, a GISD attorney and the GISD police chief, that proposes a standardized list of violations and disciplinary consequences for the entire district. The committee forwards the proposal to the superintendent, principals and assistant principals.</p>	<p>July 2000</p>
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2.	The superintendent, principals, assistant principals and police chief review the proposal and provide suggestions for improvement.	August 2000
3.	The administrative assistant to the superintendent and selected members of the committee revise the standardized list based on the suggestions, and forward the final version to the superintendent and board for approval.	September 2000
4.	The board reviews and approves the standardized list of violations and disciplinary consequences, making any necessary changes.	October 2000
5.	The administrative assistant incorporates the standardized list into the student code of conduct and all campus handbooks.	October 2000
6.	All campuses conduct a districtwide effort to publicize the new code of conduct.	January 2001

### **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

### **FINDING**

GISD uses multiple discipline referral forms when referring a student who has violated the code of conduct. The use of multiple referral forms is inefficient. The process increases the amount of time required to complete the forms and makes it difficult to consistently gather information for the tracking and reporting of discipline violations.

GISD's discipline management process begins when a student violates the student code of conduct. In February 2000, the district developed a flowchart of the discipline process that describes what to do when serious infractions occur, particularly if students are admitted to the Alternative Education Program (AEP). When a violation occurs, a discipline form is prepared indicating the name of the student, type of offense, date and description of the offense. The discipline form is then forwarded to the appropriate district official, usually a principal, assistant principal, dean of students or police officer.

The district official receiving the form usually meets with the student, completes the form and sends a copy to the student's parent within 24 hours of the incident. The official has several options when disciplining students at the campus level, including parent conferences, counseling, detention, corporal punishment, placement in the AEP and expulsion.

In addition to this referral form, each campus and some individual teachers developed their own form, as has the GISD police department. For example, for an offense at Ball High School, the initial form may be prepared by a teacher or assistant principal using a Ball High School Student Discipline form. These forms are compiled by the school, and include appropriate TEA offense codes, along with a student's grade and attendance records. The GISD police department attaches the Ball High School form to its own form and adds additional data the police department uses to help track violations. The information is entered into its computer system. GISD police have access to the school's database of student information, however, the two systems are not integrated.

**Recommendation 125:**

**Develop one standard discipline referral form that is maintained by the district's MIS department.**

Using one discipline referral form will reduce the amount of paperwork and data input. If district police need to provide additional data, such as criminal offense codes, those codes can be written on the back of the form. In addition, by redirecting the monitoring and tracking of district conduct violations to the MIS department, the district will have one centralized location that is already connected to the district's database of student information.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The administrative assistant to the superintendent creates a committee of principals, teachers, assistant principals, the police chief and key GISD police department personnel to develop guidelines for the new student discipline referral form.	August 2000
2.	The committee distributes the guidelines to all principals, assistant principals, appropriate central administrators and police department personnel for review.	September 2000
3.	The administrative assistant and selected members of the committee revise the form based on the suggestions and forward the final version to the superintendent for approval.	October 2000
4.	The board reviews and approves the uniform discipline form.	November 2000
5.	The print shop prints new forms and distributes them to all GISD schools.	January 2001
6.	The MIS department accumulates and enters all discipline referral form information into the computer system to provide	Ongoing

regular statistics to the district for tracking and reporting purposes.	
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## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

## **FINDING**

GISD does not have a policy that clearly defines the roles and responsibilities of personnel such as police officers, safety officers, assistant principals and teachers who are involved in monitoring the discipline of students.

GISD police and safety officers provide primary security services for the district. GISD officers have all the credentials of a local law enforcement officer while safety officers are non-commissioned employees used to monitor hallways, check hall passes and maintain order.

Ball High School houses the district's police department, and the majority of the department's police and safety officers work at Ball High. When a student seriously disrupts a class, the teacher may hit the panic button, which automatically dispatches a police or safety officer to the classroom, or the teacher may escort the student to the police department office. During the 1998-99 school year, 4,674 escorts were needed. In situations where the severity of the offense warrants suspension or expulsion from school, the police department can suspend students from school and drive them home.

Ball High School campus administrators said some students were inappropriately suspended from school by the police department in fall, 1999. In some cases the students expelled were special needs students who had exceeded their maximum of 10 days suspension for the school year, as mandated by law.

The police officers were unaware the students were special needs students. In addition, the police officer had not consulted with an assistant principal prior to making the discipline decision.

Interviews with principals in the district indicated that there is a lack of communication between middle school administrators and security personnel. Principals often do not know where security personnel are, what time they arrive or when they leave. Many safety officers observed by the review team were sitting in chairs near busy hallway intersections or near entrances and exits.

In addition, officers may be called away from their assigned school in the afternoon to assist with the dismissal of students at Ball High School. As a result, middle schools may not be adequately staffed during student dismissal times.

Administrators at GISD said that police officers are involved in day-to-day discipline matters routinely handled in other districts by assistant principals and teachers. The high school principal indicated that administrators and teachers at the high school are accustomed to having police handle all discipline matters, from monitoring halls between classes to disciplining students. This has led to an increase in the number of officers hired by the district.

Based on a student-to-officer ratio presented in **Exhibit 12-3**, GISD has more police officers than the peer districts surveyed.

**Exhibit 12-3**  
**Comparison of Officer-to-Student Ratios,**  
**GISD and Peer Districts**  
**1998-1999**

<b>District</b>	<b>Enrollment</b>	<b>Officer to Student Ratio</b>
<b>Galveston</b>	<b>9,873</b>	<b>1:897</b>
Wichita Falls	15,337	1:1,022
Port Arthur	11,659	1:1,166
Brazosport	13,247	1:1,325
Bryan	12,673	1:1,408
Waco	15,629	1:1,421
Longview	8,586	1:1,431
Lufkin	8,107	1:1,621
College Station	6,176	1:6,176

*Source: TSPR telephone survey January 1999 and AEIS data, Texas Education Agency.*

While GISD police responded to more than 14,000 calls for service in 1998-1999, the majority of those calls can be handled by an assistant principal, teacher or safety officer.

Spring ISD, for example, has a comprehensive policy manual that describes each officer's duties and directs officer conduct. The Spring ISD police department's primary duties are prevention of crime and disturbances, protecting property, expediting traffic flow, enforcing parking regulations, investigating criminal activity and prosecuting criminal behavior. Duties that are not handled by police are also defined, including student supervision and discipline.

**Recommendation 126:**

**Develop a district policy that defines the disciplinary roles and responsibilities of police officers, safety officers, assistant principals and teachers to include the requirement of an administrator's signature for all disciplinary actions.**

The district should develop a policy that clearly defines the roles and responsibilities of police officers, safety officers, assistant principals and teachers so the district can more effectively administer discipline.

In addition the new policy will follow the code of conduct and afford each student due process in the area of disciplinary actions. The policy will include approval and a signature from a campus administrator before a student can be suspended or expelled from school. Officers can suggest a recommended disciplinary action, but the final decision should be made by a principal or assistant principal.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent convenes a meeting with the police chief, principals, assistant principals and district site-based decision making committee to develop a district policy that clearly defines the roles and duties of discipline enforcement personnel and includes the requirement of an administrators signature on all expulsions and suspensions.	June 2000
2.	The policy is presented to the board for approval.	July 2000
3.	The board approves the policy and all administrators are informed of the new changes.	August 2000
4.	The superintendent, with assistance from the chief of police, principals, assistant principals and teachers, implements the new discipline enforcement policies.	September 2000

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

# Chapter 12

## SAFETY AND SECURITY

### B. Alternative Education Program

GISD has two alternative schools for students removed from regular education settings: Galveston Alternative Center for Education (GACE) for secondary students, and Student Alternative Instructional Learning School (SAILS) for elementary students. The district also uses the Galveston County Juvenile Justice Alternative Education Program (JJAEP) in La Marque, which serves adjudicated youth.

GACE and SAILS are on the same campus, adjacent to Scott Elementary School. The enrollment by grade of each school for the Fall 1999 semester is presented in **Exhibit 12-4**.

**Exhibit 12-4**  
**Enrollment in GACE and SAILS**  
**Fall Semester 1999**

<b>Grade Level</b>	<b>Number of Students</b>
First	1
Fourth	2
Fifth	2
<b>Total SAILS</b>	<b>5</b>
Sixth	2
Seventh	5
Eighth	11
Ninth	11
Tenth	7
Eleventh	6
Twelfth	4
Special Education	7
<b>Total GACE</b>	<b>53</b>
<b>Total Students</b>	<b>58</b>



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*Source: Coordinator GISD Alternative Education Program.*

**Exhibit 12-5** indicates the average monthly enrollment of the Alternative Education Program.

**Exhibit 12-5**  
**Average Alternative Education Program Monthly Enrollment**  
**August 1997 Through December 1999**

<b>Month and Year</b>	<b>Average Enrollment</b>
August 1997	70.0
September 1997	69.0
October 1997	77.8
November 1997	89.3
December 1997	106.3
January 1998	106.3
February 1998	122.4
March 1998	138.3
April 1998	140.5
May 1998	134.2
August 1998	39.7
September 1998	48.7
October 1998	71.6
November 1998	87.4
December 1998	89.7
January 1999	41.9
February 1999	59.2
March 1999	73.4
April 1999	91.8
May 1999	94.3
August 1999	31.3

September 1999	30.1
October 1999	34.0
November 1999	42.8
December 1999	50.8

*Source: GISD Alternative Education Program.*

The coordinator of Alternative Education manages the alternative education programs administering the SAILS program and organizing placement hearings. The GACE principal serves as the primary administrator for the secondary AEP. About 27 people staff GACE and SAILS, including teachers, principals and support personnel. **Exhibit 12-6** indicates the level of staffing for GACE, including years of experience and certifications.

**Exhibit 12-6  
Staffing Levels for GACE  
1999-2000**

<b>Instructional Area</b>	<b>Full Time</b>	<b>Part Time</b>	<b>1 to 3 Years</b>	<b>4 to 7 Years</b>	<b>More than 8 Years</b>	<b>BS/BA</b>	<b>MS/MA M.Ed.</b>
Computer Technology	1		X			X	
English	1				X		X
Mathematics	1		X			X	
Pre-vocation	1				X	X	
Science	1		X			X	
Social Science	1		X			X	
Reading	1		X			X	
Teen Leadership	1		X			X	
Social Worker	0.5			X		X	
Special Services	2		X			X	
Paraprofessional	2		X				
Principal	1				X		X
Counselor	0.8	1			X		X

Source: GISD GACE Campus Improvement Plan 1999-2000.

The cost of operating the AEP has increased 182 percent over the last four years, as shown in **Exhibit 12-7**.

**Exhibit 12-7**  
**Cost of Operating GISD's AEP**  
**1995-96 to 1998-1999**

<b>Budget Category</b>	<b>Actual 1995-1996</b>	<b>Actual 1996-1997</b>	<b>Actual 1997-1998</b>	<b>Budget 1998-1999</b>	<b>Percent Increase (Decrease)</b>
Salaries and benefits	\$141,208	\$385,573	\$480,494	\$555,888	294%
Contracted services	\$5,775	\$13,467	\$15,965	\$25,107	<b>335%</b>
Supplies and materials	\$77,957	\$42,417	\$112,553	\$48,525	(38%)
Miscellaneous, other	\$148	\$1,192	\$2,352	\$4,262	2,780%
Capital outlay	\$0	\$0	\$28,823	\$0	0%
<b>Total</b>	<b>\$225,088</b>	<b>\$442,649</b>	<b>\$640,187</b>	<b>\$633,782</b>	<b>182%</b>

Source: AEIS Data, Texas Education Agency.

**FINDING**

GISD does not monitor the performance of AEP students once they have returned to their home school, or track the number of students who are returned to the AEP. In addition, GISD does not have a transitional program for students returning to their home campus, nor is there a program for students who simply do not function well in traditional classroom settings. Principals said that students sent to the AEP returned to their home campuses with no noticeable progress in behavior or academic ability. The district's AEP does not conduct testing when a student is admitted or sent back to campus.

In 1998, the GISD alternative education program received a Low Performing accountability rating by the Texas Education Agency (TEA). No other peer district AEP received a low performing rating (**Exhibit 12-8**).

**Exhibit 12-8**  
**GISD and Peer District AEP**  
**Accountability Ratings**  
**1998-1999**

<b>District</b>	<b>AEP Accountability Rating</b>
Brazosport	Acceptable
Bryan	Acceptable
College Station	Acceptable
<b>Galveston</b>	<b>Low Performing</b>
Longview	Acceptable
Lufkin	Acceptable
Port Arthur	Acceptable
Waco	Acceptable
Wichita Falls	Acceptable

*Source: Texas Education Agency, AEIS 1998-99.*

According to a 1997-98 Texas Education Agency Peer Review Team report, none of GISD's Alternative Education Program's four campus objectives were achieved in the 1997-98 school year, as shown in **Exhibit 12-9**.

**Exhibit 12- 9**  
**GISD's Alternative Education Program Objectives, 1997-98**

<b>Objective</b>	<b>Goal</b>	<b>Result</b>
Percentage of middle school courses completed per student.	70%	57%
Average number of courses passed per middle school student.	4.5	3.97
Percentage of high school credits completed per student.	70%	65%
Average number of credits passed per high school student.	4.5	2.26

*Source: Texas Education Agency's monitoring report 1997-98.*

The GISD alternative education program also has one of the highest operational costs among peer districts (**Exhibit 12-10**).

**Exhibit 12-10**  
**GISD and Peer District AEP**  
**Operating Costs**  
**1997-98**

<b>District</b>	<b>AEP Enrollment</b>	<b>Cost of AEP 1997-98</b>	<b>Cost Per Student</b>
Longview	12	\$192,936	\$16,078
Brazosport	70	\$897,534	\$12,822
<b>Galveston</b>	<b>53</b>	<b>\$640,187</b>	<b>\$12,079</b>
Port Arthur	54	\$601,682	\$11,142
Lufkin	68	\$705,225	\$10,371
Waco	200	\$1,543,300	\$7,717
Wichita Falls	289	\$1,811,228	\$6,267
Bryan	210	\$1,209,607	\$5,760
College Station	90	\$430,941	\$4,788

*Source: Texas Education Agency, AEIS 1997-98.*

Several districts in Texas and throughout the country have formed public-private partnerships with companies or private schools to provide AEP services, often at a reduced cost.

For example, a private school in Galveston, Heritage Christian School, has provided AEP services for neighboring La Marque ISD from 1994-95 to 1998-99. Heritage Christian School has about 80 students, including about 30 La Marque AEP students. Heritage Christian School's principal, La Marque administrators and parents said the program has improved the behavior of several students, and prevented many from dropping out. Others have remained at Heritage after the term of their initial placement ended. Some of those students graduated from Heritage and went on to college.

Heritage Christian tests students prior to admission, and before they return to their home school to determine if they are at or near grade level. Heritage Christian charges La Marque \$352 per student, per month for tuition, including transportation.

Eight Texas school districts contract with Community Education Partners, Inc. (CEP) to provide alternative education programs. In 1999-2000, Houston ISD reserved 2,500 spaces for its most difficult students, and was able to save \$4.1 million. In addition, Pasadena ISD reported savings of

\$345,000 for the 1998-99 school year. Wilmer Hutchins ISD, a Dallas suburban district, recently signed a contract for the 1999-2000 school year that will save the district \$500,000.

CEP schools have also improved student achievement. In 1998-99, the average eighth grade student at a CEP school jumped 2.4 years in TAAS grade-level growth in reading and 2.2 levels in math. Additional academic accomplishments recorded from Fall 1997 to Fall 1998 are presented in **Exhibit 12-11**.

**Exhibit 12-11**  
**Academic Accomplishments of CEP**  
**Fall 1997 to Fall 1998**

Criteria	Accomplishment
Students with 80%-100% attendance rate.	89%
Students with improvement in behavior.	82%
Average grade level increase in TAAS-aligned reading scores in 90 days.	1.2 years
Average grade level increase in TAAS-aligned reading scores in 180 days.	2.5 years
Average grade level increase in TAAS-aligned math scores in 90 days.	1.1 years
Average grade level increase in TAAS-aligned math scores in 180 days.	1.7 years
Average number of high school credits earned per student in 90 days.	3.6
Average number of high school credits earned per student in 180 days	5.4

*Source: Evaluation of CEP Program, by Diane Ravitch and Mary Butz, 1999.*

The CEP program includes a mandatory two-week orientation session that teaches students the academic and behavioral expectations of the program. Intensive diagnostic tests are used to find out precisely what a student's skill levels are, and what skills are missing. The diagnostic testing is closely aligned with state standards and assessments: the Texas Essential Knowledge and Skills (TEKS) and TAAS. Students also learn they are in a secure environment, and will be frisked and pass through a metal

detector every day. All work is done in school-students do not need to carry backpacks and bags. Every hallway is monitored by security guards.

The principal of a Houston high school with 3,500 students said sending chronically disruptive students to CEP makes his campus safer. The principal said it was easier to get a student admitted to CEP than to the internal HISD alternative education program. In addition, the Houston Federation of Teachers has been supportive of CEP because it takes disruptive students out of regular classrooms, improving the learning environment for other students, while giving at-risk students a chance to succeed.

Alternatives Unlimited, based in Baltimore, Maryland, is another private company that partners with local school districts to provide opportunities for at-risk elementary, middle, and high school students who are chronically truant, disruptive or low-performing. Alternatives Unlimited manages programs in Palm Beach County, Florida; Baltimore; Spring Branch, Texas; Fort Worth, Texas; and Cleveland, Ohio.

The firm uses pre-testing and assessment to determine student needs. A prescribed individual instructional plan meeting state standards is developed for each student. Periodic testing and practice exams are given to all students to measure progress.

Alternatives Unlimited's program establishes objectives for measuring student performance (**Exhibit 12-12**). The firm works with the students for whatever period of assignment a district mandates, though company officials prefer a semester or one-year period.

**Exhibit 12-12  
Objectives of Alternatives Unlimited**

<b>Objectives</b>
Students will improve one grade level in reading and math after 110 days in attendance.
80% of the students who attend at least 110 days will pass their grade level.
At least 70% of the students who attend 110 days will be successfully reintegrated into their school.
80% of the students who attend at least 110 days will perform at grade level on state academic achievement tests.
The daily attendance rate will be at least 80%.
Students will have fewer than two office referrals per week after six weeks in the

program.
Students will have an understanding of, and the skills to achieve, a healthy lifestyle and good physical fitness.

*Source: Alternatives Unlimited, Inc.*

All three organizations have proven track records for providing quality services at a lower cost. **Exhibit 12-13** compares the cost of alternative education programs at GISD, Alternatives Unlimited, Heritage Christian and CEP.

**Exhibit 12-13**  
**Comparison of GISD AEP Costs With Private Providers**  
**1998-99**

<b>School District</b>	<b>AEP Provider</b>	<b>Average Cost Per Student</b>
<b>Galveston</b>	<b>GISD</b>	<b>\$12,079</b>
La Marque	Heritage Christian School	\$4,000
Houston	Community Education Partners, Inc.	*\$8,500
Various	Alternatives Unlimited, Inc.	\$5,000 (average)

*Source: GISD Finance Office, La Marque ISD, Heritage Christian School, Alternatives Unlimited, and CEP.*

*\*Highest cost.*

**Recommendation 127:**

**Outsource GISD's alternative education program.**

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent appoints a committee to interview providers of alternative education services and develop a Request For Proposal.	June 2000
2.	The committee evaluates proposals submitted by the AEP provider and makes a recommendation to the superintendent and the board.	July 2000



3.	The board accepts a contract with a proposer for AEP services.	July 2000
4.	The superintendent appoints the Director of Secondary Education to manage and monitor the contract.	August 2000
5.	The district begins contracting for alternative education services.	September 2000 and Ongoing

### **FISCAL IMPACT**

The district's current program costs \$640,187. According to a study presented to GISD's board in 1999, an average of 50 students participate in the AEP per year, therefore, contracting for AEP services would cost \$425,000 (50 students x \$8,500 per student = \$425,000). Thus, the district could save \$215,187 annually by contracting its alternative education program. ( $\$640,187 - \$425,000 = \$215,187$ ).

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Outsource GISD alternative education program.	\$215,187	\$215,187	\$215,187	\$215,187	\$215,187

# Chapter 12

## SAFETY AND SECURITY

### C. Security Operations

GISD began a school-based security program in 1968 when Central High School and Ball High School were consolidated. The school-based security program operates as a school-based law enforcement agency with 12 full-time police officers, including a chief of police. Each officer is a certified Texas Peace Officer licensed by the Texas Commission on Law Enforcement Officer Standards and Education. **Exhibit 12-14** describes the services GISD's police department provides:

#### **Exhibit 12-14** **Services Provided By** **GISD Police Department**

<b>Service</b>	<b>Description</b>
Uniformed Police and Safety Officer Presence	Includes uniformed police and safety officers stationed at the high school, middle schools and one elementary school.
Mobile Police Patrol	The department patrols all GISD campuses, except Bolivar, with marked police cars, motorcycles, bicycles and mounted police.
Law Enforcement	Provides primary law enforcement at GISD schools, and responds to all calls for service involving disruptive students, criminal conduct and other offenses on GISD property.
Rules and Policy Enforcement	Assists campus administrators in the enforcement of school rules, discipline policies and the student code of conduct.
Emergency Management	The office of the chief of police provides assistance and direction to campus administrators during a crisis or emergency. Develops crisis management plans and emergency procedures.
Traffic Safety Program	Provides school crossing guards for elementary schools and one middle school.
Athletic Event Security	Provides law enforcement and security services at GISD athletic events, including monitoring metal detectors at high school basketball games.
Money Courier Service	Provides courier and escort services for large deposits, including varsity football game revenues, tax office

	collections and daily food service deposits.
Convoys and Escorts	Provides motorized escorts for all out of town varsity football games and school parades.
Investigative Services	Investigates crimes occurring on GISD properties, campuses or school-sponsored events. One officer is a full-time investigator.
Corps of Cadets Program	Provides one full-time police officer to serve as an instructor at middle schools for the Corps of Cadets program. This extracurricular program is designed to develop young men and women into leaders, emphasizing pride, respect, self-worth and confidence.

*Source: GISD Police Department.*

**Exhibit 12-15** presents the assignment of GISD police department personnel by location.

**Exhibit 12-15  
GISD Police Department  
Assignment By Location  
1999-2000**

<b>Campus/Department</b>	<b>Police Officers</b>	<b>Safety Officers</b>	<b>Crossing Guards</b>	<b>Office/Dispatch</b>	<b>Total</b>
Ball High School	3	7			10
Central Middle School	1	1			2
Austin Middle School	1	1			2
Weis Middle School	1	1			2
L.A. Morgan Elementary		1			1
Crossing Guards			22		22
Corps of Cadets	1				1
Investigations	1				1
Office of Chief of Police	1			1	2
Ball High School 24-Hour Security		3			3
Administration				4	4
Truancy	2				2

Alternative School	1	2			3
Substitutes		7			7
<b>Total</b>	<b>12</b>	<b>23</b>	<b>22</b>	<b>5</b>	<b>62</b>

*Source: GISD Police Department.*

The Galveston ISD police department has 62 employees, including part-time crossing guards and substitutes. The key full-time providers of security services are police and safety officers.

Unlicensed safety officers are responsible for monitoring hallways, entrances and exits at schools. Many safety officers are positioned throughout Ball High School to make sure students move between classes in an orderly manner, and to make sure there are no unauthorized entries or exits. Safety officers check student hall passes, escort disruptive students to the assistant principal, and perform other duties.

**Exhibit 12-16** indicates staffing levels from 1996-97 to 1999-2000. The district funds all law enforcement positions.

**Exhibit 12-16**  
**GISD Police Department**  
**Staffing Levels**  
**1996-97 - 1999-2000**

<b>Position</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>
Full-time police officers	8	9	11	10
Part-time police officers	2	1	1	1
Police liaison officers (part-time)	2	3	3	1
Full-time safety officers	11	10	12	12
Part-time safety officers	2	5	4	5
Substitute safety officers (full-time)	9	6	3	3
Substitute safety offers (part-time)	9	0	0	3
Full-time crossing guards	9	13	10	12
Part-time crossing guards	4	6	6	6
Substitute crossing guards (part-time)	7	1	6	4
Communications/dispatch/records	5	4	5	5

<b>Total</b>	<b>68</b>	<b>58</b>	<b>61</b>	<b>62</b>
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Source: GISD Police Department.

The number of GISD police calls increased 31 percent from 1996-97 to 1998-99, as shown in **Exhibit 12-7**.

**Exhibit 12-17**  
**GISD Police Department Calls for Service**  
**1996-97 - 1998-99**

<b>Activity</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>Percent Increase (Decrease)</b>
Fight	216	252	222	3%
Disruptive student	313	186	109	(65%)
Student escort	1,886	2,704	4,674	148%
Student transport	998	1,304	452	(55%)
Courtesy ride	251	280	47	(81%)
Classroom standby	372	413	95	(74%)
Locate student walkout	530	587	612	15%
Runaway student	28	28	19	(32%)
Truancy	572	395	350	(39%)
Student with weapon	17	17	6	(65%)
Drugs/marijuana	28	17	29	4%
Burglary/theft	54	84	83	54%
Panic alarm	714	471	274	(62%)
Fire alarms	66	30	38	(42%)
Fire	0	0	5	100%
EMS call	20	29	8	(60%)
Trespassing	79	53	37	(53%)
Traffic stops	416	532	82	(80%)
Parent conference	354	145	132	(63%)
Student data checks	1,422	1,175	807	(43%)

Principal information	365	567	214	(41%)
Expulsion hearings	13	22	27	108%
Gang activity	15	0	0	(100%)
Robbery	3	2	5	67%
All other calls	2,187	2,830	5,929	171%
<b>Totals</b>	<b>10,919</b>	<b>12,123</b>	<b>14,256</b>	<b>31%</b>

Source: GISD Police Department.

The number of citations issued by GISD police increased by 11 percent from 1996-97 to 1998-99, as shown in **Exhibit 12-18**.

**Exhibit 12-18**  
**GISD Police Department**  
**Citation Statistics by Offense**  
**1996-97 - 1988-99**

<b>Offense</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>Percent Increase (Decrease)</b>
Assaults	101	71	109	8%
Sexual assaults	1	0	0	100%
Indecent exposure	1	0	1	0%
Robbery	0	1	2	200%
Burglary	6	0	5	(17%)
Controlled substances	87	69	47	(46%)
Disorderly conduct	273	355	438	60%
Retaliation	0	1	1	100%
Weapons offense	16	27	17	6%
Criminal mischief	2	1	11	450%
Thefts	9	4	26	189%
Criminal trespassing	59	37	38	36%
Education code violations	440	412	453	3%
Runaway student	0	2	3	300%

Bomb threat	0	4	0	0%
Arson	3	9	16	433%
Other arrests/citations	123	218	80	(35%)
<b>Totals</b>	<b>1,121</b>	<b>1,211</b>	<b>1,247</b>	<b>11%</b>

*Source: GISD Police Department.*

The police department's budget has remained steady since 1996-97 (**Exhibit 12-19**).

**Exhibit 12-19**  
**Cost of Operating GISD PD**  
**1996-97 - 1999-2000**

<b>Budget Category</b>	<b>Actual 1996-1997</b>	<b>Actual 1997-1998</b>	<b>Budget 1998-1999</b>	<b>Budget 1999-2000</b>	<b>Percent Change</b>
Salaries and benefits	\$712,199	\$732,582	\$696,911	\$705,242	(0.98%)
Contracted services	\$80,022	\$88,637	\$84,713	\$85,327	6.63%
Supplies and materials	\$37,877	\$29,331	\$13,569	\$17,431	(53.98%)
Travel and other	\$7,331	\$6,016	\$10,100	\$8,670	18.26%
Capital outlay	\$0	\$21,288	\$0	\$0	0.00%
<b>Totals</b>	<b>\$837,429</b>	<b>\$877,854</b>	<b>\$805,293</b>	<b>\$816,670</b>	<b>(2.48%)</b>

*Source: AEIS Data, Texas Education Agency and GISD PD.*

**FINDING**

GISD does not participate in any security shared services with the city or county. It is the only district in its peer group that has its own commissioned police force. **Exhibit 12-20** shows the level of expenditures for security per student at each of the peer districts.

**Exhibit 12-20**  
**GISD and Peer Districts Security Cost Per Student**  
**Budget Costs 1998-99**

<b>District</b>	<b>Enrollment</b>	<b>Total Cost Of Security</b>	<b>Cost per Student</b>
<b>Galveston</b>	<b>9,873</b>	<b>\$805,293</b>	<b>\$81.57</b>
Waco	15,574	\$677,097	\$43.48
Regional Average	828,302	\$30,184,125	\$36.44
State	3,945,367	\$114,988,867	\$29.15
Port Arthur	11,658	\$393,350	\$33.74
Wichita Falls	15,293	\$293,998	\$19.22
Bryan	13,664	\$263,618	\$19.29
Lufkin	8,098	\$171,013	\$21.12
Longview	8,567	\$138,641	\$16.18
Brazosport	13,247	\$166,576	\$12.57
College Station	7,194	\$1,939	\$0.27

*Source: AEIS Data, Texas Education Agency.*

To determine if the Galveston County area requires more security than peer districts, data was also gathered for area districts in **Exhibit 12-21**.

**Exhibit 12-21**  
**Comparison of Security Budgeted Cost**  
**GISD and Galveston County Area Districts**  
**1998-99**

<b>District</b>	<b>Enrollment</b>	<b>Total Budgeted Cost Of Security</b>	<b>Cost per Student</b>
<b>Galveston</b>	<b>9,873</b>	<b>\$805,293</b>	<b>\$81.57</b>
Texas City	5,972	\$336,424	\$56.33
Deer Park	11,582	\$586,095	\$50.60
LaMarque	4,255	\$313,098	\$73.58
Pasadena	41,240	\$1,455,715	\$35.30
Clear Creek	28,205	\$483,185	\$17.13
Dickinson	5,895	\$84,269	\$14.29
Friendswood	4,864	\$36,960	\$7.60

*Source: AEIS Data, Texas Education Agency.*



Based upon the survey of peer districts and Galveston area, GISD's security costs are excessive and exceed state and regional averages. Part of the reason costs are so high is that GISD pays for crossing guards, and pays for a police officer serving as full-time instructor in a student leadership program similar to Drug Abuse Resistance Education (DARE), usually paid for by local cities. While both the City of Galveston Police Department and Galveston County Sheriff have large law enforcement departments, there is no sharing of services between these entities and GISD other than the Galveston Police Department responding to after-hours alarms.

To contain costs and focus on core educational functions, many districts have entered into cost sharing arrangements with local law enforcement agencies. There are several models that are in use in Texas school districts.

In Galveston County, Clear Creek ISD (CCISD) contracts with the Galveston County Sheriffs Department to provide 10 Deputy Sheriffs to serve as School Liaison Officers. These officers work a 43-hour week, and provide all services expected of commissioned police officers. CCISD pays all salaries and benefits, about \$466,276 for the 1999-2000 school year.

Fort Worth ISD (FWISD) implemented a novel cooperative five-year program with the City of Fort Worth. The Fort Worth Police Department provides shared security services for secondary schools. The city passed a one-half cent sales tax to fund the initiative, which required payroll costs for 41 officers, one sergeant, and one lieutenant. The City of Fort Worth and the district split the costs evenly. The officers are stationed in about 24 secondary schools and also provide coverage for elementary schools. Vehicles, equipment, supplies and training are also funded by the School Security Initiative. FWISD reports that the increased presence of law enforcement has improved student behavior.

In the El Paso area, Ysleta ISD and El Paso ISD participate in a shared services arrangement with the City of El Paso Police Department (EPPD) called the School Resource Officer program (SRO). The SRO uses police officers to assist selected schools in addressing student problems that go beyond traditional policing. As equal partners with school faculty and staff, SROs show students how to deal with conflict, resolve problems, face peer pressure and avoid criminal activity. SROs also administer the DARE program. As law enforcement officers, SROs can make arrests or take police action in or around schools, but are not responsible for security or enforcement of district administrative policy. The cost of SROs is split evenly by the City of El Paso and the school district.

**Recommendation 128:**

**Develop a program for shared services between the City of Galveston or Galveston County.**

The superintendent should develop a shared services agreement with the City of Galveston or Galveston County to split the cost of the liaison's salary evenly with the district. In doing so the district not only will achieve some savings but begin to establish a relationship with the city or county that would open the door to future negotiations for further improving district security and ultimately benefiting the students of GISD.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent works with the mayor and county judge to develop a shared services model for the City of Galveston, Galveston County and GISD.	July 2000
2.	The superintendent, mayor and county judge identify funding sources for the shared services model.	July 2000
3.	The superintendent, mayor, and county judge present a shared services model to all governing bodies for approval.	August 2000
4.	All applicable governing bodies approve the agreement.	August 2000
5.	The chief of police oversees the transition from GISD's police liaison to a city/county shared service program.	September 2000

**FISCAL IMPACT**

The goal of the shared services agreement would be to reduce the district's security costs. GISD should consider implementing shared services with the city or county beginning with the liaison officer position. Assuming the average pay of an officer at \$24,600 plus 25 percent benefits, totaling \$30,750, the district could split the cost evenly and save \$15,375. (\$24,600 salary + \$6,150 in benefits = \$30,750 divided evenly = \$15,375).

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Develop a program for shared services between the City of Galveston or Galveston County.	\$15,375	\$15,375	\$15,375	\$15,375	\$15,375

**FINDING**

The GISD police department does not provide coverage of all facilities on a 24-hour basis, except at Ball High School. All other GISD buildings have alarm systems with security codes that provide readouts of all entries and exits to each building. When an alarm sounds, the monitoring company calls the City of Galveston Police Department dispatcher and the city dispatches a patrol unit to answer the alarm. The city provides this service to the district free of charge under a memorandum of understanding signed by both police of chiefs, effective December 1, 1999. The memorandum automatically renews annually unless either department modifies the agreement.

After the monitoring company calls for a city police unit, they call the appropriate building custodian, who is on call. The custodian has keys to the building, and can let the police officer in if necessary. The detective, the police chief, and four other officers are also on call at all times.

Officers on call can respond to calls for burglary of a school; arrest of persons apprehended while burglarizing or attempting to burglarize school-owned property; serious damage caused by vandals to school owned property; fires, explosions or arson attempts; and Class B and above offenses that occur after hours and on school property. The GISD police chief outlined these requirements to the city police chief in a December 1999 memorandum.

Custodians have been called to answer 17 alarms in a three month period from August 1999 through November 1999, at an average of five calls per month, lasting approximately two hours per call. The GISD police department does not keep records of how often one of the "on call" officers responds to an alarm.

Custodial personnel and district police said there are frequent dispatch breakdowns. Sometimes officers arrive and there is no custodian to let them in a school. Other times custodians arrive to let an officer in, and the officer never shows up. Moreover, the practice of sending an unarmed custodian to answer a burglar alarm because he has a set of keys unnecessarily subjects the custodian to danger and exposes the district to possible liability in the event a custodian is injured.

#### **Recommendation 129:**

**Develop a policy and procedure for responding to burglar alarms that does not allow custodians to answer burglar alarm calls.**

Instead of alerting a custodian, the Ball High School 24-hour security guard should respond to all alarms. If necessary, the on call officer could be dispatched to Ball High School to cover for the Ball High School

officer. Keys to the buildings along with maps of the hallways will need to be kept at the Ball High School GISD police office.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The Chief of police develops a new policy and procedure for responding to alarms that does not allow custodians to answer burglar alarm calls and notifies the City of Galveston police department.	July 2000
2.	The director of Operations notifies custodians that they are not to respond to alarms.	July 2000
3.	The Chief of police notifies Ball High School security officers or guards that they must respond to all alarms.	July 2000
4.	The director of Operations provides the GISD police department with a set of keys, maps and blueprints to all GISD buildings.	August 2000
5.	The Chief of police determines if it is necessary to dispatch the on call officer to cover for the Ball High School security officer responding to the alarm.	August 2000

**FISCAL IMPACT**

There would only be a cost if the district determines that the GISD police officer on call should cover for the Ball High School officer while the officer responds to the alarm. The cost would be the difference (\$7 per hr.) between the cost of a custodian (\$8 per hr.) and the cost of a police officer (\$15 per hr.) for each two-hour call or ( \$7 per hr. x 2 hrs. = \$14 ). Using the difference of \$7 an hour between the police officer and the custodian's hourly salary and the average of 50 alarm calls per school year, the additional cost would be no more than \$700 or (\$14 for two hours x 50 alarm calls = \$700).

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Develop a policy and procedure for responding to burglar alarms that does not allow custodians to answer burglar alarm calls.	(\$700)	(\$700)	(\$700)	(\$700)	(\$700)

**FINDING**

Some GISD schools have little or no two-way communications capabilities. Classrooms at Ball High School are equipped with panic

buttons that allow teachers to dispatch an officer if there is a classroom disruption. The button also allows two-way communication with the GISD police department dispatcher. Though the reception is not always clear, it does allow police personnel to assess the situation in the classroom.

While the ability to communicate with the police department or the central office is in place at Ball High School, other schools do not have that option. Several teachers indicated that there have been instances when a student became violent and injured a teacher who was unable to signal anyone for help.

**Exhibit 12-22** indicates the two-way communication level at all GISD schools. All classrooms at Ball High School have panic buttons. Other schools have public address systems, but calls can only be made by the office, except as noted in Exhibit 12-22.

**Exhibit 12-22**  
**GISD Two-Way Communications Capabilities**

<b>School</b>	<b>Two-Way Communication Ability</b>
Stephen F. Austin Middle School	One radio kept by assistant principal.
Weis Middle School	One radio formerly used by GISD police department, kept by assistant principal, principal and secretary.
Central Middle School	One radio kept by assistant principal.
GACE Alternative School	On-site GISD officer has a radio, and each classroom can initiate a call to the office.
Alamo Elementary School	None.
David G. Burnet Elementary School	Five cell phones located at various locations in school hallways.
L. A. Morgan Academy of Fine Arts	None.
Gretta Oppe Elementary School	Ten call switches located in hallways throughout the building.
Gladnie O. Parker Elementary School	None.
Rosenberg Elementary School	None.
San Jacinto Elementary	None.

Charles B. Scott Elementary	None.
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*Source: TSPR survey of school principals, January 2000 and equipment report from Maintenance Department.*

Many districts have provided telephones or other communication devices at strategic locations in the building or in every classroom. For example, some districts use phones that also work as two-way radios.

**Recommendation 130:**

**Provide communication devices in every classroom or at strategic locations at every campus.**

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent instructs the purchasing department to evaluate the available two-way communication technology and prepare a bid for phones/radios.	August 2000
2.	The purchasing department reviews bids and selects the equipment for installation in schools.	September 2000
3.	Communication devices are installed at schools and school personnel are trained to use them.	November 2000

**FISCAL IMPACT**

Placing five phones throughout ten schools, at a rate of \$100 for each telephone, the cost would be \$5,000 or (\$100 per phone x 5 phones = \$500 x 10 schools, = \$5,000 one time cost). Adding the two-way radio feature would cost an additional \$50 a month per phone x 50 phones for a total of \$2,500 x 12 months of service, totaling \$30,000 per year. It would cost \$35,000 to place phones in all ten schools the first year due to a one time cost of \$5,000 + an ongoing cost of \$30,000 per year for the additional two-way radio feature. As technology costs decrease, the district's goal should be to place phones in every classroom.

<b>Recommendation</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Purchase five telephones.	(\$5,000)	\$0	\$0	\$0	\$0
Add a two-way radio feature to each telephone.	(\$30,000)	(\$30,000)	(\$30,000)	(\$30,000)	(\$30,000)

<b>Net (Costs)/Savings</b>	<b>(\$35,000)</b>	<b>(\$30,000)</b>	<b>(\$30,000)</b>	<b>(\$30,000)</b>	<b>(\$30,000)</b>
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# Appendix A

## COMMUNITY COMMENTS

This appendix contains comments from a public forum held at Scott Elementary School on November 18, 1999, and focus groups with parents, community leaders, business leaders, and community agency heads. In addition, a focus group was held at Parker Elementary School and at Scott Elementary School and interviews were held with several community leaders.

**These comments, presented verbatim in most instances, help illustrate community perceptions of the Galveston Independent School District (GISD), but do not necessarily reflect the findings or opinions of the review team or the Comptroller.**

- A. Methodology / Summary of Results
- B. District Organization and Management
- C. Educational Services Delivery
- D. Community Involvement / Personnel Management
- E. Facilities Use and Maintenance / Financial Management
- F. Asset and Risk Management / Purchasing and Warehousing / Food Services
- G. Computers and Technology / Safety and Security
- H. Transportation / Other

### **METHODOLOGY**

Citizens were contacted and invited to the focus groups by verbal and written communication. At each focus group, a facilitator from the review team gave participants an opportunity to address each of the topical areas covered in this report. The facilitator took notes on a flip chart and transcribed the remarks later on.

The students at the two elementary schools were simply asked to share what they like about school, what they dislike, and what they would change if given an opportunity.

Lastly, several community leaders and GISD personnel were interviewed at their work sites.

### **SUMMARY OF RESULTS**

Following is list of key issues that have emerged from community meetings, including the public forum and several focus groups.



- Many citizens expressed a lack of confidence in the manner in which the district is administered, with the policies related to travel, salaries and financial management cited frequently as examples. There is a general mistrust of the administration.
- High teacher turnover and low pay were cited as problems, and linked together by numerous citizens. The difficulty of rewarding good teachers through means other than moving them into higher-paying administrative jobs is perceived as a major issue.
- Students, parents, and teachers alike expressed the opinion that their concerns are not heard and acted upon. A number of parents stated that they do not feel welcome in the schools. A number also expressed the opinion that GISD fails to maximize opportunities to involve citizens in the schools.
- GISD's textbook distribution policy has resulted in the perception of a textbook shortage among parents. Access to take-home textbooks was said to be a problem at all levels; participants commented that often students cannot bring textbooks home, but have to use the teachers' desk set.
- The condition of facilities is an issue at many schools, with particularly severe conditions in the schools located on the Bolivar Peninsula. The absence of fire alarms and burglar alarms at some schools is a source of concern to parents.
- The system for providing cafeteria meals is perceived as having major flaws. Stakeholders stated that the lines are long and that there is not enough time for students to eat once they have received their meals. Other complaints regarding the cafeteria system focused on the system for making free meals available to students; apparently elementary school students have to remember a series of numbers and students whose accounts are out of balance are stigmatized. However, the current system for providing free meals has apparently been improved upon in recent months.
- The quality of food in the school cafeterias was widely condemned by parents, students and teachers.
- Parents complained about the cost of transportation for field trips.
- Parents and teachers perceive the schools as generally safe; there have been no incidents with guns. However, they believe there is a need for more security officers at the middle school and high school levels and for security officers in the elementary schools.
- Parents and teachers believe that there is an emphasis on preparing students for the TAAS test, at the expense of other types of learning.
- Opinion is divided regarding the Successful for All reading program, with students and parents divided on the subject and teachers and administrators in favor of it.
- Hispanic parents are particularly concerned about the dropout rate and African-American parents are especially concerned about the

policy for exempting students from the TAAS test. Related to the TAAS issue is the perception of many African-American parents that students are placed in the Special Education program so that they will be exempted from the TAAS test.

- With respect to the Special Education program, a number of citizens who participated in the public input process expressed reservations about it. Problems cited include: high turnover among speech pathologists; failure to make a distinction between students with learning disabilities and students who are emotionally disturbed; heavy paperwork burden for instructors; absence of and shortage of special education instructors; and difficulties with securing special education services for children in need of such services.
- Parents and teachers expressed concern about the lack of availability of computers in the classroom, lack of appropriate software, and lack of skilled computer instructors.
- GISD teachers were generally regarded as one of the district's assets.

# Appendix A

## COMMUNITY COMMENTS

### **B. District Organization and Management**

- Strategic planning is lacking.
- Why isn't the superintendent's evaluation available to the public? (two commenters)
- What have the staff and board done to minimize the current deficit? (two commenters)
- How do we have and receive a total administration clean out from the superintendent on down? (two commenters)
- Vote in a new board!!
- The western boundary hugs the Scott Elementary campus, compared to the other three directions and prevents Scott from being a neighborhood school for my five children. I don't think 45th Street is too far away to live and go to this school (Scott).
- The superintendent is not doing his job in communicating with teachers, staff, board, and the public.
- Look at contract management for the entire district.
- Stress is filtering down.
- I filed the original lawsuit and experienced retaliation for actions to family, self, property.
- Who does the teacher evaluation of the fine arts instructors?
- How much money is budgeted for the fine arts for each campus? Is all budgeted money used for fine arts?
- Are there or could there be, district-wide program directors who would be in charge of feeder programs, such as theater arts, dance programs, band/string programs?
- Flagrant travel abuse: trip to Africa - superintendent/financial officer allowed this without reigning in.
- Support for principals may not be as strong as it should be.
- Ball High graduates rarely return to the island after they complete college.
- The school district is not on the cutting edge of anything.
- I never hear how the superintendent is going to be on cutting edge.
- GISD has good teachers and administrative personnel.
- Need more counselors and persons able to deal with crisis.
- The travel policy is an issue.
- Superintendent: status quo keeps him in there. Willingly denied public access to information.
- There is an elite clique.
- I am concerned about the superintendent's evaluation not being open to public.

- I am concerned about children that do not have uniforms in the school. Do they have a fund for children who can't afford uniforms? Will children have to go home if they do not have the proper attire?
- Consider some single member districts and some at large.
- A teacher hit a student without the consent of the parent. The teacher that hit him was a student teacher. The parent reported it to the principal, they had a meeting and did not remove the teacher. After an incident like this, does the district check the records of the employee?
- Why can't the district find a special education (teacher) for L. A. Morgan?
- There is a five year plan for GISD, but they do not follow (it). They do not have anyone to see about the plans throughout the district.
- There is a lack of communication at every school between teacher and principal.
- The administration has not set any guidelines. Money needs to be put back in the classroom.
- There is a lack of textbooks; children cannot take books home.
- The board is a problem. There is racial infighting; the board has its own agenda.
- Board members not educated enough to comprehend the breadth of education.
- Questionable travel of board members is an issue.
- The administration is not supportive of teachers. Teachers do more paperwork. They need better training on new methods - good ones leave.
- My child's school doesn't bring the parents and teachers in for decisions.
- More resources are given to west-side schools.
- The school board attorney's work was questioned vis a vis travel policy. The attorney's response was to say she will only deal with issues in executive session. No board member reacted.
- There are no Hispanic counselors in the high school; GISD had a roving counselor at one time.
- Problem students' records are not maintained. When problems become intense, they can't be helped properly since there is nothing in their records.
- What policy permits a teacher to hit a student in the head with a ball?
- What policy permits a school to place a student in special education in order to exempt them from having to take the TAAS test, in order to improve campus scores?
- What policy allows a school to purposely not call a parent to "substitute" because that parent complained about a problem?

- What policy allows a teacher to place an English-speaking student in a non-English-speaking classroom for disciplinary reasons?
- What policy would allow a school to change a student's teacher 3 times in 3 months?
- When teachers are allowed to resign for disciplinary issues in the classroom, why isn't their new district told of the problems?
- Black students, who were low-performing on TAAS tests, were placed in Special Education in order to exempt them from the TAAS test. A parent who complained and refused the Special Ed. placement was not called to substitute anymore and the school started saying that her daughter was starting to be a discipline problem, when she had never been before. A PE coach hit the daughter in the head with a ball. He told the mother that he did hit her in the head, but it was not intentional. He said he was just trying to get her attention.
- The school transferred the daughter to three different classes within 2-3 months. The last teacher was black and the girl was sent there so the student could "have some peace" for the last month of school. The second teacher would send the girl to the "Buddy Teacher" for disciplinary reasons. This teacher taught bilingual students and the entire lesson was in Spanish, so the girl could not understand any of the lesson. Although two of the teachers have resigned, their new school districts need to be aware of the problems here.
- Children of employees, living on the mainland, can go to any school they want, but island students don't have a choice.

### **Questions Submitted in Writing**

The following questions were submitted in writing at the forum and signed by seven individuals:

QUESTION #1: Why has the Superintendent or the school attorney not informed the Board on staff and Board members who spent more than the allotted State rates on travel and per diem, and why has the Board not enforced this policy?

QUESTION #2: The Superintendent says that the School Board President's travel debt to GISD is paid in full. Since there seems to be some dispute in this matter, would it be possible for the Superintendent to issue an explanation and justification of all expenditures that were used for official GISD business on the New Orleans trip?

QUESTION #3: What was the intent and purpose of the GISD Vice President in using the district and it's (sic) resources in getting Meyer Reiswerg's tax records and inserting them in the GISD Board's packets?

Did this violate State law, or GISD policy and procedure? Was this a misuse of his authority as a Board member? Did the Superintendent violate State or GISD policy and procedure in carrying out this request, and was this legal?

QUESTION #4: The Superintendent contended all year that the Galveston Tax Collection Office was the best deal for GISD because their collection rate was 98 percent. Since the true collection was 96.6 percent:

- a) when did the Tax Collection know (exact date) that their collection rate would not reach the projected 98 percent?
- b) when did Staff know (actual date) that the collection rate would not reach 98 percent?
- c) when was the Board told (exact date) that the collection rate would not reach 98 percent?

QUESTION #5: Who was responsible at GISD for losing the tax collection contracts for the City, Navigation district and Jamaica Beach? How much was the total loss to the GISD budget on the Tax collecting office in both expenses and lost revenue, and were any cost cutting measures taken?

QUESTION #6: The attorneys collecting delinquent taxes were not included in the budget process at any time over the past several years. Why were the attorneys not included, who was responsible for not including them, and why was this not done?

QUESTION #7: The framework for school Board development adopted by the State Board of Education for all public school boards specifically stated under "Unity:: "The Board makes decisions as a whole, only at properly called meetings and recognized that individual members have no authority to take individual actions in policy or district and campus administrative matters." Did the Board President violate or disregard the State guideline for unity in seeking a unanimous consensus form (sic) the Board for approval to take the trip to Africa and withholding information of previous travel violations? Why didn't the Superintendent inform the Board of the previous travel violations prior to the Africa trip involving the Board President?

QUESTION #8: Did the Board President violate her duties as president by: not turning in travel receipts, turning in questionable expenses, not informing Board members of her travel violations, receiving (2) 1099's, seeking consensus from Board members to travel without a proper meeting?

QUESTION #9: Did the Board President and former Vice President violate GISD Policy and the Texas Education Code that states, "Board members shall serve without compensation" when 1099's were filed on them? (sic) If so, what is the penalty for the violation?

QUESTION #10: Did the Board President violate GISD Policy in applying and receiving approval for her Africa trip? Policy states, "the request for absence form/requisition shall be submitted to the Business Office fifteen working days prior to departure if advance payment is requested."

QUESTION #11: How many Board members and Staff members (in the past 3 years) have violated GISD policy that states, "a detailed Travel Expense Report Form DEE-E, (sic) must be filed within 5 working days after the employee or member of the Board of Trustees returns from an absence?" Identify the persons and the number of violations.

QUESTION #12: Was (sic) the Board President and Vice President (past and current) notified for assistance in obtaining proper documentation on themselves and other Board members who have failed to file a detailed travel expense report? Why did they fail to carry out their duties?

QUESTION #13: Why were the Board President and past Vice President allowed to travel after receiving 1099's when GISD Policy states, "further requests from an employee or Board member for travel advances from the district shall not be granted until documentation from prior advances have been received?" How many and what trips were taken by the Board President and past Vice President that were illegal or in violation of GISD Policy?

QUESTION #14: Texas Education Code states that the duty of the Superintendent is to implement policy that the Board sets into place. Who in GISD is responsible for enforcement, sanctions and regulating? If it is the responsibility of the School Board or Superintendent, why have they not done their fiduciary duty and held Board members and staff accountable for their actions?

QUESTION #15: Did the Board President or Superintendent inform the past Board of the Board President's travel problems and probably \$2 million dollar budget deficit prior to her seeking approval on her trip to Africa?

QUESTION #16: In transferring \$59,000 in funds from Function 61 - Community Services to Function 52 - Security, is Board approval required before money can be transferred? If so, why did Staff transfer the money

without Board approval and who was responsible for this action? Were any State laws or GISD Policy & Procedures violated?

QUESTION #17: It is the duty of the Superintendent to implement policy. Is it also the duty of the Superintendent to inform the Board of any policy, ethics, conflict of interest, State law violations, or any other irregularities? If so, how many times has the Superintendent failed to inform the Board and what is the violation?

### **Written Comments**

The following comments were submitted in writing by an individual in attendance at the forum:

I recently learned that the GISD School Board voted to allow children of employees who live off of the Island to attend the school of their choice in the GISD system for no charge. All other students, except for those few who are allowed to attend the school where their parent is employed, are required to attend the school in their zone. Where is the equity? Please allow me to list my objections to this re-instituted policy.

1. The choice of the parent/parents to live outside of the GISD district was made freely by them. I believe that with this decision they should send their child to school in their own school district, not ours.
2. These parents do not pay school taxes on the Island as the rest of the property owners do. They should not be given a free ride because of their position with GISD. This encourages people to live off of the Island.
3. There are many of us that do pay GISD taxes and either do not have children or do not have children who attend GISD. Why should we subsidize children, or their parents, who are not a part of our community?
4. How much does it cost the school district to allow these students to attend at no charge? If we are that well off, why not reduce our GISD taxes before we begin giving education away to those who are not a part of our community?
5. If children from off of the island are allowed to attend GISD at no charge, then the employees who do live on the Island should be compensated. Essentially, these district employees are given a stipend or perk and are allowed to influence local policy.
6. Employees who live in the Friendswood, Clear Lake and larger ISDs seldom bring their children back to this district. It is the smaller, surrounding towns with inferior schools who bring their children back to GISD, however, they live in a community with lower taxes.



7. Local taxpayers must send their children to the school in their zone whether it is a low performing school or not while out of town employees' children are allowed to attend the GISD school of their choice. The school district will deny this, documentation will prove this to be true.
8. When one of these out of town students participates in a UIL activity, whether it is a place on a sports' team, club, play or choir, it robs a local student of that sought after position. This hardly seems fair to our own young citizens.

- This is just another example of how some employees of GISD are shown favoritism.
- No clear goals.
- Facilities, financial management, curriculum - at every level, GISD is re-active, not proactive. Erratic, also.
- There is a lack of planning.
- There is no plan when kids flunked minimum skills test.
- I am waiting to hear what are the goals.
- The board is only as good as the information staff gives it and as it demands from staff.
- The majority of the board does not demand prudent information.
- Need to evaluate at-large vs district representation.
- The regular superintendent evaluation should be public information.
- The superintendent is the only school district's employee that the Board hires and fires.
- The superintendent got a one year extension.
- My overall impression is that GISD is not well managed.
- GISD is top heavy.
- Culture is that teachers should never say anything negative or constructive.
- There are overlapping circles of responsibility.
- GISD spent less per student at San Jacinto than at other schools.
- People can make more money in free enterprise system.
- Re-structure schools so they run like businesses.
- Freshman class started with 1200 - only 400 graduated. How does a less than 1 percent dropout rate compute?
- Make principal comparable to a supervisor in a company.  
Example: HISD.
- GISD needs a real merit system.
- I was required to make a critical statement about my kid's teacher before they would move my kid to a different teacher.
- Teachers feel their problems are not of concern to the administration.
- The school board rubber stamps the superintendent; assistant superintendents rubber stamp the superintendent.

- The tax office's only customer is GISD. They lost their other customers. It was a political decision not to go with the County. The rate of collection is not 98 percent.
- It may require a bond issue to address facilities, but lack of confidence in the administration would cause a bond issue to fail.
- There are long standing issues at Bolivar.
- Ball High School is big and kids only have seven minutes to get to class. They get detention if they fail. Not enough time.
- Bolivar issues speak to distribution of resources; there are 200+ students at Bolivar.
- If a school becomes low-performing, there is no plan to fix it . (San Jacinto has no plan).
- When technology dollars come in from the State, site-based committees are allowed to discuss potential uses. We got faculty input, then the committee decided.
- We get the funds after they've been taken out of other places, for example, Title I funds. Funds are taken out for other programs and employees. The site-based committee had no input.
- Sometimes site-based committee decisions are overruled someplace else.
- The site-based committee is really effective at the Alternative School, but issues as to role and fit in decision-making process arise.
- Are you (site-based committee members) really involved in the decision making; not certain it's justified. When decisions are overruled, it adds to the feeling.
- The Ball High site-based committee is very big; it is rarely overruled - things happen.
- We don't have that feeling at San Jacinto and Weirs.
- Training for site-based committees is missing.
- If the site-based committee decides a certain program is needed on the campus, is it in the realm of its decision-making authority? Examples: BAC class, self-contained Special Ed.; after school programs. It has to be a District-approved item.
- I am concerned about stability of site-based committee membership. New group may not be aware of decisions made the prior year. Faculty turnover affects committee membership.
- Some schools address stability issue (of site-based committees) with two-year appointments.
- Technical assistance visit to San Jacinto caused them to be particularly sensitive to the site-based committee process.
- Parents are not always involved in site-based committees.
- It is hard to have ethnic representation (on site-based committees) across the board.
- There is sporadic or nonexistent district representation on site-based committees.

- At Ball, the district representative attends the site-based committee meeting every time.
- There are lots of splinter groups that don't communicate - staff and administrators. Everyone has his own empire. For example, they were painting the bathroom at one school and locked them all. The principal not alerted in advance.
- GISD is managed fiscally very well.
- The board micro-manages the finances.
- There is not a lot of unity on the board.
- The board is not perceived as particularly capable of running a \$60m corporation.
- I wish the superintendents were more hands-on and more aggressive.
- The school board should establish outcomes, then let the administration perform.
- There is poor board leadership.
- GISD is arrogant.
- Citizens cannot follow the budget; it is too complicated.
- The board doesn't understand the budget.
- What upward evaluation of administration by teachers takes place?
- GISD should adopt a procedure where if an evaluation is not done, administration is not paid.
- Teachers have to sign up Thursday to speak to the Board on the following Wednesday. At City Council, you can sign up that day. Questions are not answered by Board at meetings because the fear of legal repercussions.
- Too much stress on the teachers follows from having to get unprepared students ready to take TAAS.
- Release evaluation of Superintendent to public - accountability issue.
- Stress is not recognized as a worker's compensation claim.
- The school board attorneys are not preventive law practitioners; they should be more proactive.
- Do you get extra money for TAAS pass rate?
- GISD is hiding too much.
- The alternative program kids take the TAAS test, but their pass rates do not show up in the numbers.
- African-American kids are exempted from the TAAS test.
- A "flat" student has trouble passing one or more parts of the test, or has to take the test multiple times. The ARD committee recommends whether or not the "flat" students take the test.
- If you're exempt from TAAS, you don't go into the formula.
- Seventy plus kids were transferred to San Jacinto prior to TAAS test - why, since it's low performance anyway.
- I have no faith in the board, superintendent, or the upper tier of Administration.

- Kids have to be address-certified, but not board members.
- They don't deal well with taxpayers and businessmen - these people would have to pass a bond election. A bond election would never pass with the present regime; trust is lost.
- Location of policy manuals is an issue. Are updated manuals available outside of Superintendent's office?
- Who is responsible for assuring updates of policy manuals?
- Alief has its policy manual online; here we have to go to the superintendent's office to get a copy run.
- Superintendent unable to locate policies upon request - can't find it.
- Questions don't get answered. The board has written questions, but answers are not responsive.
- My kid transferred and got lost in the shuffle; not dealt with as a bright kid. She is a gifted student, but she didn't get treated as a gifted student. Teacher said she had 20 other kids to deal with. I moved my child to a preparatory academy and she is motivated again.
- My grandson transferred and had no problems.
- GISD need an intake assessment procedure for transfers. No one made any moves on it. The district did not invite the parents.
- Lots of parents with fewer resources need some kind of support.
- Has GISD decided that their resources have to be placed with at-risk kids?
- GISD only tests at the end of the year.
- A lot of kids evaluated as problem kids don't pose a problem for my youth organization; this is an example of labeling.
- I don't agree. (with the previous statement)
- Secretaries may be acting as gate-keepers. GISD need a policy regarding this. GISD needs training for gate-keepers.
- Communication among top administrators is lacking regarding programs, for example, when someone leaves, there is an information gap.
- In HISD, the school set up mini- task forces involving teachers, administrators, students and parents and organized around issues; as issues arise and for special tasks. This approach defuses a lot of conflict.
- GISD used to have Positive Action, a self-esteem program. It involved students, community, school personnel, and parents working together. L.A. Morgan was the pilot program. The model doesn't exist any more. It was abandoned because of parent opposition.
- Majority minority schools suffer; they get the leftover teachers.
- Especially the elementary schools
- Less parent involvement
- No buy-in to schools
- Parents in crisis - GISD needs to look at.

- Board makeup (ethnic) - need for more Hispanic representation.
- Over 100 years, we have the second Hispanic in the board.
- There are too many administrators.
- There is low Hispanic representation in management.
- GISD gets into trouble because of a lack of qualified people in leadership roles.
- The newspaper is helping to turn things around. They are not afraid to speak out.
- The school board is diverse; not saying it's diverse enough. Could use more diversity, but some there.
- Start at the board level to make corrections to restore public confidence. The travel policy needs to be addressed.
- The superintendent needs to take responsibility. Also, the board and everyone down the line.
- GISD is short-sighted. They don't look 20 years down the road. They need strategic, long-range planning. Bring in thinkers from corporations and universities. Take advantage of resources in Houston.
- People want the elected officers to fess up to their mistakes.
- People are defensive because they are worried about liability.
- Secretaries used to go through the entire roster and determine who did not live in the district.
- A school board member has moved out of the (single member) district in which he/she resides.
- Credibility is a problem.
- A lot of time is taken up at board meetings with old issues.
- The board stonewalls.
- The teachers do not like ESL. Principal needs to put a stop to that. Sensitivity and professionalism are needed.
- Continuity is needed. Thousands were spent in the past on a strategic plan.
- Teachers are out a lot at in-service training.
- There are lots of subs.
- The Board and superintendent need to take responsibility.
- The Board and superintendent need to correct their actions.
- GISD needs long range planning; look regional.
- GISD needs constraints.
- There is a lack of confidence in the board.
- When seven members are on the board, four members can control every vote.
- We need more Hispanic representation.
- In more than 100 years, the man serving now is the second or third Hispanic on the board.
- Haven't had very many Hispanics in the Administration. We do have one Hispanic elementary program director; also bi-lingual education director.

- The telephone system is a problem, they use voice mail extensively.
- There are limited or no Hispanic counselors.
- There are very few Hispanic counselors.
- The more affluent schools get more money than schools with predominately black students. We are short changed all the time; I want to find out why.
- The dropout rate for African-American kids is high. They don't get a foundation in the early school years.
- They need a whole new group in Administration. The focus is not kids.
- They are spending money on staff travel.
- They need to spend more money on teachers and teacher training.
- The Administration is very territorial. There is a lot of turf guarding. One doesn't know what the other is doing.
- Administration needs to be in the schools more. They need to come and volunteer, walk through.
- We need a district-wide policy on transfers from one zone to another. A parent should have a choice as to whether to move the child mid-school year.
- Too few textbooks (English or otherwise) are issued to students because teachers are responsible for their loss, so what students can pick up in class orally is all that is available to them.
- Zoning patterns are not logical because some of the students are right across the street from a school, but are required to go to a school further away, and no transportation is provided.
- Children of GISD employees living on the mainland can go to any school they want, but island students don't have a choice.
- GISD has a history of implementing programs that address African-Americans and Anglos. Hispanics have been left out.
- GISD lost \$1 million because of the attendance rate. A lot of these kids are Hispanics.

### **Student Comments**

- I don't like the dress code. (numerous commenters)
- I don't like black and white clothing every day.
- I like the dress code.
- I don't like behavior charts.
- I would like no uniforms because some parents can't afford uniforms.

# Appendix A

## COMMUNITY COMMENTS

### C. Educational Services Delivery

- The curriculum has become more aligned in the district in the past five years, with strong reading and math programs. There is more analyzing of data and meeting individual student learning styles. I would hope that the negative publicity of school finances would not halt the monies spent on staff development in reading and math training necessary to keep the integrity of the programs at a maximum.
- I am disappointed with the Gifted and Talented program and SAGE. I thought it was going to be an educational enhancement. The field trips were unexceptional the first year. The exercises were muddled and confusing.
- Turnover affects kids' learning.
- Caring teachers are important.
- The *Daily News* reported that African-American kids are exempted from TAAS. Why? What does it mean; are our kids not at a level to take the test? What is being done to bring them up to the level?
- If kids' learning is not rooted in elementary school, they're lost. Hall walkers at Stephen F. Austin is the result.
- Why was ECRI dropped? What's happened to those kids?
- Identify kids with learning problems and put them in class with a skilled teacher. This is not being addressed.
- How closely does the State monitor the Gifted and Talented program? Only one out of ten are black in the program and there are no Hispanics.
- Selection for Gifted and Talented seems to have a lot to do with the teacher pushing the issue of testing.
- Most African-American parents don't know about the Gifted and Talented program.
- What type of bi-lingual program is provided?
- What bi-lingual counseling services are provided?
- We teach the TAAS, what are we doing about NTBS?
- There are few library books in Spanish, though research has shown that concentrated reading in one's native language increases one's proficiency in the target language. Those which are available are mixed in with English titles and are not easily seen/accessed unless one is specifically looking for said title.
- Content area teachers are poorly, if at all, trained in ESL/sheltered strategies and poorly equipped
- (that is, few bi-lingual and/or low level reading grade level material is available.)

- What is taught for science and social studies in 3rd grade? Do they have books for these subjects? If I as a parent am confused, what about a 13 year old?
- The district has always been supportive of bi-lingual education.
- For TAAS testing - a large # of African-American children are exempt. Why? What is criteria?
- I am concerned that many elementary students do not receive instruction in science or social studies due to time spent on TAAS preparations (several commenters).
- Many agree with this. TAAS *is* the curriculum.
- The math curriculum in the elementary schools ("Opening Eyes") is not meeting the student's needs. And by forcing teachers to use it, the district is taking away the teacher's ability to meet individual needs.
- The curriculum not culturally relevant. Students needs to learn more about the accomplishments/contributions of other groups. Martin Luther King was not the only African-American of achievement.
- Kids are not taught science and social studies. Instead, they are taught how to take TAAS.
- Why did they pick a math curriculum and not purchase the items that go with it?
- Why are there no programs for slow learners? Teachers are told many of our student who do not qualify for special education are just "very low" and working to the best of their abilities. These students are passed along.
- What curriculum? The only thing they stress here is TAAS. They find a way to burn each and every kid's interests.
- Why pay someone from outside these schools to come in and do TAAS workshops for \$1500-\$5,000 daily? Our teachers do their job, but friends of friends get called in to recite chants to get the kids motivated.
- For the last five years, GISD has had a strong reading and math program.
- GISD has a good bi-lingual program.
- You have to stay on top of the program or lose a classroom.
- Teachers are very talented, but not anxious to see that guests are brought in, wined and dined, teach for four hours and get loads of cash for sitting and smiling for the elite.
- Teachers act as mentors for kids who don't pass the TAAS.
- Why do we not have computer programs to assist children that are having problems with reading and math?
- Schools were not given options on computer programs to help our "bubble" children. We had an expensive and inadequate program forced upon us without teacher input.



- We need to be able to explore the computers (at least the children do). They don't do anything but TAAS here from sun-up to the time the bell rings. Thank God for Physical Education. and Art (music also). The computer class has nothing but TAAS materials being reinforced. The computer teacher is busy doing programs for church bulletins, and everything else to personal jobs. Children are learning what they know on their own.
- What is student to teacher ratio?
- What is teacher to staff ratio?
- What is student to staff ratio?
- The student to teacher ratio is too high to facilitate any type of learning. There is too much disruption in the class. (one other commenter agreed)
- Sex education can be improved upon all grades - open, honest to not make religious leaders upset.
- When they graduate, students don't know how to read, write, calculate.
- I am a small business owner and 38 percent from GISD can't spell.
- Students have a lack of orientation to surroundings - libraries, opera house, bird sanctuaries.
- Students lack practical skills - for example, use of phone book; don't know "s" comes after "m," and "n."
- San Jacinto has a good principal.
- There is discrimination; I thought they may have been trying to hide some things in the classroom when I taught there.
- The dropout rate is terrible.
- There is poor communication with the school band; the chairman doesn't live in district. This is arrogance.
- What is the feeder program for the fine arts in GISD, or is there one?
- At San Jacinto Elementary, 55 percent did not take the TAAS test; they consider most of the students Special Ed. That was to bring up the scores at the school. Maybe happen at Weis. Weis put children at different grade levels without talking with parents.
- Ms. Goldhirst (principal) and Mr. Jackson (the counselor) have been very helpful.
- More children need to be sent to alternative education.
- Teachers are always on edge; they pass that on to kids.
- Kids are not taught subjects, but rather taught how to take TAAS.
- Teachers without certification are spending a lot of time in the classroom teaching.
- The science and social studies curricula in elementary school are not good.
- All kids are not coming to kindergarten with equal skills levels.
- How GISD follows students who fail language arts. Some schools have a high failing rate.

- GISD puts a band aid over the problem of dyslexia.
- GISD superficially may meet State requirements; what are we really doing?
- I am concerned about goals and objectives of GISD. Is there a five-year plan? Meetings with department heads to monitor focus on goals and discipline problems that may raise.
- I have been involved with three schools (racially diverse). Quality depends on principal leadership and teacher dedication; very little impact by administration.
- New principal canned multi-age educational program without notifying parents. Were told program would be re-implemented and it wasn't. Rosenberg heard the program was canned from the teachers; not unusual.
- TAAS is what is taught. Good idea turned into Frankenstein.
- Should measure teachers' success.
- TAAS is the curriculum. What happens to the student who doesn't pass?
- The best teachers are motivated to go to schools where TAAS pass rate is high.
- My kids live for Gifted and Talented.
- How district responds to Gifted and Talented varies.
- The Gifted and Talented program has enabled my daughter to get exceptional education.
- We lose middle of the road students.
- Madison High (in Houston) has Saturday mandatory tutoring program; every student involved in extra-curricula activities must attend.
- Weis is a wonderful school. Teachers have made the difference.
- Quality of teachers is tremendous; the problem is higher up.
- Concerned about lack of Fine Arts programming. The director is good.
- What kind of feeder program is there for Fine Arts?
- Who oversees the Fine Arts program; who evaluates Fine Arts teachers?
- No dance and piano at some schools.
- No band in fifth grade.
- Funding for Fine Arts - does it get spent on Fine Arts?
- GISD should have to teach the kids; not provide social services. Social services focus has gotten us off educational services. Example: Social workers who provide ways for kids to be excused from educational classes; when kids can be promoted without meeting education standards; kids who flunked TAAS still got to go on to the next grad level.
- TAAS should only affect high school graduation.
- Want emphasis on 3 R's versus emphasis on TAAS.
- Kids are missing building blocks and there is no summer school.

- Summer school is a joke.
- Teachers are made by administrators and principals to allot too much time to teaching TAAS. Some kids don't get to go to recess.
- Some teachers try to teach other things, but get reprimanded if kids don't pass TAAS.
- TAAS is not a good indicator of performance.
- Kids are being threatened that if they don't pass TAAS, they don't pass.
- Recess withheld at some schools if kids don't pass TAAS.
- Refocus the teachers on the 3 R's.
- Teachers have to have the desire to teach.
- There are some marvelous teachers.
- Teachers' hands are tied.
- Create incentives - pay and bonuses.
- If schools are re-structured to run like a business, teachers would be given more autonomy (clearer objectives, clearer sense of employment skill sets, rewards for performance)
- We have teachers teaching out of their fields.
- GISD had a Mexican-American studies courses at Ball for a while. It was wonderful; it made subjects interesting.
- Scott has a caring principal and teachers.
- My child did well at Scott.
- Never does the teacher have the attention of the entire class (Success for All).
- Does not benefit every child.
- Teachers feel Success for All (SFA) takes away language arts funding.
- Every story doesn't count and the kids know it.
- Other school district's have given teachers and principals a choice to use it or not.
- High teacher turnover causes Success for All (SFA) coordinator to keep training new teachers.
- Is GISD monitoring SFA?
- Re-think SFA; re-evaluate.
- Have students to go back to traditional reading, reading out loud, etc.
- Teachers were told to come up with an alternative if they didn't like SFA.
- SFA was piloted at Burnett.
- GISD was told that no child could fail SFA.
- Program doesn't work for writing.
- Teachers don't embrace SFA; loss of autonomy.
- Political reality is that GISD can't afford to say SFA doesn't work.
- SFA assistants do not teach classes, though they are experienced teachers.
- The librarian has even taken off duties to teach SFA.

- Librarians cannot effectively do their job when they have to teach SFA.
- Title I money has been sucked into SFA.
- SFA can work, but not at the middle school level. It diminishes the children who have to be put in class with third to fifth graders.
- The timing is rigid; strict time allotments. Teachers are monitored.
- Too much emphasis on SFA.
- I like the idea of the kids reading together.
- SFA is tremendous; have seen results.
- A lot of kids at the middle school level are locked at level 3-I.
- SFA is effective 70-75 percent of the time. What is the alternative for the remaining 30-25 percent?
- Re: those not able to read - can't be sure they're reading silently. These kids are slipping through the cracks.
- With SFA everyone is in the same class.
- Success For All is overwhelming and time-consuming. We were not told about all the components. Are we getting fair share of grants? P. A. gets ten million plus. However, money for low performing schools doesn't get to them.
- Is there a technical plan? Is it being followed? Are the teachers trained?
- Parents are not happy with Success for All reading program. It doesn't cover phonics; teachers like it; doesn't do comprehension. SFA was never explained to parents; Johns Hopkins devised it.
- The SFA program has a lot of good components. If it is successful, why are we teaching how to take TAAS?
- SFA is a good program - At Burnett, kids not allowed to bring the reading materials home.
- GISD needs an alternative to SFA for kids for whom it is ineffective.
- There is no program in place for writing and language arts.
- GISD needs to totally revamp special ed.
- I was told they wait until fourth grade to test for special needs and address problem.
- There is high turnover among speech pathologists
- There is a heavy paperwork burden for special education instructors.
- Shouldn't have to be vocal and demanding to get adequate special education services.
- There are too few and no special education teachers.
- I was told my son did not qualify for special services; it took years to find out about services for emotionally disturbed students
- It is hard to get the service even when you qualify.
- Kids are mainstreamed and two of them can't speak.

- They are put in SFA and get frustrated and shut down. Others act out.
- Kids with Diagnosis of LD and Severe LD need help SFA cannot give them.
- The least restrictive environment is not always the general classroom.
- There are not enough Special Education teachers or slots.
- There are 15 children to one certified teacher in Life Skills.
- The Alternative School is not set up to handle Special Ed children; they shouldn't be there.
- Perception is that parents are running the Special Ed program; if parent yells, he/she gets action.
- Autistic children present behavioral problems. They bite other kids and staff.
- Teachers and principals are not being listened to; Administration is controlling the program.
- Appropriate placement of Special Ed children would alleviate stress on classroom teachers.
- ARD staff is being told by Administration what to do.
- Federal language has an impact. Funding influences decisions.
- Special Ed kids need to be taught the skills to be mainstreamed.
- Special Ed kids who commit crimes: I have been told they can't be sent to the Alternative School.
- But it's Federal law (new law).
- Only if they can be properly serviced at Alternative School.
- Special Ed - When parents know something is wrong and have to go before people numerous times and numerous years, something should be done immediately. It shouldn't have to take writing to TEA!
- GISD is quick to throw black kids in Special Ed because of TAAS.
- Special education placement is a permanent part of the record and is a hindrance.
- GISD needs to focus at elementary and middle school levels before kid gets to high school. Not the place to put pressure (high school)
- Teachers are frustrated at being asked to teach Special Ed students.
- SAGE is watered down.
- SAGE needs to be massaged. Man working with massaging it left.
- SAGE teachers split between two campuses at Rosenberg.
- The old SAGE program created problems for kids left behind.
- Old program left some schools out entirely.
- They cancelled French; they are phasing it out.
- They have trouble getting certified foreign language teachers and high turnover at middle school level.
- Teachers should be able to articulate a body of knowledge; there is no publicly articulated body of knowledge kids should know at end of year.

- Teachers work around the clock.
- Parents of accelerated students have to buy graphing calculator. GISD should issue those.
- I like the block classes.
- San Jacinto has come a long way up.
- Box It & Bag It at elementary level: not enough practice of subtraction, multiplication (things they have to memorize); it is hands on; kids can't transfer the skills; don't have memorization of facts. They don't get the higher level thinking skills.
- It is not realistic for every 9th grader to be required to take Algebra I. Some don't have basic skills; some Algebra students haven't passed math since fourth grade. But they do fine on the 8th grade TAAS; (GISD) made the class sizes smaller.
- At Ball High, the pre-AP and AP programs are excellent.
- All elementary schools have grants for three hour tutors.
- At Ball, they are applying for a 9th Grade Initiative grant.
- BESTT program: seniors work with elementary school students.
- Ball High School TAAS Talks are good. Every 10th grader is paired with teacher or administrator they don't know. Kids get a hint that we care about TAAS.
- The context has to be looked at. There are social challenges and GISD is called upon to deliver social services.
- GISD does a darn good job of delivering educational product, but the jury's out on handling of social challenges.
- Ball High does a good job educating students that excel, not necessarily G&T. Great advantage when you go to college.
- I would like to know track record of deal with credit hour student. Ball High has this program going for it.
- It is a struggle for students who do not excel; they get discouraged.
- Division is a factor. (How districts are divided geographically and what realtors tell people about the schools)
- Ball is the only high school perceived as huge (campus size).
- The Chamber conducted a housing survey. Schools were 5<sup>th</sup> on list of people's priorities. Housing affordability was most important. The population has declined over 20 years.
- There is a significant dropout problem, also out-migration. Look at the 8<sup>th</sup> and 10<sup>th</sup> grade data.
- Realtors are encouraging west end locations. There is a perception of west as better than east. Inner-city revitalization is impacted.
- There is a poor perception of Rosenberg and Morgan.
- There is a poor perception of San Jacinto.
- Faculty left Parker when the principal retired.
- Least common denominator drags perception down. San Jacinto, Central M. S. and Morgan structure not doing well as Parker, Oppe' and Weis structure.
- Austin Middle School is in transition.

- Faculty attitude is a factor.
- Ball High is a mixture - majority excellent.
- Teachers who live off the island who have a commute can't give the time after school.
- Wonder if kids are being challenged enough.
- Clear Creek - more homogeneous structure resources are available to parents and kids.
- Inconsistencies across schools - why isn't district trying to replicate what works?
- When teachers generate seniority, request transfer to more successful schools.
- Clear Creek rotates elementary schools faculty as teams.
- When you compare classroom environment at Oppe'/Parker to Morgan/San Jacinto you see a big difference.
- Why is GISD recruiting outside the country?
- There is a universal teacher shortage.
- Perception of elementary and middle school teachers that they have to teach to the TAAS.
- There is a tremendous frustration on part of teacher and parents.
- The school board has a one-vision mind-set to increase TAAS scores.
- There is tremendous pressure on the kids (from TAAS).
- GISD is missing the other components of education that motivate student to succeed and stay in school - literature, science.
- TAAS is a disincentive to stay in school.
- This school district has placed undue emphasis on TAAS because of number of low performing schools.
- Scott excels because of the principal and teachers.
- I think teachers spend a lot of time with excelling children. Average students are unmotivated.
- Regarding the low morale of teachers - children sense when teachers are unhappy.
- Each school operates autonomously - need to work together to find out what works.
- Kids need to be taught to read, write, spell and multiply. No spelling is taught after the second grade.
- Fourth grade is spent learning how to write stories.
- Teachers are evaluated on basis of TAAS success.
- GISD is not educating our children in elementary school.
- GISD should give adequate money for supplies.
- There is a high dropout rate. A low rate is reported.
- Substantial numbers of 9<sup>th</sup> graders did not move to the 10<sup>th</sup> grade. The same pattern prevails for every new class.
- TAAS deters children from staying in school - high school.
- TAAS is the only focus.

- Parents who ask a lot of questions, are seeing their children penalized.
- A lot of the kids who don't pass TAAS get discouraged and drop out. A lot of them get GEDs.
- Children are numbers in the computer.
- People are grappling with "where do I fit".
- GISD needs a forum to make the community aware of what is available to them.
- There is a perception that Hispanic students are disciplined at a disproportionate rate and more severely sent to Alternative School program.
- Minority students quickly get gang label - hard to shake.
- Fine Arts program at Weis:
  - Just a time for kids to get together
  - Waste of time
  - Every 6 weeks, curriculum changes
  - No-brainer type of thing.
- What efforts are made to attract Hispanic counselors?
  - Need to recruit counselors
  - Place more emphasis
  - Create incentives
- There is a long-standing issue about Hispanic counselors.
- GISD is not really pushing in G & T.
- GISD is not getting potential out of the children.
- G & T used to be more structured at the elementary school level. Priorities have changed.
- On the positive side, G & T overall has been good for my child.
- The education is there if you have the core, that is, both parents at home.
- There is a large percentage of at-risk students.
- In the high school population, there are 2,500 students - 50 percent + at risk; someone's going to lose out. GISD needs to look at that whole problem.
- GISD loses children at Central Middle School; they drop out - desperate. GISD need a counselor who understands the (Hispanic) culture.
- Hispanics are top on the drop out rate.
- Hispanic children are doing well at elementary school level, but by the time they reach high school, few are on the honor roll. What happens?
- Adolescence (happens), but dropouts are disproportionately Hispanic, so instruction and lack of counselors should be looked at.



- You have to keep children interested.
- I have seen "fed up" teachers who lack control.
- (My child) couldn't bring home math books - need a uniform policy. This has been brought to Administration's attention.
- Site-based management leads to non-uniform policies.
- GISD needs better services for low income students and students who are having problems.
- We need more teachers certified in their teaching area.
- GISD needs adequate staffing in the gym; at Rosenberg, there are multiple classes in the gym.

### **Student Comments**

- Want more field trips. (several commenters)
- I would change the way that teachers teach.
- The teachers don't care or listen.
- They don't listen.
- I don't like that we have to change classes.
- I like open book tests.
- I like some of the teachers.
- Strict teachers. (several commenters)
- The teachers are too boring, therefore, we don't pay attention.
- Teachers try to help.
- They expect you to pay attention to them, but they don't listen to us.
- I like field trips. (several commenters)
- I like the mini merit parties. (several commenters)
- I like learning different things about our country.
- I would change SFA at the end of the day. I would put PE at the beginning of the day.
- I don't like SFA. (numerous commenters)
- I like it when I go to SFA.
- I like my SFA teacher.
- I would like a better SAGE program.
- I like the nice teachers.
- People don't listen to kids.
- One thing I like about my school is they teach you multiplication at an early age.
- The teachers teach very well.

# Appendix A

## COMMUNITY COMMENTS

### **D. Community Involvement / Personnel Management**

#### **COMMUNITY INVOLVEMENT**

- GISD is generally open to the general public. They need to continue to work on this issue in a non-defensive way. I asked for the budget and was refused; I was told no copies are available.
- The district may be on the defensive now.
- The more defensive the district is, the more aggravated people become.
- There are bad feelings between former/current school board and citizens.
- Oppe' had to divide PTO meetings by grade level because of high attendance. Morgan is the same size and you're lucky to have 15 people.
- There is no one at GISD in top administration who is considered a community leader.
- The superintendent is personable; you can talk to him. He goes to a lot of community functions; he is visible.
- I would like to see energy put into school and business partnerships.
- Unless they need something, businesses are at the bottom of the list.
- GISD needs to do a better job of educating the public and parents about why we have TAAS.
- Also look at parental resources, lack of education.
- Create courses for parents.
- Why not brochures on courses parents could take?
- The communications process has broken down.
- May need financial assistance for parents to pursue education.
- More aggressive help for parents from GISD (is needed).
- Educate the community.
- Provide parental encouragement to read.
- Parents meet more obstacles now.
- Identify informal power structures ahead of time and ask them for best approach and deliver the message.
- Make parents responsible for kid's actions - consequences.
- The school district says they want parental involvement, but in a narrow sense, that is, how the kid is doing, etc., but don't tell them anything about how to teach or evaluate programs. They consider themselves the experts.

- Communication with parents is inadequate; less than in HISD. HISD has a quarterly letter from the superintendent; it goes to every parent. The Galveston mayor includes a letter in the water bill (monthly); the GISD superintendent could do a similar thing.
- Galveston Island has an image problem.
  - Over 50 percent of employees of majors live off island.
  - Told can find better school district off island
  - Housing shortage
- Moody Gardens offers to come into the schools, but gets no response.
- GISD schools have a bad reputation.
- GISD's image has to change. It affects recruitment.
- I was told the presentation of the bond issue was a problem.
- There is no on-going dialogue.
- GISD has a "what can you do for us" attitude.
- Moody Mansion made arrangements for buses, but GISD is not taking advantage of it - can't be bothered with paperwork.
- Mary Moody Northern Foundation and Kauffman Foundation are trying to fund Entrepreneur Training Program (k-8) and GISD is not responsive.
- Parental involvement is a factor.
- There is an aggressive community college; they will provide education free of cost if graduate from high school.
- There is no dialogue between the board and citizens. They don't respond to citizens.
- I asked for calling card bills from travel and did not get them.
- GISD dodges questions.
- There is a lack of after school programs for students and the community.
- There are job fairs at high schools.
- There was a poor response at Ball Career Day to Moody Gardens.
- We are shut out and misinformed.
- GISD has no relationship with the business community; it is disappointing. It is not a priority.
- There is no GISD representative on the Chamber board.
- Moody Gardens gets a good response from elementary schools.
- Teachers want level of parental interest at elementary level that exists at high school level.
- Alternate opinion - high level of involvement at elementary school level.
- Difficult to get public information requests fulfilled.

- Students from Ball High were disappointed at not being asked back the following year to the Rotary Youth Leadership program held at Stephen F. Austin.
- Parents are frustrated and have repeatedly been given excuses on issues that are never dealt with concerning school issues.
- When concerned parents get involved, they - administrators, school, and staff do not in reality, want us there - because we do not agree with or on everything that they want us to so therefore, we, upon making our disagreements known, "they" do not report these issues.
- Don't be fooled by appearances, there is a clique on most campuses. When advice is given, it is not heeded, unless you are a part of that group. They don't really want input on the campuses, unless it is what they want to hear. But when it concerns my children, I'm knocking until they open the door.
- Certain areas are able to raise more money because of parents participation.
- Do we have business-school partners? Who are they? What services do they offer?
- At Moody Gardens, we don't get the Galveston kids for field trips.
- Don't get participation from Galveston teachers for teachers workshops.
- GISD applauds parental involvement until that parent, grandparent, etc. has a concern and does not agree with the "status quo." Watch out, there will be retaliation against parent,. grandparent, and/or their child for conveyed concerns.
- More programs and approaches need to be developed to involve more parents.
- GISD does not want parental involvement!
- Why is there no dialogue with the parents at meetings?
- The board will not answer public questions which causes more distrust and mistrust of school board!
- All volunteer opportunities for literacy are made very inconvenient; would have preferred involvement during day.
- GISD doesn't know of goings on, so doesn't communicate with the community.
- Sixty-one percent of tax dollars go to school district and don't get feedback from school district.
- I have addressed the board; I feel they "tolerated" input, but had a "don't confuse us with facts, our minds are made up" attitude.
- The district mislead us because we thought it was going to be an actual meeting.
- The district makes you feel like you are not wanted there.
- The superintendent did not educate the people in GISD on certain issues that go on.

- No strong PTA - whenever a parent went to superintendent, he says: "I am sorry you are the only one complaining." Parents went to newspapers, TV, radio, whoever that listen to them. Those problems are taken care of.
- Parental involvement is a one-way street.
- Parents don't get information. If we do, it's after the fact.
- Never get the whys and follow up regarding results (of programs).
- When new curriculum is rolled out, don't know why and if it is successful.
- We never get direct answers.
- The board has a condescending attitude toward persons who address the board. This attitude has filtered down to the administration.
- The bond issue failed because of lack of citizens trust. Still not there; trust level is still low.
- Parents do not feel welcome in the teacher's classroom. Is there a policy where parents have a time limit in their child's class?
- Getting the run-around is common.
- They must tell principals to say "you're getting nothing; District won't allow you to do (whatever)."
- I often call the school and get a busy signal.
- We had a Board meeting on Bolivar concerning a new school; no board member except district representative for Bolivar attended; spent a lot of time on non-relevant issues. Nothing but talk when they got to the issue; no deadlines set, no plan, etc.
- We get things from the school, but not the district.
- If school has extra copies (of the *Board Report*), we can get it.
- The district is defensive; they don't encourage open and honest discussion.
- I have no idea what my purpose is on the committees I serve on.
- Burnett was without water for three days and parents never knew until after the fact.
- There are plenty of committed people, but they are not called upon.
- There is reprisal against your children if you rattle cages. Example: told someone was investigating him; person on facilities committee was investigated by school board member; property taxes put in paper.
- GISD needs help with grant writing for programs to get the parents into the building.
- There has been success with funding in some instances.
- Baby-sitting increased attendance at parent meetings at Bolivar. Student Council and Girl Scouts baby-sit and pass the hat for those organizations.
- Institute Hall of Honor at Ball High.
- Improving the operations of the district would improve public relations.

- PTO presidents should meet as a group on a regular basis to exchange ideas, etc.
- Don't know who all the presidents are (PTO).
- Have a few very vocal people.
- GISD should take the time to respond to public comment.
- Parents don't see the *Board Report*.
- Schools should be viewed as an economic development tool. Big businesses don't come (to Galveston) because of the schools. Community would buy in.
- I was asked by teachers why I come everyday for lunch. I was asked to leave because presence was "disruptive."
- Parents feel alienated and intimidated. They don't feel welcome (at some schools).
- I should be able to go and monitor the teacher.
- There is an organization of parents called the Galveston Booster Club. They raise funds for scholarships.
- Portland, Oregon has a good parent booster club model.
- Galveston Partnership targeted schools on the East End. They received a grant, but the schools saw no benefit.
- Hard to get big businesses interested in the elementary schools. The businesses are very tourist oriented.
- GISD could utilize community people better. They could research best practices of other districts.
- GISD asks for opinions, but never implements them.
- Have terrible PR. Example: trip to Africa (trip was irrelevant).
- Realtors are telling people the schools are bad.
- Ball High School has more Merit scholars.
- Need pilot program to implement creative welfare reform; facilities for children of TANF recipients; feed, clothe, and bathe the children.
- School board members invited to meeting at Bolivar, but only the Bolivar representative showed up. Administration representatives showed up, also.
- More parent-teacher meetings desired.
- Austin collaborated with UTMB. Other programs include: UTMB - Health Advancement Grant, Micro Academy at Ball High (64 kids sharing same four teachers), a science specialist who works with UTMB (all schools), and tutors at Burnett.
- There will be a Science Academy at Ball High next year; Ball is going completely academy.
- Galveston Leadership is active at San Jacinto.
- SeaBorne is active at Rosenberg and Alamo
- The reading buddy features in-house peer tutors at all schools.
- These programs are examples of site-based committee activism.
- Schools write grants; there is also a district grant-writer (he's awesome.)

- GISD is improving the Technology and Learning program at four elementary schools and two middle schools.
- There are two district populations, which makes it difficult for District to handle volunteerism equitably.
- There are Coast Guard volunteers at Austin and Burnett.
- UTMB is active at Central.
- Bolivar has good involvement.
- For economically disadvantaged parents, employment hours preclude involvement; many have 2-3 jobs.
- A special schedule of appointments is necessary sometimes.
- The language (Spanish) barrier is still tough.
- Lots of kids do not live with their parents; some kids are homeless.
- At Ball High, 25 percent of students do not have telephones.
- Weis has a big PTO and volunteer corps; so have Oppe and Parker.
- It might be a good idea for site-based committees to come together to exchange ideas and information.
- Alternate opinion: Principals have many demands on time; no time to come together.
- Even a sharing of site-based committee minutes would be good. For example, Ball High would get the minutes of middle school site-based committees.
- Parental involvement is discouraged by the principal at my child's school.
- GISD is not favorite of the philanthropic community.
- Retaliation (for speaking out) is an issue.
- At campus level, there are okay to good relations.
- Top administration has lost touch - has "us" vs "them" attitude.
- We can't get answers.
- There is mistrust of top administration.
- There are stacked agendas.
- Top administration is in a defensive mode.
- Changes require a scandal - for example, City, Galveston Housing Authority, GISD.
- You have to go into attack mode to get attention.
- I was rudely shut up at a board meeting - chunks of roof were falling into the school pool.
- The findings of the Facility Committee took a year to get passed.
- The process for speaking to the board is unfriendly.
- Board public relations have not improved, instead they have worsened.
- Issues/problems drag on.
- Conflict resolution skills are lacking.
- Arbitration is needed.
- GISD has been supportive of United Way in three areas in prior years: have had at least one board member from GISD; one participant in allocations process; employee campaign (\$10-15,000

neighborhood). Individual campuses and all departments and operations groups all participate.

- In 1997 Superintendent was community campaign chair for United Way; it was a successful campaign.
- Mr. B. sits on the Communities in Schools (CIS) board as treasurer and is available for any consultation and support. He has given the organization carte blanche. Community in Schools has a contract with GISD. CIS has buy-in from superintendent and principals.
- Experience with senior citizens programs: it is a relationship that needs attention; I have been unable to launch a positive program for integrating older people into the schools in more formal ways.
- There are elementary children's program for seniors; San Jacinto would like to have that interaction going on all of the time.
- Program development goal desired, involving grant-writing, etc.
- There are lots of ways to work together that could happen.
- Examples of mentoring programs exist nationally, also safety and grandparenting programs.
- Have worked with assistant superintendent for Administration in the past.
- Identification of a point person in Administration would be good (liaison person).
- Dr. B. serves on Race Relations Committee.
- Dr. B. directed us to the right data collection people.
- I have been asked to speak at Black History programs and Career Day activities. Would like to see a person whose role it is to work with these types of efforts - coordination function.
- YMCA has an after school program.
- We have used Ball High School's pool and gym.
- There is no plan in place.
- The principal has say-so (as to the use of the school building).
- Schools should be open to the public at all times - they could be language centers, etc. Now, they shut down at 6.
- Schools should be more available to organizations.
- It puts undue pressure on staff to make those decisions (regarding building use). Need written policies.
- GISD needs a strategy to open dialogue.
- I would like to see more use of schools as a facility.
- Resources can be money, partnerships, etc.
- This will affect costs.
- Mr. B. is supportive of the scouting program.
- B. Robinson serves on Isle District Committee.
- GISD is generous with facilities use.
- Alamo has an in-school scouting program where scouting is in the curriculum.



- There are six After School Scouting programs: Central and Austin Middle School (partnered with CIS) and Burnett, San Jacinto, Scott, and Rosenberg (partnered with YMCA).
- A tremendous at-risk population results in need for supports.
- GISD does a tremendous job.
- GISD does a poor job of getting the information out.
- GISD seems to operate in a vacuum. Sometimes there are differences about how to deal with the kids' problems.
- Boy Scouts has a value-based program, Learning for Life. It costs; needs sponsorship. Half of Boy Scouts' participants are at-risk.
- Get information to parents and community about programs.
- GISD doesn't have a Volunteer Coordinator.
- Communities in Schools' goal is to be in every school; we will help the counseling situation. There are no GISD resources required.
- Counselors should deal with grief, fear, and frustration.
- There are student assistance programs in all schools that help students deal with fear, grief, etc.
- Get national organizations into the district, such as Vista, Peace Corps, National Association of Business Administrators, retirees, Organization of Retired UTMB Employees, Conservation. Need a community resources person/liaison - not a public relations person.
- No one sees the *Board Report*.
- There is an adversarial relationship between GISD and the local media. It causes everyone else to stay away.
- GISD does not call upon the community for support.
- News appears to target entities, the entities fire CEO and go into state of dysfunction.
- Other avenues district could use to generate information are not being used, such as membership on Chamber and other business organizations.
- They isolate themselves.
- They need to work more closely with community.
- The Galveston College collaboration is good (college credits available before graduation).
- GISD does a poor job of partnering with DARE. Part of the problem is lack of social skills, behavior in society.
- GISD has good rapport with Galveston College; students can get credits prior to graduation.
- The Census Compliance committee needs support of the schools. The program has gone to GISD, but chances of implementation look slim.
- We need a community resources person/liaison - not a public relations person.
- Parental responsibility; community needs to get involved with kids without role models. Create mentoring program. Experiences mentors develop leadership and increase retention of students.

There was a similar program for Hispanic students at my law school.

- GISD used to have a Mexican-American Club.
- Adopt a model involving parents with different types of programs.
- Kids hang separately; need to get kids to cross the lines.
- There is great parental involvement at elementary level.
- Two board members have expressed a sincere interest in public input.
- GISD image hinders. Why invest valuable resources in GISD is the attitude.
- Lot of parents work in businesses and that's why business involvement lags.
- (GISD has) great programs with Galveston College.
- (There is a) collaborative program with UTMB in sciences.
- Project Graduation is well supported by the business community.
- GISD should be more open; they should not take a defensive posture.
- Starting in 2001, every student will guaranteed first two years in college. GISD role was to collaborate with the college. Many parents don't know about it. Can get GED, also. Long term involvement for business. (Universal Access-Galveston College.)
- Communication between Administration and parents is lacking.
- Ball High Career Day is under-subscribed; set at 3:30 p.m.- bad time, thought 6 p.m. was good for parents and students.
- The bulletin goes to employees and staff of GISD, not to parents; we need monthly general information about the district.
- School menu: costly, so can't get them for parents; used to be printed and distributed once a month - now, you get it annually. If you lose it, you are out of luck. It would be cheaper to give out to everyone every month.
- GISD should be more creative and invite business in, for example, develop a course in banking and invite banks to teach.
- It's hard work to speak to the board. People can't speak at board meetings unless they have made a reservation to speak for three minutes and tell the board what they want to discuss.
- Could have a lot more parental involvement. Could go all out to invite parents into be classroom aides.
- Maybe people don't feel empowered. We have three or four millionaires who have controlled things for years.
- GISD needs to be more innovative. Involve universities, AAMA-type organization.
- Start with the community; people don't know the capabilities of board members. Educate the community.
- Educate the administration and school board.
- Communication is lacking between the community and the school. There are a handful of volunteers - the same ones.

- If you want to volunteer and work full-time, there are not many opportunities to do that.
- Not everyone can take lunch to volunteer.
- There is an annual calendar.
- There is very little information from the administration. Everything else, kids bring home from school.
- On the whole, GISD does a pretty good job of information dissemination.
- The school does (a good job of information dissemination)- yes, the administration - no.
- The *Board Report* is distributed through schools and at the Administration Building.
- Put the *Board Report* on the web.
- GISD needs an oversight committee to let the board know what people think. It would consist of citizens, staff, and board members and would involve sitting down to discuss the problems and how to improve things.
- I never see the *Board Report*. I don't know if it's available. If it's available, you have to go to the Administration Building to get it.
- I would like to see the board minutes posted on the web-site.
- A ten-day answer on questions to the board is desired.
- There is no communication with alumni to get help.
- I would like to see town hall meetings between the board and parents.
- The athletic director has organized an athletic fund-raiser - a basketball game and auction.
- Alumni who are computer specialists would probably be happy to help with the web-site.

## **PERSONNEL MANAGEMENT**

- The Personnel Department is totally inefficient and unfriendly!
- Why is there only one person in charge of insurance changes and if that person is out for any length of time, you could be out of luck!
- GISD has trouble getting qualified teachers.
- There are not enough Hispanic teachers.
- Why do we need to go to Spain to hire Spanish teachers? Could we not visit the Valley area and recruit there?
- The upper level administrators in these schools get paid big bucks. They take the credit when indeed it is the lowly paid within the district keeping the schools going. Teachers, janitors, para-professionals and volunteers just do all the work and watch everybody's pocket on top getting thicker.
- The custodians did not even get a cost of living increase. Staff quit. Not replaced. Everyone has to chip in and do her work.

- Work that counselors are given to do has nothing to do with counseling, for example, dealing with schedules, record keeping.
- Teachers are paid the bare minimum, while administrators are pulling 5-6 figures. We are spending our money for classroom materials and incentives with no reimbursement, why?
- (another commenter agreed)
- All are paid the same, no matter what job they do.
- The ratio of African-American teachers to students is disproportionate. Needs to make a more concerted effort to recruit/retain African-American role models for our students.
- Ball High: Why when teachers ask to attend staff development courses off the island that would greatly benefit our students needs are we denied?
- We must sign a contract before we know what our salary will be -- - why?
- GISD needs incentives for training for teachers to become Hispanic counselors years ago.
- We need more professionals in the area of behavioral management.
- Information from seminars - teachers are getting it second hand. Why not send teachers who are going to be using the material in their classes?
- First concern is the district has a problem getting teachers, started three years in a row with permanent subs. Children are not getting the best education like this. District lost three experienced teachers to surrounding districts. They are leaving because other districts pay more, negative publicity, funds are being spent not in the class, but the superintendent can go to Africa on an education research trip. Went for a week and spent two hours there; spent \$5,000 range.
- Why can't the district find a special education teacher for L. A. Morgan?
- Good teachers are disappearing.
- There is no Hispanic counselor at the high school. A teacher plays the role.
- GISD is planning to hire a bilingual social worker, a person with a bachelor's degree. This person is not a counselor.
- Teacher pay is not competitive. This makes it harder to compete against other districts for bi-lingual teachers.
- GISD needs tuition reimbursement and time release for teachers who want to prepare to be counselors.
- Why is it that GISD goes out of area and hires for "power" positions, instead of other qualified Galvestonians?
- Ball: new principal not from Galveston - why not promote assistant principal?
- Incentives like Texas First or community college opportunities are not known in school district.

- The superintendent is not from Galveston.
- There is a big turnover in teachers. There are too many first year teachers.
- There is nepotism; a principal is related to the superintendent.
- When principal moved from San Jacinto to Scott, she took 18 teachers with her. Not only that, they let some students transfer also!
- Look at personnel policies; the way teachers are paid for attendance; no incentive to show up.
- Teachers gone a lot dealing with administrative responsibilities.
- High turnover of teachers is pervasive.
- High turnover of bilingual teachers also.
- Low pay.
- There is high teacher turnover at Morgan.
- People quit and cross the causeway to make more money.
- New teachers don't get paid until September 25th; I started August 10. I had to borrow money and camp on the beach.
- We are now paid monthly; GISD should change to twice a month.
- There is no option; you are paid across 12 months.
- Masters degree only gets you \$600 more per year.
- Tuition reimbursement is non-existent.
- The pursuit of a Masters degree is looked upon with disdain, because of time away from the district.
- New teachers' salaries are higher than those who started several years ago.
- Para-professionals are lumped in with Administration to justify size of increases.
- Para-professionals have essential duties, but their pay is low.
- We could do something positive if we looked at personnel policies without spending big dollars.
- GISD is missing the boat on not telling employees what good health insurance they have.
- The health insurance premium is burdensome for paraprofessionals, single parents go without.
- Good teachers leave often.
- Should implement tuition reimbursement for paraprofessionals; pay tuition based on grades. Ask businesses to guarantee a job after completion; have participants sign a contract committing to five years.
- Teachers are not treated like professionals, for example, telephone time is monitored.
- There is no way to get rid of a bad teacher.
- Teachers need to be treated with respect.
- We have a teacher appreciation day at San Jacinto.
- Starting pay is low; teachers get experience and leave.
- Reallocate dollars for students; give teachers autonomy.

- Finding and retaining qualified teachers is a challenge.
- Teacher salaries are inadequate.
- Supplies from staff and administration needed for new classroom teachers.
- Some schools' mentoring programs for new teachers work, especially elementary schools and some don't (middle schools and high school).
- Recruiters should tell prospects the truth.
- Some recruiters do tell the truth.
- Recruiters focus on the weather vs the good parts about the school district.
- Central has hired new math teachers.
- Teaching certification information provided by GISD is inaccurate.
- Some principals walk new people over to the Administration Building; that is effective.
- Organizational problems: after getting certified, kept being told that certification was lacking.
- There is discourtesy to new teachers who call the business office.
- The discourtesy is not just extended to new teachers.
- Low pay for everyone; support staff, clerks, cafeteria. Everyone is below the State average, except persons at the top level (of Administration).
- Brand new teachers making as much as experienced teachers. This hurts morale.
- We need encouragement for teachers to get degrees:
  - no incentives
  - not worth getting Master's (degree)
  - other districts near GISD pay more for Master's (degree)
- Above the Master's degree level, teachers are only paid \$500 a year more.
- Many teachers have loyalty and longevity and are gratified with teaching.
- Instructional staff turnover is no greater than anywhere else.
- Bad morale of teachers is a concern.
- I am not sure morale at Ball High is low compared to other districts. There are a large number of teachers in attendance at football games.
- The principal at Ball has pulled the team together.
- Morale is affected by media coverage.
- GISD has to be willing to get rid of problem teachers.
- I want teachers to be more positive.
- The BESTT program at Ball High is exemplary. It fosters future teachers. It involves mentoring with a classroom teacher.

- Lack of support from Administration is a universal teacher complaint.
- Teacher professionalism is an issue. Teachers should leave personal problems at door.
- There is a changing work environment - more working mothers.
- Question effectiveness of personnel - certified teachers taken out of the classroom to perform other functions.
- Turnover is an issue.
- There are a large number of administrators in the Administration Building. There are administrators, assistant Administrators, directors, assistant directors, and secretaries.
- How many are required for a district this size?
- Are we making effective use of personnel?
- Exit interviews - look at.
- Look at foreign recruitment.
- GISD has more dollars per student than Clear Creek and Clear Brook where teacher pay is better; they have less administrative costs per student.
- School Board attorney work was questioned vis a vis travel policy. Attorney's response was to say she will only deal with issues in executive session. No Board member reacted.
- We need more background checks, at every level, everywhere.
- D.P.S. will do this (background checks) for \$1 per person.
- Does GISD train everybody to do their jobs?
- Substitute teachers have inadequate training; need to focus on the range of issues they will face.
- Hire principals that know how to handle cultural and ethnic groups.
- School District pays for medical and life insurance (since 1976).
- There are a high percentage of personnel who live elsewhere. This diminishes caring and accountability. Also, makes after school activities more limited. Parent-teacher meetings are affected also.
- The per diem for teacher seminars is minimal.
- The man at the top controls all those who work for him.
- GISD can make it very uncomfortable for you, despite policies and procedures.
- With respect to the grievance procedures, it depends on how strong your teacher organization is.
- Insurance benefits aren't bad. You get a fair deal, for the most part.
- Every other Thursday, principals meet with the superintendent.
- Ball High principal had no prior experience with minority students when hired. A Spanish-speaking person would be good.
- The athletic director at Ball High is inexperienced.
- They need to look at the personnel policy.
- I have seen teachers having to leave in January, due to not getting certified.

- GISD needs consistent implementation of personnel policies and procedures. No favoritism.
- GISD needs cash incentives to bring qualified people in.
- GISD needs to create incentives to stay on the island. They once offered Anglos incentives, but not Hispanics. Bilingual teachers make more in Pearland. There is no incentive pay; other districts pay extra for bilingual teachers.
- There is a tendency to put personality ahead of principles.
- GISD leads through shame; there is not enough acknowledgement of positive behavior.
- There is low pay compared to other districts.
- Incestuousness creates conflict of interest.
- There is high turnover among principals, vice-principals, and counselors.
- Hire Galvestonians who will stay here; too many teachers live elsewhere.
- GISD needs to encourage people to want to be here.
- The policy of docking teachers for the entire day if they have a doctor's appointment at noon results in some of them staying at home for the entire day.



# Appendix A

## COMMUNITY COMMENTS

### **E. Facilities Use and Maintenance / Financial Management**

#### **FACILITIES USE AND MAINTENANCE**

- Weis Middle School is over-crowded. Central Middle School has empty classrooms. Why are boundaries not moved?
- Scott: Custodial staff has to work in unbearable conditions in Spring and Summer months. A/C cut off after everyone (staff, students, principal, and teachers) leave.
- Scott: Building temperature in cafeteria has never been adjusted. Told that adjustments are made, but not so. Many classrooms are either too cold or extremely hot!
- Adopt a quality management program that includes teams of stakeholders (parents and students, staff and administrators) to address recurring problem areas. (two commenters)
- The Alternative School needs rebuilding.
- Why did the board appoint a facilities committee to study such when the staff knew there was a deficit already.
- Why is staff cut in Operations when Maintenance has done the over spending? Therefore, making staff in Operations double their work and be forced to work overtime without pay? (two commenters)
- Morale is at its lowest among our custodians. With low income pay!
- A tour of our schools will show poor facilities planning, maintenance, and capital improvements.
- Why did they not pull the carpet out at Oppe during the summer? Tiling probably will be good, but not *now*. My child will be out of her classroom tomorrow because they are now doing third grade.
- My child says it is always cold in the cafeteria and I know this is true. We have been told everything is on a central unit and there's not much that can be done about it. Why?
- It would be nice if after I know of 25 years there were improvements done to the public school stadium and track! Why are our children still running on cinder and rocks?
- Restrooms in sports practice areas are a problem.
- There is poor maintenance, no capital improvement, etc.
- Will the district ever have an athletic complex where the State track team could actually host events, as well as many other groups within the city, such as special soccer, etc.
- Ball High has a serious restroom problem; some restrooms are locked or they are very dirty. When reported to principals, they did

not know. Head principal knew nothing about it. Icebox needs to be replaced; food spoils in it.

- The girls' locker room has not been upgraded in 25 years; it's dark and dangerous. (Commenter did not specify which school; I think Ball is referenced, though.)
- Took years for us to get a playground.
- Morgan doesn't have a playground; Burnett either. PTO has been raising funds, not GISD.
- Rubber tubs of water are taken out to portable buildings.
- PTO has put in sprinkler systems; when they break or need maintenance, told by GISD "We're not going to fix it."
- No curtains in dressing room at Weis.
- Austin's cafeteria needs overhaul: tables, chairs, a/c.
- Had community people conduct an assessment, but GISD said no funds are available.
- GISD doesn't adequately budget for deferred maintenance.
- Some schools did not have fire alarms.
- It takes media coverage to get attention (paid to facilities problems).
- There is asbestos in some schools; it needs removing. Parents have to sign a form every year (acknowledging existence of asbestos in some schools).
- There is no parking lot at Rosenberg or San Jacinto.
- It may require a bond issue to address facilities, but lack of confidence in the administration would cause a bond issue to fail.
- GISD should not entertain any bond issues for capital improvements.
- Ball High School has a serious restroom problem; some restrooms are locked or they are very dirty. When reported to principals, they did not know. Head principal knew nothing about it.
- The girl's locker rooms at junior and senior high level have not been updated in 25 years; they are dark and dangerous. When they remodeled the school, they didn't look at the whole picture.
- The perception is that the further west you go, the better the condition of the facilities. It may be a function of parental involvement.
- They told the kids that they would get "100" if they brought the letter that says it okay for asbestos to be in the school back signed.
- Central and Stephen F. Austin have asbestos throughout.
- Is there an improvement plan? How do they decide? There may be a lack of a plan that tries to be equal and sets priorities.
- There is overcrowding at Ball High School; Weis Middle School re-zoning didn't help the overcrowding.
- No PTO storage is available.
- Some elementary schools are extremely overcrowded.
- Ball High has excellent custodial staff; most of the schools do.

- Custodians are part of the school family.
- The custodian reports to Maintenance, not to the principal.
- There are air conditioning and heating problems.
- New blinds are needed in the kindergarten wing at Burnett; no response to work order.
- Organization of cafeteria at Ball High is a problem. There are long waits and the layout needs re-structuring.
- Want cashier in cafeteria at Burnett trained before school starts.
- Glad no split campus at Ball High anymore.
- Attention has been focused on exterior, landscaping, etc.
- Encourage to continue to focus on positive aesthetic perception becomes reality.
- It goes back to the front office.
- There are needs related to athletic facilities (at Ball High). There is no track despite an outstanding track program. The tennis facility lacking; it takes a back seat to football.
- There is only a 25-yard pool at Ball High.
- We have been working on community-wide natatorium.

- Funds are a problem - \$2.4m - \$2.8m is needed.
- The facility will be located at 43<sup>rd</sup> and Q.
- The school district has too many irons in fire to focus on natatorium.

- There are definite maintenance challenges.
- Has GISD made list of priorities for most urgent needs?
- It's the alligators in swamp analogy - programmatically.
- Look at partnerships with construction companies.
- Does the district have a long term facility plan?
- We need better facility maintenance.
- There are overcrowded schools.
- Athletic facilities are poor.
- Poorly lighted softball field.
- Ball Stadium is below standard.
- Swimming pool is substandard. Can't host meets. Kids' pride is affected.
- Ball High band hall is too small.
- Is there a facilities maintenance budget?
- Seating capacity for board meetings is limited.
- In 1993, when I was employed with GISD, I kept up with maintenance. Increased responsibility for maintenance personnel, but not increased manpower is needed.
- There have been recent newspaper articles about the condition of facilities, lack of fire alarms, etc.
- Space is highly utilized; packed parking lots indicate a lot of usage.

- They don't make maximum use of space. Ball High is closed up at 6 p.m. The only time it is used after hours is for parent meetings. Could have sewing class, after school programs, community meetings.
- When the community does get space, we have to pay for it.
- At board meetings, seating capacity is limited. They take out two rows of seats.
- Overcrowded because they will go ahead and put in 20-25 and hope for absences.
- They have had to add portable buildings.
- The football stadium is antiquated; the only change has been in the name.
- There is no official sized track; they have to host meets in La Marque.
- There are not enough desks to go around.
- Five gallon barrels of water have been brought into the art room for the kids at Ball High to wash up.
- There is inadequate space at Ball. There is a classroom in a loft.
- Maintenance requests are routinely ignored. There is no money for maintenance. Utilities come out of Maintenance budget.
- GISD is budgeting to take care of asbestos problem at Stephen F. Austin and Ball.
- In summer, GISD continues to have employees work inside the building with the air conditioning off, also at night.

#### **Comments regarding Bolivar:**

- Rural, isolated school within urban district.
- Need a new school.
- Existing facility cannot be expanded.
- Building codes prohibit expansion.
- Portable buildings - two days prior to school started learned that elevation prohibitive.
- 200+ kids; \$3m plus dollars, receive back \$1m.
- Rented community center - two days prior to school opening.
- Poor planning/lack of planning.
- Stepchild.
- Overcrowding causing parents to send kids to High Island or other places.
- Special needs capabilities would be served a new school.
- Consensus on Bolivar is that it will take legal recourse to get action.
- High degree of frustration.
- Trying to get a new school. Need new school.
- Only six bathrooms at Bolivar.
- Art was taught in cafeteria.

- Music is taught in inadequate facility.
- No computer classes taught in any grade.
- Gym too small.
- Space shortage caused leasing of Bolivar Community Building.
- Food brought from main campus to community building.
- Building was not ready for junior high with school about to start.
- Parking lot inadequate.
- Library books are all at elementary level.
- Port Bolivar has facility problems. Port Bolivar feels neglected.
- Bolivar is old and overcrowded; facilities are needed.
- Bolivar Elementary: the concern is the only school across the ferry. The district needs a new school; it is 35 years old. (k-8th grade). Converted the janitor closet into a classroom. Kindergarten and first grade go off campus to classes. Have to drive the lunch to different schools. Waited all summer to have portables on that campus; broke all types of building codes. Taxes \$3.8 million for school taxes. School budget is \$1 million.
- They get desks out of someone else's warehouse; borrow textbooks from other school campuses. The biggest problem is the school is overcrowded; 28 kids three adults in three or four classes. It is not a good learning environment. My main concern is the children suffering in the school. Parents are pushed aside when parents voice their opinions; it's very political.
- Bolivar has raw sewage going down the halls.
- There are horrendous conditions at Bolivar; the building was built for 110 and there are 240. There is no teacher's lounge.

### **Student Comments**

- I hate the desk and chairs.
- I don't like the restrooms.
- I don't like the bathroom because it has curse words.
- It is dirty all the time and I don't like when they make you sit on the floor and the temperatures keep changing.
- I don't like the restrooms.
- I don't like the alarm system.
- I like the playground we have outside (at Parker).

### **FINANCIAL MANAGEMENT**

- This is useful information for the board.
- Why can't the public get a true line item budget from staff?
- GISD does not practice prudent financial management. If they were a business, they would go broke in 6 months.

- Local newspaper articles give the impression that the board is interested in the public trough more than the public's service. I hope you will report on how you see it.
- There is misuse of power; misuse of funds. Example: catered meals; \$10,000 worth of chairs for board members.
- Travel is a misuse of power; there is not a lot of denial, but they try to explain it away.
- We elected these officials - how could they do this to our children?
- GISD is 85 percent budgeted with salaries; not to teachers, but to administrators.
- I would like to see a line item budget.
- The upper level administrators in these schools get paid big bucks. They take the credit when indeed it is the lowly paid within the district keeping the schools going. Teachers, janitors, para-professionals and volunteers just do all the work and watch everybody's pocket on top getting thicker.
- GISD may have funds, but funds sit - no plan for getting the funds out.
- Funding for compensatory and special programs are most needed at at-risk schools and they're not getting it.
- Funding is based on a number of factors.
- More funding gets funneled into East End schools.
- Accounting measures are complicated. Can't track funds.
- Kids' field trips - parents have to pay. Is this standard policy elsewhere?
- Some children don't have the money for field trips.
- Where is the funding for buses going?
- The administration is huge, top heavy.
- The school board is not fiscally minded; only one person on the board has business experience and he voted against the budget.
- GISD got to September without a budget; poor planning.
- I am concerned that one day the district will go broke. They are tapping into the fund balance. There is a trend of budget deficits. They tapped into insurance funds.
- GISD is fiscally irresponsible. They have a short- term view; there is poor planning. They should start now evaluating programs.
- GISD needs a committee of community leaders to serve on a Finance Committee to get a handle on finances.
- Can't assess how resources are allocated among schools.
- School budget is too complicated.
- Federal regulations are prohibitive; e.g. federal funds based on school attendance. Lose funds on non-attendeess. Would be better to just give GISD the dollars. They could better plan and implement. Funding should not be tied to attendance.
- Funds seem to flow to TAAS stream subjects (math gets; science doesn't).

- At Weis, the budget is split equally.
- Freeze put on funds the day before school started.
- Pressure at Ball High - not allowed to have a substitute. Lots of memos on the subject.
- Dollar-saving suggestions are ignored.
- Half of attendance sheets are thrown away; with block scheduling, classes are Mondays, Wednesdays and Fridays and Tuesdays and Thursdays, but all five days are printed each day and this is wasteful.
- From San Jacinto perspective, GISD gives schools lots of money.
- Lot of variation regarding funds available for supplies; seems to depend on principal.
- The copy machine contract is horrible - inadequate capacity of machines, improper machines, machines remain broken for a long time. Makes you wonder about the basis for the decision.
- Money is going to pull us out of poor financial management.
- The board is only as good as the information staff gives it and as it demands from staff.
- There were \$3.5 million in budget cuts required(1999-2000).
- Imprudent financial management - borrowed \$1.7 million against insurance fund for basic maintenance. Turnaround will take personnel changes - starting at the top.
- Revise payroll operations - errors in deductions.
- GISD needs an independent panel to hear employee complaints, like Port Arthur ISD.
- Review expense for legal services.
- How are priorities established for what needs to be done?
- Travel policies needed; enforcement not challenged.
- Consistency is needed (travel policy).
- Discretionary funds - what part can the public influence?
- There is a problem of management of records of board members.
- Policies are not followed.
- Teachers pay is low and that of aides also.
- Pay and duties are not aligned.
- We need a superintendent of Finance.
- They have recently had a problem with records management. Receipts aren't turned in; policies not followed.
- Newspaper accounts point to a lack of accountability.
- Pay for superintendent seems out of line.
- Teachers are still low on the totem pole.
- Teachers aides salaries are disparately low.
- Bi-lingual teachers put in a lot of time.
- Some administrators are paid too much.
- It is easy to create new policies, for example, opening new schools for delinquent students.
- Some administrators are paid too much.

- It is easy to create new positions, for example, opening new schools for delinquent students.
- Ineligibility of duties for pay is a problem.
- GISD takes principals nearing retirement and puts them in Administration. Seems autocratic; may be a reward system. Don't know if they're to coast.
- Financial management is a joke.
- GISD needs to be run as a business - a profit-making business.



# Appendix A

## COMMUNITY COMMENTS

### **F. Asset And Risk Management / Purchasing and Warehousing / Food Services**

#### **ASSET AND RISK MANAGEMENT**

- We need a better health insurance carrier - prescriptions cost us \$20 a pop.
- Why was \$1.5 million taken from the (surplus) health insurance fund to give pay raises? Now employees are being told to pay more, leaving the funds' future in jeopardy.
- They don't appear to have asset tracking systems. (Example: donated computers couldn't be tracked).
- There is no insurance on equipment.
- They stonewall workers' compensation claims.
- There is carcinogenic chemicals use; GISD is not managing risk well. They put people in dangerous situations.
- GISD is self-insured.
- There is an untrained safety officer - wears other hats.
- Request number of worker's compensation claims and look at what is related to the facility defects.
- Take-home vehicles should not leave the city of Galveston.
- Look into professional qualifications of director of Maintenance.
- Carbon monoxide fumes in vicinity of Auto Mechanic Shop at Ball High.
- Look into ventilation sucking fumes in.
- Auto mechanics facility and the woodshop are unsafe; they could be shut down by OSHA if OSHA had jurisdiction.
- Principals are responsible for their schools.
- Inventory is controlled building by building, by principals. The teacher is responsible for contents in her room. Accountability is probably lacking at top by board and administration.

#### **PURCHASING AND WAREHOUSING**

- Why do some schools have more modern furniture than others? Austin - bad situation. A lot of PTO are funding special things. This may account for some discrepancies.
- Math curriculum teachers had to go out and purchase or find materials needed for Box It and Bag It.
- New furniture is sitting in warehouses. Those warehouses are also full of school supplies.

- Teachers are buying supplies out of their own pockets. (Need committed teachers - have committed teachers.)
- Each teacher has a budget.
- There is a paper shortage at one school; the principal orders.
- Supplies wouldn't come in because they are not being ordered. They are not being ordered because the money has become unavailable.
- GISD is buying cheap equipment, for example, pencil sharpeners, pens, etc. They wear out more quickly and sometimes equipment doesn't work at all.
- We just got supplies a few weeks ago.
- GISD pays higher prices than it would cost at K-Mart or Wal-Mart.
- We have to order from certain catalogs if can't find what they want from warehouse.
- You have to prepare a bid if the warehouse and catalog don't have it or approved vendors don't have what is needed (for example, educational games).
- It is my understanding that there are storage rooms filled with unused textbooks. However, my 7th grader has no Social Studies book and had no math book for the first half of the 5th grade. (two additional commenters agreed)
- There are not enough textbooks at junior high and Ball High School. Only books are in the classrooms.
- GISD needs to be consistent on purchasing contracts (contracts to local vendors).
- Why do we even have textbooks in the 3rd, 4th, and 5th grade? Teachers must use TAAS worksheets daily! Especially from August through April.
- In high school, Ball, parents must check books out for students because of problems that have happened in the past. If someone was truly responsible for textbooks, students would have to be responsible or not get their report card.
- Lack of textbooks; children cannot take books home.
- Junior high has the biggest problem with textbooks.
- Until this year, we could shop for the best deal and not have to go through warehouse. They don't have some things you need. Now, you have to wait for Purchasing.
- A guy was brought in to do benefit analysis; we never heard from him.
- He did present findings at a board meeting. The report justified increase in administrative salaries.
- At Weis, science teachers had no book. Supposed to get new science books this year.
- GISD does not provide textbooks for the kids at some schools.

- Site-based committee may decide it wants to buy XYZ TV or computer, but can't because of the purchasing process. An example would be a computer for art class.
- We don't understand the vendor list.
- It takes two days to order and two months to get it.
- Local vendors are excluded.
- Bidding on food was and is a grid buy system, so it is unprofitable for my company to bid.
- It (equipment, supplies) is of inferior quality when it arrives.
- I toured the warehouse and was amazed at the amount of chairs, desks, etc. that were warehoused. They said no one asks for them.
- Supplies are deficient.
- Personal items and everything else go through the warehouse to be checked. Thus, it takes a long time to get anything. What is the purpose of this? Also, the warehouse re-packages things that go through the warehouse.
- Good job.
- Look at manner of purchases and expenses.
- This is a limitation on teacher purchasing.
- Big warehouses; purchase things that will never be used; end of the year they auction.
- There is poor accountability at warehouses.
- Better management of purchasing department is needed.
- Warehouse needs better inventory.
- Purchasing is limited for teachers; there is a limited budget. It aggravates teachers to see board members taking trips with the dollars and not accounting for them.
- Everyone should look at the manner in which purchases are made, not just teachers.
- Teachers spend out of their own pockets.
- They have a big auction every year. They sell stuff they probably didn't even need. Teachers go to the auctions and buy.
- Auctioneers let things go for cheap.
- They don't seem to have been prudent with purchasing. Better management of purchasing and more accountability is needed.
- Parker needs cafeteria chairs. We borrow from Moody for special programs.
- We need auxiliary lights for when the power goes out.
- Parker and Weis have a lot of black-outs. It may be a west end problem.
- Thin partitions at Morgan in classrooms create a noise problem.
- I have heard there is a lot of theft at the warehouse. There is poor accountability for equipment and other purchases. There is poor inventory control.
- Waits for supplies and equipment may be caused by bidding procedures.

- Problems with the purchasing agent apparently go back to the superintendent.

### **Student Comments**

- We need better equipment (at Scott).
- I would change the equipment in the P.E . (facility) and we need more things (at Parker).

### **FOOD SERVICES**

- The snack machines stay empty or either are filled on a daily basis. The food looks horrible. It is not appealing to the least degree. There is not enough time to eat on any campus, elementary, middle or high school. Too many students are herded like cattle into the lines and made to eat in five minutes.
- The taste of the food on the elementary campus is off any scale. It's cold and in many instances if it wasn't pre-cooked, it wouldn't have any taste.
- Why have food when so much is thrown away daily. We invite you all to eat the mush that is served to the students. Many teachers eat off campus daily! It's sad when so many children are on free lunch, but can't enjoy it at all.
- More time to eat!
- Better food served!
- Need personnel that can understand English!
- Cold food - nasty!
- Why don't they have different types of food?
- For each day, instead of only on Friday, there is same thing. Pizza all the time, too much cheese.
- Why should the small ones in kindergarten have to remember all those numbers for their lunch. Why did the system change?
- Choices for teachers would be appreciated i.e., chef salads, baked potatoes, etc.
- Ask the kids what they want to eat and give it to them.
- Update equipment at Weis. Food is bad (spoiled).
- Why do our children pay for a full course meal when they do not receive one?
- Ball High students have very little time to eat; they do so in 30 to 35 minutes, but after they get out of line, they have 10 minutes.
- Improve the food in schools.
- Food is cold. They serve very small portions. Servers and cashiers are very rude.
- I am disgusted with the cycle menus - very little variety and repetitive.
- The food is horrible (fast food, non-nutritious).

- GISD may be serving bad food.
- Staff is not adequate for the volume of kids; lines are long and service is poor.
- There is a scheduling problem.
- San Jacinto feeds breakfast in the classroom.
- The PTO was told they could not sell food items to compete with the food service, but snacks are sold in the line.
- I want snack proceeds accounted for and I want the proceeds to benefit the kids.
- In the past, they put food in trash if the kid had negative balance; but PTO set up a fund.
- Kids are given a peanut butter sandwich if there is a negative balance; they feel stigmatized.
- The food portion size for kindergartners is same as for fifth graders. This causes hunger among fifth graders.
- They need recipes that taste good.
- The Alternative School has good food; no fresh fruit, though.
- At some schools, the cafeteria meal is the only hot meal some students get, but the meals are unbalanced (for example, no starch.).
- I give the cafeteria a good review.
- Stop selling crap.
- They are understaffed at Scott and Rosenberg; it takes longer.
- At Parker, they inconsistently open the doors on time. This is true at all elementary schools.
- Maybe they need fewer choices at Ball - a lot of kids don't (get to) eat.
- I have had a good experience at Central.
- They are doing their best.
- The cafeteria manager at Ball High is very cooperative, as is her assistant. I like the layout.
- My daughter says the food is good.
- Alamo and San Jacinto are pilot schools for universal breakfast. It's working.
- No problem.
- Outstanding.
- Ball High is effectively run; there is good attention to contracting to buy food.
- Design has detrimental effect on lines. At Ball, two lines start and end in same point. There is one point of exit with two cashiers.
- Look at contracting out.
- Bad.
- They wanted to build a test kitchen in the Annex - this was a boondoggle.
- There was a contest among cafeterias to save money - where is the saved money going?

- The summer school program has been criticized. Kids teachers recommend are not all performing at low academic levels. Some teachers recommend students so they can get a free meal.
- Don't let fast food restaurants in.
- The breakfast policy is good.
- Kids get a free peanut butter sandwich if they are not paid up.
- The food tastes poor.
- They serve unwashed (wax) apples due to staffing shortages.
- There are long lines.
- Some students have only 10 minutes to eat.
- Ball High has a particular problem.
- Food services staffing is an issue.
- They throw kids' food away if they don't have money; they give them a peanut butter sandwich.
- A lot of kids don't take the lunch forms home because of the stigma.
- The food is cold, portions are very small, and the servers and cashiers are very rude.

### **Student Comments**

- I don't like the food that we get. (numerous commenters)
- I would like restaurant food for lunch.
- I hate that cold, cold, very cold food.
- I don't like the school cafeteria because they half cook the food.
- I hate the food because it tastes like they cooked it in 1503.
- I hate the food.
- I like the pizza.
- I would change the lunch system.
- Lunch lines are too long.
- I don't like how late lunch is.

# Appendix A

## COMMUNITY COMMENTS

### G. Computers and Technology / Safety and Security

#### COMPUTERS AND TECHNOLOGY

- Why aren't there qualified computer teachers in all the schools? Many students aren't being serviced for the future and school is the only place many of them will touch a computer.
- All middle schools are not "computer equipped" equally. Why?
- All students from K-12th grade should be trained on the computer, so few are instead of an aide just turning them on to play games.
- Why do we not have computer programs to assist children that are having problems with reading and math?
- Why aren't the powers that be increasing student awareness in computers?
- Schools were not given options on computer programs to help our "bubble" children. We had an expensive and inadequate program forced upon us without teacher input.
- We need to be able to explore the computers (at least the children do). They don't do anything but TAAS here from sun-up to the time the bell rings. Thank God for Physical Education and Art (music also). The computer class has nothing but TAAS materials being reinforced. The computer teacher is busy doing programs for church bulletins, and everything else to personal jobs. Children are learning what they know on their own.
- IS Department is below standard; living in the '60s.
- The hardware is there, but not interconnected; no E-mail; no instruction.
- Very good program at Weis.
- IS Department response is poor; send in form or E-mail.
- Disparity exists among the three middle schools; that is my impression.
- Why do some schools have computers and some do not? Are we applying for grant to pay for Internet access?
- GISD has only received some on-line access. Alternate School has computers but no furniture.
- Overall, computers are not being utilized.
- Getting better.
- All classrooms at some schools have computers.
- There are Pentium IIs are on the desks of every teacher at Ball High.
- Printers are needed.
- Grant received for CDs and Sony Play Station.

- Teacher training is needed.
- Maintenance and replacement are needed.
- Need to buy software and hardware that works best.
- Could look at cost of hardware.
- Finally - last couple of years have technology, no network, Internet access two years ago.
- Probably at 4 to 10 scale compared to peer districts.
- Improvement is driven by the administration, not the board.
- Wonderful job.
- There is a collaboration with Cisco.
- There is good access at Parker.
- Teachers need training. GISD trains librarians who train teachers.
- It's there, but teacher support and training are lacking.
- IS staff does not treat teachers as clients.
- There is no time for teachers to get training.
- Central and Weis have excellent program.
- Burnett is asking parents to donate for software; should be GISD role.
- PTO put computers in pretty routinely.
- Central is real good at Computers and Technology.
- Offer take - home computers.
- Technology moves fast, so software gets outdated soon.
- GISD should budget for this (software upgrades).
- Old books/old software, no books/no software.
- Charter school is working deals with NASA, UTMB for Odyssey Academy.
- GISD should do this too.
- Let PTO help also.
- I am impressed with the use of computers at Alamo.
- At Weis, the PTO is always funding computers. I read in the paper that schools with at-risk students got a grant for computers. We have low-income students at Weis, also.
- We keep hearing computers are coming; as long as there is a plan, I would feel better.
- I am happy to see that youngsters are exposed to computers. I know that Morgan and Scott kids are exposed.
- Lots of times, they don't have software.
- Equipment goes down at Morgan and it takes a while to repair. It takes a while to set the computer up.
- I have had a good experience at Stephen F. Austin.

### **Student Comments**

- I would like computers in each room (at Scott).
- I like playing on the computer.
- I like computer class.



- I like computers because I want to be a computer designer someday.
- I like that there are computers in each class (at Parker).
- We get to go on the Internet (at Parker).

## **SAFETY AND SECURITY**

- GISD needs to scrutinize discipline and behavior of students.
- I dread going into Austin; it is bedlam.
- Always appalled by discipline at school functions. Why are we not teaching respect for adults?
- Importance of leadership - rotate teachers and leaders.
- Look at ways to collaborate with other city entities, for example, on policing matters.
- Look at collaborating with city police for cost savings.
- Security personnel at high school lack training.
- What are qualifications (of security personnel)?
- What is the budget (of security operations)?
- Handling kids is difficult - requires specialized training.
- My son had to go to court to testify; had to wait for police officer.
- Need to talk to kids in a way that they understand.
- GISD security has done a good job and kept a lot of things from happening.
- Security is needed in all the schools; there are many entrances.
- Sheer numbers have an impact on security.
- How many security? Could we really cut costs by collaboration?
- Clear Lake collaborates (on security).
- The ones who carry guns have certificates.
- Look at contracting it out.
- I had an incident with security; the officer showed unprofessional behavior. The officer said " kill each other somewhere else."
- There are security problems related to size at Ball; problems are inevitable.
- Training is real important.
- Society is more violent, shouldn't be too comfortable - look to be sure staff is sufficient.
- There is a problem with outsiders at Ball.
- There is poor security at entrances; security guards can handle hall roaming.
- Look at model of linking students into family groups, with teachers following them through school.
- There are major discipline problems.
- Expand phone system (so parents can reach the schools).
- Weis, Parker, and Bolivar have positive experiences with GISD police.
- Positive things happen with police at GISD.

- There is quick response from campus administrators.
- Additional training is needed for officers working in the schools.
- At the elementary school level, there are fewer security officers.
- No one is watching the kids get off the bus or when parents drop them off (at L. A. Morgan).
- There is positive interaction with kids.
- Not enough security guards and police officers to cover large campuses.
- There needs to be more input from a specific group when it comes to dealing with discipline problems. Many times, particular students are overlooked because of who they are or who they know. Oftentimes, the students needing strict discipline are left in the classroom to present problems for students wanting to learn.
- Why is there pressure on the staff of our schools to go into neighborhoods without security in order to hold a conference with parents who don't care enough about their child's education to attend a conference on school property? The district should place more on those parents' shoulders than the staff.
- Why are DARE official vehicles parked outside DeElegance Night Club during school hours?
- Why does security walk out skippers?
- The alternative school program should address fine arts. We need other options that capture the interest and imagination of the kids. It should not be a baby-sitting service.
- A Rites of Passage program should be incorporated into the alternative school program utilizing strong minority mentors.
- Restroom problems at Ball High School; no security!!
- Why are GISD "take home" vehicles allowed to go off the island at the end of the day?
- Why was the DARE program dropped even after the teachers wanted it kept in place? (two commenters)
- Our hands, as teachers, seems to be tied in dealing with habitual, severely disruptive students (less than 5 percent). We call parents numerous times, hold conferences, meet with school administrators, etc. The students are sent back to class repeatedly after warnings, being sent to ISS, rarely suspended, etc. The majority of students who are in school to learn are greatly hindered as far as teachers being able to teach. We are made to feel, "what more can you do?" God help you if it's suggested to "Senate Bill" one of these students out of your class. We're told the committee will just assign them to another teacher's class. I thought that the parent/s would have to place the child in another school (private) at their expense, one is accused of being on a "witch hunt" for expressing concerns.

- Why can't every school in this district have their own safety officer and police officer because they are needed. The L. A. Morgan crossing on the 37th and N 1/2 Street side needs a guard.
- Why is the pay rate for the safety officer so low; no minimum wage?
- My child's school has been broken into several times and there is still no security measures that have been taken, such as a camera. Hire a person to watch out at night (minimum wage), or alarm.
- Hate crimes against youth need to be addressed. Hate crimes against youth for bisexual, etc.; alternate preferences.
- I am pleased with Eugene Lewis and security is better at Ball High
- The safety director is outstanding.
- We should not render judgment prior to knowing all facts - students are questioned when picked up and taken to next point without counsel.
- Problems at Ball High have resulted in heavy security at lunch, but need better security in the bathroom.
- There was a bomb threat at Ball High school last year and security took it very lightly.
- Elementary schools do not have any security guards.
- Weis has a very noisy cafeteria; they have a lack of control in the Weis cafeteria.
- More children need to be sent to alternative education.
- Metal detectors need to be looked into at Ball.
- Problem students' records are not maintained. When problems become intense, they can't be helped properly since there is nothing in their records.
- High school administrators are involved in criminal activities - drugs, etc. Kids know that. A parent went to police and police told her to come back when she has five kids to testify.
- At Rosenberg and San Jacinto, teachers are assaulted by students.
- A student should have to go to Alternative School for one year, if the student assault students and teachers.
- It sends a mixed message to students when students are allowed back into the classroom after assault.
- We need zero tolerance.
- Parents should go to classes to learn how to intervene.
- Re-institute corporal punishment - need more discipline; no consequence for actions.
- Corporal punishment is parent's responsibility.
- Student injured security officer and only got three days off.
- More safety officers are needed. More security, more police officers; they (kids) don't mess with the ones with guns.
- Security role diminished.
- Not my job is the attitude; roles are ill-defined.
- We need more eyes and less police and security guards.

- Three detectives - too big a police department.
- Bolivar never sees security.
- Not too many at Ball; I wish police officers would do more. There are hundreds of kids in the hall.
- We need to be able to give them a ticket (kids in hall).
- Ball High School has problem defining discipline roles. Security, principals, teachers in hallway. Everyone says it's someone else's job.
- A new policy is coming out at Ball.
- Security officers at elementary schools wanted by some, not by others.
- When kids ring fire alarm at Ball, all security officers go there, leaving other schools without security.
- There is no choice or control over Security on the part of the principal.
- Alarming is limited to central hallways at Morgan and Parker.
- They do a good job; Gestapo state.
- There is a massive security infrastructure at Ball High. They have a "jail" at Ball High.
- GISD Police "dress blues".
- E. Lewis does an exceptional job.
- How big is the security operation?
- Someone on the staff made a transfer of funds in the amount of \$59,000 after Columbine. Two and one half months later, Staff required approval - typical behavior.
- People are questioning Security's reports.
- Reports or charges are not allowed to be filed - incidents never show up in the statistics.
- Regarding Special Education kids, I was told I couldn't file charges. Later, I was told I could file weapon charges.
- Your classroom management skills are questioned if you write up student.
- I give Security a poor review.
- They need to get rid of the GISD Police Dept; City police could handle security. GISD police manipulating statistics. The City would not have same vested interest.
- The GISD Police Department seems to be a sacred cow.
- My assault not reported to the police.
- The department has been growing; I am not sure it's justified. GISD is reactionary - we cannot prevent a Columbine even if the budget is tripled.
- GISD makes some people take drug tests when they file worker's compensation claims. This is a harassment technique; they are selective.

- You are ridiculed when you speak up. For example, I advised non-use of graffiti removal solvent. Anti-Vandalism Committee students were using it; I got no response.
- It would be cheaper to alarm the schools, than having 24-hour guards.
- I am not sure they have 24-hour guards.
- DARE is redundant to what parents have told their kids.
- People without teaching credentials going into classrooms results in recess for the kids.
- I don't see that they establish rapport with the cops.
- Evaluate using City police for security.
- We want random cameras in classroom and random boxes.
- We want video cameras for classrooms. Also, video cameras for school buses and video boxes.
- The school has been broken into at Morgan and Scott.
- No response to alarm; an 800 number in Kansas is what you call.
- Violence has abated.
- Safety is good.
- They have put security people (Ball High) there as a preventive measure.
- Problem with the size of Ball High, difficult to manage 9<sup>th</sup> graders might do well taken out of that
- Have second and third year ninth graders at Ball who wind up pushed out of the system- get into trouble and expelled or drop out.
- Children get put in the Alternative School that have other unresolved mental health issues.
- Unqualified persons are making the call. Not always using diagnostic tools. Need administrative guidelines re diagnostic work up.
- Sometimes these kids wind up expelled when their behavior was a function of their diagnosis, e.g., autism.
- There is an inappropriate use of guidelines for expulsion.
- Is there enough faculty? Is there enough coordination?
- Elementary schools are very secure.
- Middle schools may be too big, resulting in security issues - kids are getting lost.
- I don't think there is a security problem in the middle schools.
- Children get off campus because it's so big ( Ball High). There are a lot of doors. Kids run in front of cars. It is a risk management problem.
- There are security personnel issues; hiring criteria need to be examined.
- There are training issues.
- Also, hiring criteria for support positions needs to be examined.
- The change to uniforms has resulted in reduction of behavior problems.

- Reduction (in discipline problems) has come from community involvement.
- We have to lick the rest rooms because kids put toilet paper in the toilets at Stephen F. Austin.
- Each elementary school needs a security officer.
- There is not enough money in the GISD police department to staff schools properly. There is a shortage of security staff.
- It is a very secure school district. Visitors have to go to the office. There is no roaming around.
- After Columbine, security was tightened. Teachers even monitor who's in the hallway. We live as if Columbine could happen.
- The coach directs traffic at Scott - nice touch.
- There should be a district wide policy on security.
- I like the system at Oppe'.
- The sign in/sign out system works.
- Staff and volunteers get involved with monitoring visitors to the building.
- At Rosenberg, there was an incident with a hysterical mother and a father who was threatening her. There was no security to deal with the situation.
- There are no panic buttons in classrooms.
- There are surveillance cameras at some schools, but not at others. Central and Austin have them.

### **Student Comment**

- I like the crossing guard at Scott.

# Appendix A

## COMMUNITY COMMENTS

### H. Transportation / Other

#### TRANSPORTATION

- Football players get bus ride home everyday.
- Price to use GISD buses is high, parents have to pay for private buses.
- Where is the funding for buses going?
- GISD takes a wrecker, an empty bus and two policemen whenever they leave the island.
- One can rent buses cheaper.
- Age of buses is a concern.
- Zoning patterns are not logical because some students are right across the street from a school, but are required to go to a school further away and no transportation is provided.
- School buses not used for field trips. Have to pay to use the school buses for out of town trips; charter buses for out-of-town trips; charter buses are cheaper for some reason.
- (It's) working fine.
- Ball bus picks Bolivar kids up at 5 a.m.
- Expensive to use GISD buses. Charter buses are less expensive.
- The District gets upset about the use of charter buses.
- It is cheaper for schools that are close to the bus barn.
- The board investigated, but didn't compare hourly rates to hourly rates; they added a lot of fluff.
- Discipline on buses goes to Transportation Department, not the school.
- The bus schedule causes some kids to lose 20 minutes of instruction per day.
- Bus schedules are set and schools have to adjust.
- Not true - I meet with head of Transportation.
- From Alternative School - very good; get schedule timely and don't get lost.
- Problem with busing Life Skills kids include breakdowns, waits, and little or no communication between Transportation Department and school.
- I have had good experiences with Transportation.
- Buses are going to vocational schools to get students. Two other area school districts are doing the same. Why not pool resources?
- Between sophomore and junior years, parents (of athletes) need to be told things they need to do; should focus on curriculum requirements, as well as athletic requirements.

- Drivers are great, but to be picked up for before or after school transportation, one must guard their child or do without. Which is exactly what I've had to do. Your child either stands on a street corner four blocks away from home or if he's lucky, he can be in front of an apartment complex where 10 other kids can be picked up.

## **OTHER**

- There is no tax base.
- There is a high poverty rate in Galveston.
- There is a vicious cycle involving real estate costs and school quality.
- Taxes are higher.
- It gets down to voters and parents - voters' turnout low - less than 100 votes for 3 people.
- The tax base needs to be increased. One-third of the land mass is tax-exempt. GISD is a poor school district.
- There are hundreds of homeless children.
- GISD homeless program has come a long way in recent years.



# Appendix B TEACHER SURVEY

## A. Demographic Data

<b>TOTAL RESPONSES AS OF January 3, 2000</b>	<b>378</b>
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### Circle Answer

1.	Gender (Optional)	Male	Female	N/R					
		17%	72%	11%					
2.	Ethnicity (Optional)	Anglo	African American	Hispanic	Asian	Other	N/R		
		59%	16%	8%	0%	2%	16%		
3.	How long have you been employed by Galveston ISD?	1-5 years	6-10 years	11-15 years	16-20 years	20+ years	N/R		
		37%	18%	10%	7%	24%	3%		
4.	What grade(s) do you teach this year (circle all that apply)?								
	Pre-Kindergarten	Kindergarten	First	Second	Third				
	1%	7%	9%	6%	12%				
	Fourth	Fifth	Sixth	Seventh	Eighth				
	9%	8%	7%	8%	8%				
	Ninth	Tenth	Eleventh	Twelfth					
	6%	6%	6%	5%					

# Appendix B

## TEACHER SURVEY

### B. Survey Questions

#### A. District Organization & Management

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
1.	The school board allows sufficient time for public input at meetings.	5%	27%	39%	21%	7%	1%
2.	School board members listen to the opinions and desires of others.	4%	30%	30%	25%	11%	1%
3.	School board members work well with the superintendent.	6%	30%	50%	9%	4%	1%
4.	The school board has a good image in the community.	2%	11%	17%	40%	30%	0%
5.	The superintendent is a respected and effective instructional leader.	3%	26%	24%	29%	17%	1%
6.	The superintendent is a respected and effective business manager.	2%	24%	26%	28%	18%	1%
7.	Central administration is efficient.	1%	17%	17%	35%	29%	1%
8.	Central administration supports the educational process.	4%	34%	18%	26%	15%	2%
9.	The morale of	3%	18%	53%	13%	11%	1%

central administration staff is good.							
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### B. Educational Service Delivery and Performance Measurement

Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
10. Education is the main priority in our school district.	15%	51%	4%	20%	8%	2%
11. Teachers are given an opportunity to suggest programs and materials that they believe are most effective.	6%	43%	12%	25%	14%	1%
12. The needs of the college-bound student are being met.	12%	40%	33%	10%	4%	0%
13. The needs of the work-bound student are being met.	4%	28%	37%	23%	7%	1%
14. The district provides curriculum guides for all grades and subjects.	8%	49%	7%	26%	10%	1%
15. The curriculum guides are appropriately aligned and coordinated.	5%	41%	12%	32%	10%	0%
16. The district's curriculum guides clearly outline what to teach and how to teach it.	4%	39%	13%	35%	9%	0%
17. The district has effective educational						

	programs for the following:						
	a) Reading	19%	50%	8%	16%	6%	1%
	b) Writing	8%	52%	16%	18%	4%	2%
	c) Mathematics	13%	57%	9%	15%	4%	1%
	d) Science	6%	48%	19%	20%	6%	1%
	e) English or Language Arts	8%	62%	12%	14%	3%	1%
	f) Computer Instruction	4%	34%	20%	26%	15%	1%
	g) Social Studies (history or geography)	4%	57%	16%	17%	3%	2%
	h) Fine Arts	7%	56%	21%	9%	4%	3%
	i) Physical Education	10%	58%	19%	7%	4%	2%
	j) Business Education	4%	22%	61%	8%	3%	2%
	k) Vocational (Career and Technology) Education	4%	21%	54%	14%	6%	1%
	l) Foreign Language	6%	35%	44%	8%	5%	3%
18.	The district has effective special programs for the following:						
	a) Library Service	7%	52%	19%	13%	7%	2%
	b) Honors/Gifted and Talented Education	11%	58%	16%	10%	4%	2%
	c) Special Education	9%	46%	13%	21%	11%	1%
	d) Head Start and Even Start programs	2%	24%	61%	7%	3%	2%

	e) Dyslexia program	6%	38%	36%	15%	4%	2%
	f) Student mentoring program	4%	31%	44%	15%	4%	1%
	g) Advanced placement program	9%	43%	39%	5%	2%	2%
	h) Literacy program	3%	22%	60%	9%	3%	3%
	i) Programs for students at risk of dropping out of school	4%	27%	39%	21%	8%	1%
	j) Summer school programs	7%	50%	24%	12%	5%	2%
	k) Alternative education programs	5%	41%	23%	20%	10%	1%
	l) "English as a second language" program	8%	51%	25%	11%	4%	1%
	m) Career counseling program	2%	26%	53%	14%	3%	2%
	n) College counseling program	3%	26%	55%	11%	3%	2%
	o) Counseling the parents of students	2%	25%	35%	30%	7%	2%
	p) Drop out prevention program	2%	21%	48%	21%	6%	3%
19.	Parents are immediately notified if a child is absent from school.	7%	39%	18%	28%	7%	1%
20.	Teacher turnover is low.	2%	12%	13%	37%	35%	1%
21.	Highly qualified teachers fill job openings.	4%	26%	16%	36%	17%	1%
22.	Teacher openings are filled quickly.	2%	19%	20%	37%	21%	1%

23.	Teachers are rewarded for superior performance.	1%	12%	12%	40%	35%	1%
24.	Teachers are counseled about less than satisfactory performance.	5%	53%	23%	13%	5%	1%
25.	Teachers are knowledgeable in the subject areas they teach.	11%	61%	12%	11%	3%	2%
26.	All schools have equal access to educational materials such as computers, television monitors, science labs and art classes.	4%	29%	13%	29%	25%	1%
27.	The student-to-teacher ratio is reasonable.	5%	49%	7%	26%	12%	1%
28.	Classrooms are seldom left unattended.	20%	61%	10%	8%	1%	1%

### C. Personnel

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
29.	District salaries are competitive with similar positions in the job market.	1%	16%	7%	47%	29%	1%
30.	The district has a good and timely program for orienting new employees.	4%	47%	19%	20%	9%	1%

31.	Temporary workers are rarely used.	1%	12%	22%	45%	18%	1%
32.	The district successfully projects future staffing needs.	1%	17%	25%	38%	17%	1%
33.	The district has an effective employee recruitment program.	1%	25%	27%	30%	15%	1%
34.	The district operates an effective staff development program.	3%	38%	15%	31%	13%	1%
35.	District employees receive annual personnel evaluations.	22%	70%	4%	2%	2%	1%
36.	The district rewards competence and experience and spells out qualifications such as seniority and skill levels needed for promotion.	3%	15%	20%	37%	25%	1%
37.	Employees who perform below the standard of expectation are counseled appropriately and timely.	2%	38%	35%	18%	5%	1%
38.	The district has a fair and timely grievance process.	1%	28%	52%	12%	6%	1%
39.	The district's health insurance package meets my needs.	4%	41%	9%	30%	15%	1%

### D. Community Involvement

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
40.	The district regularly communicates with parents.	5%	53%	13%	23%	3%	1%
41.	The local television and radio stations regularly report school news and menus.	2%	20%	33%	35%	10%	1%
42.	Schools have plenty of volunteers to help student and school programs.	3%	22%	15%	42%	17%	1%
43.	District facilities are open for community use.	3%	35%	36%	19%	6%	1%

### E. Facilities Use and Management

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
44.	The district plans facilities far enough in the future to support enrollment growth.	2%	17%	29%	32%	20%	1%
45.	Parents, citizens, students, faculty, staff and the board provide input into facility planning.	2%	26%	32%	29%	11%	1%
46.	The architect and construction managers are selected	1%	9%	69%	11%	8%	1%



	objectively and impersonally.						
47.	The quality of new construction is excellent.	1%	17%	47%	26%	8%	0%
48.	Schools are clean.	7%	59%	8%	16%	9%	1%
49.	Buildings are properly maintained in a timely manner.	5%	45%	7%	32%	11%	1%
50.	Repairs are made in a timely manner.	5%	38%	7%	36%	13%	0%
51.	Emergency maintenance is handled promptly.	7%	52%	16%	16%	7%	1%

#### F. Financial Management

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
52.	Site-based budgeting is used effectively to extend the involvement of principals and teachers.	7%	39%	22%	22%	8%	1%
53.	Campus administrators are well trained in fiscal management techniques.	8%	33%	41%	12%	6%	1%
54.	Financial resources are allocated fairly and equitably at my school.	8%	33%	23%	22%	13%	1%

#### G. Purchasing and Warehousing

Survey Questions	Strongly	Agree	No	Disagree	Strongly	N/R
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		<b>Agree</b>		<b>Opinion</b>		<b>Disagree</b>	
55.	Purchasing gets me what I need when I need it.	2%	35%	16%	32%	15%	1%
56.	Purchasing acquires the highest quality materials and equipment at the lowest cost.	2%	29%	24%	32%	12%	1%
57.	Purchasing processes are not cumbersome for the requestor.	3%	29%	24%	29%	15%	1%
58.	Vendors are selected competitively.	2%	27%	46%	14%	9%	1%
59.	The district provides teachers and administrators an easy-to-use standard list of supplies and equipment.	5%	58%	12%	16%	7%	1%
60.	Students are issued textbooks in a timely manner.	11%	61%	12%	9%	6%	0%
61.	Textbooks are in good shape.	8%	62%	14%	11%	5%	0%
62.	The school library meets the student needs for books and other resources.	11%	50%	12%	19%	8%	1%

## H. Food Services

	<b>Survey Questions</b>	<b>Strongly Agree</b>	<b>Agree</b>	<b>No Opinion</b>	<b>Disagree</b>	<b>Strongly Disagree</b>	<b>N/R</b>
63.	The cafeteria's food looks and	7%	43%	17%	21%	12%	1%

	tastes good.						
64.	Food is served warm.	8%	54%	14%	18%	6%	1%
65.	Students eat lunch at the appropriate time of day.	10%	67%	6%	13%	3%	1%
66.	Students wait in food lines no longer than 10 minutes.	6%	44%	16%	20%	13%	0%
67.	Discipline and order are maintained in the school cafeteria.	5%	48%	11%	22%	13%	1%
68.	Cafeteria staff is helpful and friendly.	13%	60%	9%	13%	4%	0%
69.	Cafeteria facilities are sanitary and neat.	14%	70%	11%	3%	2%	0%

### I. Safety and Security

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
70.	School disturbances are infrequent.	10%	45%	5%	27%	12%	1%
71.	Gangs are not a problem in this district.	3%	20%	35%	34%	8%	1%
72.	Drugs are not a problem in this district.	2%	10%	32%	41%	13%	1%
73.	Vandalism is not a problem in this district.	2%	13%	26%	46%	12%	1%
74.	Security personnel	7%	52%	22%	13%	5%	

	have a good working relationship with principals and teachers.						1%
75.	Security personnel are respected and liked by the students they serve.	6%	40%	37%	12%	4%	1%
76.	A good working arrangement exists between the local law enforcement and the district.	8%	49%	31%	6%	4%	2%
77.	Students receive fair and equitable discipline for misconduct.	8%	41%	11%	24%	16%	1%
78.	Safety hazards do not exist on school grounds.	5%	45%	17%	24%	8%	1%

### J. Computers and Technology

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
79.	Students regularly use computers.	6%	35%	7%	34%	18%	1%
80.	Students have regular access to computer equipment and software in the classroom.	5%	26%	6%	38%	24%	2%
81.	Teachers know how to use computers in the classroom.	4%	36%	13%	33%	13%	1%
82.	Computers are new enough to be	6%	40%	12%	23%	18%	1%

	useful for student instruction.						
83.	The district meets student needs in classes in computer fundamentals.	4%	28%	16%	30%	21%	1%
84.	The district meets student needs in classes in advanced computer skills.	4%	17%	32%	25%	22%	1%
85.	Teachers and students have easy access to the Internet.	6%	39%	10%	25%	19%	1%

# Appendix B

## TEACHER SURVEY

### C. Verbatim Comments

#### Teacher Survey Verbatim Comments

More emphasis needs to be placed on acquiring the materials necessary to teach ESL students.

Ten (10) years ago, we had 19 vocational programs; today we have 10. Every time we lose a teacher, instead of replacing the teacher, they close the program. When we close a program, Galveston College picks up the program. GISD thinks it's easier to pay Galveston College tuition for our students than to run the programs ourselves. Our Auto Shop and Wood Shop don't have proper space (classroom) and don't have the equipment needed to teach students in today's high tech society. We are not meeting our kids' needs in the vocational programs we now have.

I feel that the intense focus on the TAAS test actually allows the curriculum to be driven by TAAS format training and/or test-taking skills, rather than by the actual skills needed in reading, writing, and math. I also fear that the current district alignment sets up certain areas and schools for struggles. I'm all for educational accountability, but schools in lower socio-economic areas are nearly overwhelmed by the lack of parental/community support. To date, no serious efforts on the part of central administration to help schools deal with this situation have been noticed. It should be a shared burden.

The SFA Program is the worse program I have ever seen. I will resign next year if it is still used. It limits creativity. TAAS is a pain! We teach for TAAS. We should teach to learn curriculum is set in stone. We teachers should be given our books and let us teach. Students learn at different rates and quit beating us to death with meetings! Also, I was lied to by a principal [when recruited] - said GISD would help with relocation costs!

Our campus has no librarian, no counselor, and no computer lab teacher. We are only allowed 1,500 copies to be run through the machine per month, and then are not even allowed to use our own purchased paper for additional copies, should we go over our limit. This is absurd. This district is so focused on TAAS that our teaching is saturated in these skills throughout the entire day's curriculum. I sometimes feel sorry for the kids, considering they are just kids who want to enjoy learning.

I have strong concerns about:

- Textbooks not issued in middle school for Science and Social Studies
- Curriculum in those areas does not exist
- Curriculum is not aligned from 5<sup>th</sup> grade to 6<sup>th</sup>. Teachers are not "masters" in their subject areas (they need to be more specialized in subject areas that they teach).
- Teacher pay does not compete with other districts that are like GISD; therefore, not always bringing the best to our schools.
- Leadership in all GISD schools is not what it should be. Those schools/teachers that are doing the "right thing" are not being rewarded; they are being asked to do MORE.

GISD is quick to buy into programs that promise student success without input from the teachers or allowing teachers to choose from alternative programs. Administration makes it clear what they want. Curriculum decisions are not site-based. A large amount of money was spent to write curricula that [are] not used.

Too much emphasis on TAAS. Too much emphasis on TAAS. Too much emphasis on TAAS.

At the elementary level where I teach, there is so much emphasis on the TAAS test, that subjects such as science and social studies are neglected. I feel that students who pass the benchmark tests that are given periodically shouldn't be subjected to the overkill on TAAS practice. I would like to see our students liking school again. We're currently making our students hate school because of the tedious and boring TAAS practice....practice.....practice.

Textbooks are not appropriate for classes taught - too outdated. No alternative materials are available within allocated budget.

I am concerned about class size at Ball High. The high school student needs the benefit of small classes (10 to 20 per teacher).

I feel like an outsider. Administration seems to place our campus at the bottom for new equipment and budgets. I teach A.P. students, which includes technology in curriculum. I have no technology to use.

The district really needs more textbooks for the high school students. These students need to take these books home so that they can do extra studying. In some classes, the textbooks do not go along with the work sheets.

We literally are told to teach to the test. Too much emphasis placed on Football and TAAS. Too much money given to Athletics and not enough on H.S. Band and core subjects. Students are not familiar with Superintendent. Why have a dress code at Ball High if students are allowed to go to schools sloppy? I've seen Daisy Maes, low cut blouses, pants w/o belts (sagging). There's smoking going on on-campus - students with cigars.

The fine arts classes should be expanded in all schools. Dancing, musical instruments (band or strings), and drama should be included in all fine art class rotations.

The warehouse items are not always of good quality. Lakeshore was deleted from our ordering list, why? This catalog has good items to purchase from.

Galveston ISD as a whole is the worst managed and most incompetent district in Texas. One school, Stephen L. Austin Middle School, stands out because of its principal, Dr. J. B. Wisrodt. She is a top notch, well-qualified principal with a firm grasp on what the needs of the students and the teachers are. She is the best around.

The people of Galveston have lost confidence in our school board and administration. We need to do whatever it takes to restore the confidence of the community and also of the staff.

District Administration is awash with mismanagement and waste. District Administration is overstaffed and even with the various redundancies, things are still not done properly. Campus Administration is not as supportive as they could or should be. Student behaviors are tolerated here that elsewhere would mean suspension. There are students who ought to be removed from a regular classroom, but are allowed to stay. The successes at GISD schools are a credit to the instructional staffs that fight through the (mess).

TAAS is destroying the fabric of education. We are no longer teaching our fields, we are teaching how to take a multiple-choice test.

My primary concerns in our district have to do with communication and cooperation between the administration and the teachers, who face students everyday. Programs and materials have been purchased and given to the teachers with strict instructions to "use this program, this test etc." Oftentimes, the things purchased are not appropriate or do not meet our students' needs. Too often, instead of working together to make decisions, we get edicts from administration. In months past, there has been so much



public information and criticism of GISD that morale is low. Teachers and staff do not know any more than the general public.

As a new teacher to this district, I am very disappointed with the business office. The people are very rude when you go inside to inquire about any type of annuities. I have never encountered such rudeness from people whose job it is to assist the employees.

The educational performance varies from campus to campus due to principals' goals, expectations and implementation. Strong principals have strong school performance. Principals who communicate effectively with their staff have good results.

We have reached an all time low here at GISD. It is hard to put forth 100% when you see the mismanagement continuously occurring. Teachers are not supported. It is quite frustrating to see this continuous downhill process taking place. My only hope is that after everything has been conducted, that we as a school district can come together and provide the children the education they deserve, but until planning becomes more effective and administrative salaries are not put first, this will not happen.

I feel that every school in this district must have a certified librarian at their campus. For many years, the district has hired one librarian for two schools and our children have no library education taught to them. I feel that in this day and age, the district should be ashamed that all campuses don't have computer labs taught by a computer teacher. Our children have no training on computers at the elementary level. This shouldn't be left for the classroom teacher either - as most duties seem to be dumped on us. I think we have too many administrative personnel for our size.

It is also interesting that teachers received a memo from our superintendent letting us know that we would be provided with the basics, but no "luxury" items, due to budget restrictions. We were even asked not to use our sick days, due to the cost of substitutes, unless absolutely necessary. Isn't it amazing that money was found for the administrators to give themselves a raise? Thanks to the state for our raise or we would be out in the cold - AGAIN!!

I do not feel that teachers and administrators are working together. I often feel as though they are looking to find out what we are doing wrong , rather than with the goal of helping and supporting us in a very challenging job. This is not true for all, but an overwhelming feeling I get.

I don't trust our administrators. No written policy. Rules and policies change daily. Good old boy system in Galveston. Galveston ISD is too top heavy, too many chiefs and not enough Indians. Administrators have lost

touch with what goes on in the classroom; "zero tolerance" is a joke in this district. Fighting, drugs, gangs, violence, stealing, verbal aggression and poor attendance are all [common] with no consequences.

I feel we have too many Administrators at the Administration Building. Personnel Director has three secretaries. No district incentives for teacher, not to use sick leave - to think they currently pay \$15 per day on retirement - so we have \$500,00 spent on substitutes - some districts pay up to \$100 per pay. How many unnecessary staff developments do we have taking teachers out of classrooms and creating more substitutes pay?

The people in administration need to pay closer attention to their teachers. They need to treat them in a more positive manner instead of "picking" constantly at asinine things. It would be nice to receive positive comments from administration. We, as teachers, make a great effort to be at school in a timely manner and in a positive frame of mind. Teachers that return year after year really deserve some type of recognition.

Listening to employees and the community and acting upon what they heard are two different things.

High school teachers should remember that elementary and middle school teachers cannot get to a phone during working hours. Our conference time and after school is all we have available to talk to them about our children. If they would call us at home, after school hours, communication wouldn't be so frustrating.

When reaching a parent at work [is] not possible the teacher should call us at home. Telling me to call them back is not working because our phone [availability] times are not the same.

There is entirely too much nepotism and "good old boy" networking in the district... When a teacher needs things from administration the only way to get it is to be a "buddy" of the administrator. This district also has a severe racial problem. The boundary line is Broadway - all of the blacks that live north of that street are "troublemakers" or are perceived as the "problem." All problems in this district are eventually racial and very depressing.

The current administration of my school micro-manages us to death. Teachers are afraid to speak out, and no one trusts each other. Money for classroom needs is wholly inadequate. The administration never helps teachers unless they are friends. Facilities are always in need of repair. Administration gets paid well and seems uninterested in helping teachers.

Administration does not show consistency. School Board is more interested in its own travel policy...than what is beneficial to students. We are desperate for help!

I feel that the educational performance of GISD is at least average. I think the performance of the central office as a whole is below average. There are too many doing too little. We are extremely top heavy and they (main office administration) still want to burden teachers with their duties.

Benefits presentation meeting for new teachers was poor. Materials were incomplete. Turn around for completing was 48 hours. Pretty important decision.

Verification of salaries needs to occur early in August. You need that information to make benefits decisions.

School Board is receiving critical press; I am a new resident of the city. If allegations are true, something needs to happen.

I feel our superintendent is sincere and hard working. In-service days need to meet teachers' classroom teaching needs. I often feel like they don't teach. For example, why go to another Math meeting just to ask us what is going on in our classes?

Our school probably has too many teachers. If schedules were adjusted and primary campuses were with the other grades, we could save a lot of money on extra teachers/aides. Right now, some primary teachers (grades 3, 4, 5) are overloaded with students, well above the 22 student Texas limit.

I have been teaching a long time and it's the best part of my life right now. There are several things about our system that we could improve on and make GISD a better system.

Put phones in the rooms or in team leaders and department head rooms. It's so difficult to call parents and to plan field trips. It takes 15 minutes to find a phone and that is time wasted.

Make the rooms comfortable in temperature. Many rooms are either freezing or burning up.

New books! My teacher's edition book fell apart last week and it never leaves my room. We've used these books for the last nine years and it looks like it's going to be several more before adoption. I don't have any more books and if I get a new student it's hard to find a book.

When calling the Administration building, [it would be good to] get a live person, not a recording.

I offered to pay for the phone and the hook up in my room.

Our school doesn't look as nice as in the past. Teachers have used their own money to plant flowers and beautify.

I don't feel that Central has any friends at the Administration building looking out for our best interests. Our copy machines never work. I think they buy the cheapest with the most moving parts and they are constantly broken down.

Relating to Title I money, if Title I money is allotted to our school for our kids, why does our sight base committee not have input on how the majority of that money is spent?

It's hard to get a substitute. If you get sick at night it's impossible to get the person that handles substitutes.

I have taught in several schools in my career. I have taught students in a variety of socio-economic surroundings. I have been exposed to many different philosophies on how to have an optimum learning environment. I've got to say, this place is the absolute worst I've been associated with!!! The primary reason there is no respect shown to administrators, teachers and security personnel is that the students here are not held accountable or responsible for their actions.

GISD needs more qualified administrators!!

I do not feel as if teachers are valued. I have seen administration walk into a school and never acknowledge employees.

We need a program to address students that do not qualify for special services. They are being lost between the cracks. According to Bush's proposal, these children's needs are not going to be addressed and failing a grade will be very severe.

The School board appears to be corrupt. The central administration mishandles our money and the students in our district suffer as a result. The teachers have little or no ability to speak up for fear of retribution (which seems to occur). The community has little or no faith in our school district. Inside the classroom teachers are working to educate our kids with the resources available; however, there is a problem with our school board and administration misusing the little money we have available. Teachers in our district always feel mistreated even for problems beyond our

control. The security officers in our building are more interested in being friends with the students than supporting the learning process and keeping our school safe.

The administration is too top-heavy and the people working there appear to have no clue how to effectively do their job. For example, while trying to take a leave of absence for the birth of my child, my file was lost. I had to start over with obtaining all the letters. I sent e-mail after e-mail and very rarely received a response. I never felt confident that my leave was taken care of properly.

Our school has such a low morale that 32 teachers left at the end of last year and I don't see it improving!

The most ridiculous thing was our personnel director taking a trip to Spain to "recruit Spanish teachers" on the limited budget we have available and on top of that our school board president going to Africa on school district money. BIG PROBLEMS if you ask me!!

Lack of support from central administration is a major concern. Discipline at the high schools has deteriorated as a direct result of administrative philosophy.

The school board is a huge disappointment and should be restaffed. Administration and board are self-serving and teachers, though not outspoken, are thoroughly disgusted.

There appears to be an inequity among the various schools in the district. The schools with the most economically disadvantaged students lack the computers and technology of other schools in the district.

A thorough investigation of the district's personnel department is essential.

Can buy items at Office Depot cheaper than we order them through the district warehouse. Explain this to me?

I am disappointed with the school board and with the administrators at our Administration building. We are not putting the children first! Our facilities are very poor and old. Parts of our High School building [have] problems with air conditioning, rooms leak and some rooms are too small for classes to be held. I feel we are too "top heavy." Just this year we have had major cuts in our budget in each department causing a short supply in ordering materials to be used in classrooms. Teachers are having to buy their own supplies in order to function in the classroom. Teachers' morale is very low and I feel the district needs to work on this problem. Teachers are leaving the district as soon as they can. I believe we lost 32 this

summer at the High School level. I work in a department where there [are] still positions to be filled so permanent subs are teaching students.

I have never met our superintendent but I feel he makes too much money in our small district, a lot of the money he gets (including car allowance!) could be used to buy materials for the classroom. I am very worried about the schools in this district and something needs to be done so please help!!! Our children are hurting!!

The district should align the curriculum to be more teacher friendly. Instead of focusing on testing TAAS we should focus on educational needs of the children. For example, elementary math skips around from concept to concept instead of teaching the skills needed for prior knowledge before introducing new skills.

We need newer computers and software to help with instruction.

Pre-primary level teachers (new and old) are suffering from exhaustion because of poor administrative planning.... Teachers have no option in teaching but to "follow the script" for reading and math. So there is no room for training teachers that have creative lessons based on student needs.

Pressure to be "exemplary" creates test focus lessons. Teachers are afraid to speak out because most of them need their jobs but district attitudes and demands plus lower pay have turned many away who have been free to go.

ESL students are not always classified appropriately. Many were placed in Spanish-speaking classes.

GISD is full of little groups but is not a cohesive group of administrators site-based schools. The questions about the board [have] left an image of in-fighting and self-seeking people with little genuine concern for the great diverse needs and opportunities students (not board members) should have. There is a question of intelligence and competency and qualifications at the board to adequately make decisions on education issues.

Teachers have been held to totally different standards on travel issues and approval by team leader, principal, department, administrator (submission at least 1 month ahead, only 1 workshop a year - no gas money, no lunches) than the board and administrators. That has left a sense of disrespect and low morale. Faculty does not thrive in that environment.

I tried to enjoy teaching enormously but here it has become much more of an ordeal rather than a creative and productive vocation.

Competency in administration, caring links between administration and faculty would help. Why [doesn't] administration spend some time each week actually teaching in the classroom, as in other countries, so they can be realistic about their planning?

There is enormous loss of days because of teachers taking days off. For many, that is the only way they can survive the year.

Teachers can only use their energy for a certain amount of time, then if they have families or other commitments, it is nearly impossible to teach and have other commitments.

I do hope you can bring about some changes.

More competitive salaries.

Computers in every classroom.

More programs that meet the need of our low-performing students.

I feel that Galveston's educational performance is adequate; however, monies should be spent on needs not wants.

This district does not reward teaches who have been in this district or have taught 20+ years monetarily. Neither do they give incentives for continuous work in a low socio-economic school. This district does not provide the necessary technology to update all its schools. We need qualified teachers not just anyone with a degree.

My top complaint is not having adequate time to complete a surmountable task. A general teacher has too many "other duties as assigned" to complete tasks. Special education teachers have...too little time and unbelievable amount of paperwork, which is due at specific time according to law. Burnout rate is high.

I am concerned with the aloof attitude of administrators toward teachers.... It is a verified fact that nail appointments and hair appointments are made during school hours by administrators. Also, administrative employees pick up their children from school and return to work after already taking their lunch hour.

I believe the district has a few good programs but staffing needs are minimal, which hampers effectiveness. Special education needs incentives

to attract quality teachers and also needs consistency in programming as it differs greatly among schools. They also are sorely understaffed. More vocational programs need to be offered at earlier ages. We are losing our kids with low functioning ability. Student-teacher ratio needs to be lower for effectiveness. I thoroughly enjoy my job but the pressure placed upon teachers is quickly fading and diminishing any motivation and desire once alive.

Teachers are used as truant officers - expected to call a parent/guardian for every child in high school that is absent for 3 days (and continue to notify parents for 3 more absences, etc.).

Teachers are expected to notify parents after 4 tardies in any one class a semester.

Teachers are expected to hold their own detentions for minor infractions, call parents, and follow-up if student doesn't come (with another form).

We are inundated with paperwork; counselor's forms, special services forms, etc., and meetings - in-service, department, etc.

I feel the new teacher orientation of this district is grossly incompetent. I am not a new teacher, but when I was I felt ostracized not only from my school but also from the district and Galveston as a whole. I am lucky I am a strong person with a good background.

I like my school and I love my children, but unfortunately, the unstable nature of the administration has made it impossible for me to imagine staying another year. There are absurd accusations made against seasoned, responsible teachers that are unjust. These are taken seriously and nothing is done to protect the teacher who has given up everything for this district. I can't stay here and wait for lies to be turned upon me.

Where are the computers? I would be lost without the bilingual teachers who let me use their computers. Haven't our students waited long enough? When are we going to start focusing on them?

School moral is at an all time low and this is districtwide. Teachers feel that we work overtime for the kids with little or no support from the administration. The problems at the administration level are an embarrassment to the whole community.

Staff development needs to be held on Tuesdays, only because it is the day teachers are told to set aside for districtwide meetings. It would be more beneficial to everyone if all could attend. When meetings are held other days of the week, many times they conflict with day care hours or



university class schedules. Moreover, teachers should be reimbursed for gasoline and mileage spent on school workshops in surrounding cities (Houston). I was very surprised to find out administrators who get paid way more were getting cash advances, while teachers are seldom reimbursed even with receipts.

I have never seen teacher morale this low in the 30+ years that I have been teaching. Student discipline is almost non-existent. Our school administration spends more time on teacher discipline than student discipline. Teacher pay is not comparable with surrounding areas. The pay gap is growing every year.

The science budget has been cut every year for the last three or four years. There is not enough money in the science budget to purchase replacement materials needed to carry out lab experiments. Many materials have to be purchased by teacher.

I will say that we have a qualified, dedicated and excellent teaching staff. We have some of the finest teachers in the state.

Opportunities for continuing education are not supported by school administration (even those with little or no cost).

Budgets for instructional materials in the core subjects (especially science) are inadequate to meet TEA mandates and continue to be cut each year.

It is difficult to get supplies. By the time I receive them, I already have bought what I needed with my own money. Discipline is very lenient in some cases. There are certain students who are out of control because they get out of trouble with a warning. Students should not come back to class the same period that they are sent away.

Since I first started working in the district, the level of teaching has slowly deteriorated. The quality of teachers is also frightening!

Galveston ISD does not support their teachers. They are asked to teach with little supplies or in poor conditions. Raises are given, but taken away in some other way such as insurance. Administration is quick to point out mistakes, but rarely point out positive actions. I will not return to this district next year!

We need better incentives for teacher to conserve personal leave days - this would encourage attendance for teachers.

The drug problem with the youth of Galveston shows that the programs we support have not worked. Students carry CD cases to school with drugs

prepared to be sold and delivered. This problem prevails with all classes of students, from honor students to those students who constantly struggle. The students at high school receive a fine education because they have the desire. There is a fine staff at Ball, but this problem concerns me greatly.

My school serves a low socio-economic population. Students lack social skills, parents are uneducated, and many are uninvolved. Many parents' school experiences were bad and they pass on their negative feelings about school to the children. Students come from unstable homes with poor role models, little or no discipline and little positive reinforcement. The school program and atmosphere is foreign to anything they are used to. Classrooms have far too many disruptions from students who show little or no respect. Probably not just in GISD.

We need more security officers on campus at peak times, i.e. entering schools in a.m. and exiting p.m. - during lunch times.

Allow more students who have earned it to be placed into alternate schooling. They are overcrowded.

Because of behavior problems and lack of parental involvement, classes are chaotic. Too many good teachers have left the district.... People with little or no experience run classrooms.

No computers in classrooms.

No support for teachers. Teachers are constantly criticized for teaching the way they were taught. TAAS is priority and not teaching. Students passed on when they should be held back. Too many students [are in] 10<sup>th</sup> grade level homeroom but reading 2 years below.

I will not return. Pay is way below average and promises of raises never come!!

Safety is sacrificed in special education classes in order to save money. Classes are understaffed in classrooms where violent children are located. Students and staff are regularly attacked and receive no help from administration. Check the Workers' Comp records and the student visits to the nurse, doctor and hospital.

I am concerned that many classroom teachers do not have phones to contact security or nurse. If we need security we have to send several students in all directions to find help. There is a phone on the desk of every file clerk in the state, but teachers responsible for 125 student lives have none. There is something drastically wrong with that picture.

I am concerned that we're told there is not enough money to hire teachers, but there is enough for some people at the Administration building to have two secretaries and for several of the administrative staff to go on long weekend retreats.

A major concern at our school is discipline and it doesn't seem to be addressed very well. Also, what about teacher morale? Recruitment wouldn't be such an issue, if effort was put into making sure teachers are happy.

Rosenberg:

- There is no security.
- No doors on classrooms.
- No computers up to date.
- The cafeteria food is very uneatable - portions give[n] to each child [are] slim
- Teachers do not get full 30 minutes duty free lunch.
- Teachers not consulted about changes with students.
- Transferring in students records are not processed fully.

Discipline needs to be tougher; students need to pay the consequences for their behavior.

Academically uninvolved students who disrupt the halls and classrooms need to be banned from the building. Teachers should receive the supplies and equipment needed to perform their duties in July or August, not in February or March. Teachers who are veterans need to be appreciated and not run off so that a younger teacher can be paid less. Pay raises for all teachers should be given at least every 2 years.

Most of the kids I teach are 9<sup>th</sup> graders who have been socially promoted or are undisciplined. Some can not do long division when they get to Algebra. They really do not belong in an Algebra class and until they master math fundamentals, they do not need to waste time with calculators. Individualized Computer Based Learning designed like the one Wal-Mart uses in-house would work with these kids.

I believe GISD is an outstanding school district, with teachers and administrators who are committed to student growth and achievement. I feel very fortunate to work in this district.

My school and its staff are outstanding. I have great respect for the central office administration. They are involved in the schools.

There are many, many good things going on in the Galveston ISD. However, there are some problems. One problem that really bothers me and affects me and my students daily, is the paper shortage. We are only allowed a set number of copies per month even if we provide our own paper. The limited number of copies include class work, homework and weekly notes to parents, etc. If both sides of one sheet are copied, it counts as two sheets of paper. To gain access to the copy machine, we have to use part of our social security number and give our number to our aide to run copies. I do not like to reveal any part of my number.

GISD is way behind in technology. The administration is not a cohesive organization. There is excessive miscommunication, no support or little support with particular elementary schools as far as meeting their needs, lack of funding and morale. There is no or little community support and involvement.

As a parent and a teacher, I feel Bolivar is not given the same services and programs as other campuses are given. We do not have adequate facilities for our children. This is not due, in any way, to the administration of our school. It is due to the neglect shown to this campus by GISD. As a result, we have lost many qualified teachers and I do not need to say that this lost effects the students in a huge way. I hope my comments will be constructively used to help.

In reference to item 49 - buildings have not been maintained in a timely manner in years. The proof is in the fact that much of the wooden overhead rain protectors to portable buildings at various schools (Burnet & Morgan, etc.) needed repair as late as November 15<sup>th</sup>.

Parents/Guardians need to be aware of their child[ren]'s behavior at school in the elementary school, as well as junior high and high school. ASAP - GISD needs more parent involvement.

# Appendix C

## PRINCIPAL AND ASSISTANT PRINCIPAL SURVEY

### A. Demographic Data

<b>TOTAL RESPONSES AS OF January 3, 2000</b>	<b>18</b>
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**Circle Answer**

1.	Gender (Optional)	Male	Female	N/R					
		22%	72%	6%					
2.	Ethnicity (Optional)	Anglo	African American	Hispanic	Asian	Other			
		72%	22%	0%	0%	6%			
3.	How long have you been employed by Galveston ISD?	1-5 years	6-10 years	11-15 years	16-20 years	20+ years	N/R		
		39%	11%	0%	17%	28%	6%		
4.	What grades are taught in your school?								
	Pre-Kindergarten	Kindergarten	First	Second	Third				
	0 %	8%	8%	8%	8%				
	Fourth	Fifth	Sixth	Seventh	Eighth				
	8 %	8%	7%	7%	7%				
	Ninth	Tenth	Eleventh	Twelfth					
	7 %	7%	7%	7%					

# Appendix C

## PRINCIPAL AND ASSISTANT PRINCIPAL SURVEY

### B. Survey Questions

#### A. District Organization & Management

Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
1. The school board allows sufficient time for public input at meetings.	50%	39%	6%	6%	0%	0%
2. School board members listen to the opinions and desires of others.	44%	33%	11%	6%	6%	0%
3. School board members understand their role as policymakers and stay out of the day-to-day management of the district.	11%	33%	11%	39%	6%	0%
4. The superintendent is a respected and effective instructional leader.	33%	28%	17%	22%	0%	0%
5. The superintendent is a respected and effective business manager.	22%	44%	22%	11%	0%	0%
6. Central administration is efficient.	17%	28%	6%	50%	0%	0%
7. Central administration supports the educational process.	22%	50%	17%	11%	0%	0%

8.	The morale of central administration staff is good.	17%	11%	44%	22%	6%	0%
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### B. Educational Service Delivery and Performance Measurement

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
9.	Education is the main priority in our school district.	39%	56%	0%	6%	0%	0%
10.	Teachers are given an opportunity to suggest programs and materials that they believe are most effective.	17%	67%	11%	0%	6%	0%
11.	The needs of the college-bound student are being met.	33%	61%	0%	6%	0%	0%
12.	The needs of the work-bound student are being met.	11%	72%	0%	17%	0%	0%
13.	The district provides curriculum guides for all grades and subjects.	11%	50%	0%	22%	17%	0%
14.	The curriculum guides are appropriately aligned and coordinated.	6%	61%	0%	17%	17%	0%
15.	The district's curriculum guides clearly outline what to teach and how to teach it.	11%	61%	0%	11%	17%	0%
16.	The district has						

	effective educational programs for the following:						
	a) Reading	56%	39%	0%	0%	6%	0%
	b) Writing	11%	78%	0%	6%	6%	0%
	c) Mathematics	39%	50%	0%	11%	0%	0%
	d) Science	11%	78%	0%	11%	0%	0%
	e) English or Language Arts	11%	83%	0%	6%	0%	0%
	f) Computer Instruction	6%	39%	6%	50%	0%	0%
	g) Social Studies (history or geography)	11%	67%	6%	11%	6%	0%
	h) Fine Arts	39%	50%	6%	6%	0%	0%
	i) Physical Education	17%	72%	6%	6%	0%	0%
	j) Business Education	0%	44%	44%	11%	0%	0%
	k) Vocational (Career and Technology) Education	6%	28%	50%	17%	0%	0%
	l) Foreign Language	11%	44%	28%	17%	0%	0%
17.	The district has effective special programs for the following:						
	a) Library Service	6%	61%	6%	22%	6%	0%
	b) Honors/Gifted and Talented Education	28%	50%	0%	22%	0%	0%
	c) Special Education	22%	50%	0%	28%	0%	0%
	d) Head Start and	0%	33%	67%	0%	0%	0%



	Even Start programs						
	e) Dyslexia program	22%	67%	6%	6%	0%	0%
	f) Student mentoring program	11%	33%	17%	39%	0%	0%
	g) Advanced placement program	22%	39%	22%	17%	0%	0%
	h) Literacy program	17%	28%	50%	6%	0%	0%
	i) Programs for students at risk of dropping out of school	0%	50%	6%	44%	0%	0%
	j) Summer school programs	11%	72%	17%	0%	0%	0%
	k) Alternative education programs	6%	67%	6%	11%	11%	0%
	l) "English as a second language" program	11%	61%	6%	22%	0%	0%
	m) Career counseling program	0%	44%	44%	11%	0%	0%
	n) College counseling program	6%	22%	56%	17%	0%	0%
	o) Counseling the parents of students	6%	33%	22%	39%	0%	0%
	p) Drop out prevention program	0%	44%	22%	33%	0%	0%
18.	Parents are immediately notified if a child is absent from school.	39%	33%	0%	22%	0%	6%
19.	Teacher turnover is low.	11%	11%	0%	61%	17%	0%
20.	Highly qualified teachers fill job openings.	6%	28%	11%	50%	6%	0%

21.	Teachers are rewarded for superior performance.	0%	33%	0%	39%	22%	6%
22.	Teachers are counseled about less than satisfactory performance.	17%	78%	6%	0%	0%	0%
23.	All schools have equal access to educational materials such as computers, television monitors, science labs and art classes.	6%	56%	0%	22%	11%	6%
24.	Students have access, when needed, to a school nurse.	11%	61%	6%	22%	0%	0%
25.	Classrooms are seldom left unattended.	17%	78%	6%	0%	0%	0%

### C. Personnel

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
26.	District salaries are competitive with similar positions in the job market.	0%	6%	6%	56%	33%	0%
27.	The district has a good and timely program for orienting new employees.	6%	78%	11%	6%	0%	0%
28.	Temporary workers are rarely used.	0%	11%	6%	67%	17%	0%
29.	The district	6%	28%	6%	44%	11%	6%

	successfully projects future staffing needs.						
30.	The district has an effective employee recruitment program.	6%	33%	17%	39%	6%	0%
31.	The district operates an effective staff development program.	6%	78%	0%	17%	0%	0%
32.	District employees receive annual personnel evaluations.	50%	50%	0%	0%	0%	0%
33.	The district rewards competence and experience and spells out qualifications such as seniority and skill levels needed for promotion.	0%	28%	6%	56%	11%	0%
34.	Employees who perform below the standard of expectation are counseled appropriately and timely.	11%	78%	6%	6%	0%	0%
35.	The district has a fair and timely grievance process.	6%	72%	17%	6%	0%	0%
36.	The district's health insurance package meets my needs.	17%	44%	6%	28%	6%	0%

#### D. Community Involvement

Survey Questions	Strongly	Agree	No	Disagree	Strongly	N/R
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		<b>Agree</b>		<b>Opinion</b>		<b>Disagree</b>	
37.	The district regularly communicates with parents.	17%	61%	6%	17%	0%	0%
38.	Schools have plenty of volunteers to help student and school programs.	0%	50%	6%	39%	6%	0%
39.	District facilities are open for community use.	22%	56%	17%	6%	0%	0%

### **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>N/R</b>
40.	Parents, citizens, students, faculty, staff and the board provide input into facility planning.	22%	50%	6%	22%	0%	0%
41.	Schools are clean.	17%	72%	11%	0%	0%	0%
42.	Buildings are properly maintained in a timely manner.	11%	44%	11%	33%	0%	0%
43.	Repairs are made in a timely manner.	6%	50%	11%	33%	0%	0%
44.	Emergency maintenance is handled promptly.	17%	67%	0%	17%	0%	0%

### **F. Financial Management**

<b>Survey Questions</b>		<b>Strongly Agree</b>	<b>Agree</b>	<b>No Opinion</b>	<b>Disagree</b>	<b>Strongly Disagree</b>	<b>N/R</b>
45.	Site-based	17%	72%	0%	11%	0%	0%

	budgeting is used effectively to extend the involvement of principals and teachers.						
46.	Campus administrators are well trained in fiscal management techniques.	11%	56%	11%	22%	0%	0%
47.	Financial resources are allocated fairly and equitably at my school.	22%	67%	6%	6%	0%	0%

### G. Purchasing and Warehousing

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
48.	Purchasing gets me what I need when I need it.	0%	56%	11%	22%	11%	0%
49.	Purchasing acquires high quality materials and equipment at the lowest cost.	0%	44%	22%	17%	17%	0%
50.	Purchasing processes are not cumbersome for the requestor.	0%	39%	6%	39%	17%	0%
51.	The district provides teachers and administrators an easy-to-use standard list of supplies and equipment.	17%	61%	6%	17%	0%	0%

52.	Students are issued textbooks in a timely manner.	33%	56%	6%	6%	0%	0%
53.	Textbooks are in good shape.	28%	72%	0%	0%	0%	0%
54.	The school library meets student needs for books and other resources.	17%	56%	11%	6%	11%	0%

## H. Food Services

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
55.	The cafeteria's food looks and tastes good.	11%	44%	6%	33%	6%	0%
56.	Food is served warm.	17%	56%	6%	22%	0%	0%
57.	Students have enough time to eat.	17%	61%	0%	17%	6%	0%
58.	Students eat lunch at the appropriate time of day.	28%	67%	0%	0%	0%	6%
59.	Students wait in food lines no longer than 10 minutes.	17%	44%	0%	33%	6%	0%
60.	Discipline and order are maintained in the school cafeteria.	28%	56%	0%	17%	0%	0%
61.	Cafeteria staff is helpful and friendly.	6%	83%	6%	6%	0%	0%
62.	Cafeteria facilities are	22%	67%	6%	6%	0%	0%

	sanitary and neat.						
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### I. Transportation

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
63.	The drop-off zone at the school is safe.	11%	72%	6%	11%	0%	0%
64.	The district has a simple method to request buses for special events.	22%	72%	0%	6%	0%	0%
65.	Buses arrive and leave on time.	28%	61%	6%	6%	0%	0%
66.	Adding or modifying a route for a student is easy to accomplish.	6%	56%	17%	22%	0%	0%

### J. Safety and Security

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
67.	Students feel safe and secure at school.	11%	78%	0%	11%	0%	0%
68.	School disturbances are infrequent.	39%	33%	0%	28%	0%	0%
69.	Gangs are not a problem in this district.	11%	44%	22%	22%	0%	0%
70.	Drugs are not a problem in this district.	6%	22%	11%	56%	6%	0%
71.	Vandalism is not a problem in this district.	0%	39%	6%	44%	11%	0%

72.	Security personnel have a good working relationship with principals and teachers.	22%	61%	6%	6%	6%	0%
73.	Security personnel are respected and liked by the students they serve.	22%	39%	22%	11%	6%	0%
74.	A good working arrangement exists between the local law enforcement and the district.	11%	50%	22%	6%	11%	0%
75.	Students receive fair and equitable discipline for misconduct.	33%	61%	0%	6%	0%	0%
76.	Safety hazards do not exist on school grounds.	11%	50%	17%	22%	0%	0%

### K. Computers and Technology

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
77.	Students regularly use computers.	11%	56%	0%	28%	6%	0%
78.	Students have regular access to computer equipment and software in the classroom.	11%	50%	0%	33%	6%	0%
79.	Computers are new enough to be useful for student instruction.	6%	61%	0%	33%	0%	0%
80.	The district meets	0%	61%	0%	28%	11%	0%



	student needs in computer fundamentals.						
81.	The district meets student needs in advanced computer skills.	11%	33%	6%	39%	11%	0%
82.	Teachers know how to use computers in the classroom.	6%	50%	11%	33%	0%	0%
83.	Teachers and students have easy access to the Internet.	6%	61%	6%	17%	11%	0%

# Appendix C

## PRINCIPAL AND ASSISTANT PRINCIPAL SURVEY

### C. Verbatim Comments

#### Principals and Assistant Principals Verbatim Comments

The district is not efficient on the business side. There is no long-range (or short) plan for maintenance and operations. There is no plan for capital purchases each year. Computers are bought without a long-range plan. There is no budget for the maintenance and upkeep of new hardware. The instructional side of the district is more efficient.

The Personnel office lacks efficiency. Applications are lost and not well accounted for. There is no official recruiter in the district. The district has a tough time recruiting quality applicants. The district has a high staff absentee rate because there is no local incentive to not use sick days. The budgets are highly incremental, with a history of last minute across-the-board cuts. Example: 5% cut after August 1.

I believe that the goal of the district is to reach and maintain excellence at every school. I further believe that district personnel are committed to this goal. They visit the campuses and monitor campus planning toward that end. More importantly, they allow campuses to identify needs and strategies, but they provide necessary support and staff development.

...[B]eing at an elementary school that has difficult problems and no parental support is a challenge. We truly love our students, yet few feel appreciated by the district office. We have so many people from the central office who dictate our every move. It is not surprising that there is a large turnover of building administrators and teachers.

Galveston schools have much to offer to Advanced Placement and special needs students, although many special education teachers are below par, due to low pay throughout the district.

I do feel that some of the "concerned citizens" of Galveston have valid concerns. There needs to be financial restructuring within the district. Galveston is unable to hire and maintain quality staff due to the uncompetitive salaries offered.

Would recommend same discipline policy for 6 - 12. Uniforms for high school.

Curriculum and instruction is solid in the district as evidenced by increasing levels of student performance. Resource allocation and facility maintenance are more of a concern. Long-term planning is needed in these areas to maximize efficiency.

The priorities in GISD are clear. We keep our halls clean and our teachers and students under control. Our focus is discipline, attendance and hall traffic control.

Our library seldom has kids in it; there are no book fairs. Text books are not generally issued to students because "they lose them". In Pasadena, curriculum guides K - 12 must be on every teacher's desk. I have yet to see any guides in GISD. There is huge [a] emphasis on sports, and when any budget is cut, it is usually salaries and benefits. Most of our new teachers are coming from the ranks of those no other district wants in July/August.

Teacher expectations for our children of poverty and cultural diversity are frequently low and [we are] dreadfully behind in technology. Many of the new teacher hires have been out of education for a while or they do not have traditional training for certification. It is difficult for them to conceive of PDAS appraisals, and who gave them a PDAS manual so they even know the terminology?

As an employee of this district, I am very frustrated by the demands placed on me. I am expected to be the instructional leader of my campus and have high performance on the TAAS. However, I am also told that I must spend countless hours sitting in ARD meetings, reading a form that has been prepared by the diagnostician. I also spend time in meetings at the Administration Building. I do not feel that I have the support from Administration or even an understanding of the many facets of my job. It is very common for me to arrive at school at 7 a.m. and go home after 6 p.m., taking work home with me. I also take work home over the weekends. I am not afraid of hard work or long hours. I am displeased with the demands that are placed on me. I feel that many of these demands are unreasonable. I do not have time to spend 4 - 6 hours in ARDs, 3 or 4 days a week, and still be an effective instructional leader on my campus. I do not have the financial support for my campus from the administration. My budget is cut every year, yet I am expected to have excellent results on TAAS. My teachers are as frustrated as I am with the unreasonable demands that are placed on us: work miracles with little or nothing. This has become the standard in this district and it is very depressing.

We, as principals, are frequently reprimanded over things over which we have little or no control. Just today I have received an E-mail regarding the fact that teachers have called to complain that envelopes were not provided to them to mail in this survey. I do not know if the calls came

from my campus or not, nor do I care. Yet, I get a long E-mail, chastising me for not telling teachers how to handle the survey. I do not recall receiving any information from anyone about how to handle this. We were told that there was a shortage of envelopes. Now we are blamed for a communication error! This is NOT my fault.

The performance at my school has continued to improve every year. I am concerned that, with first-year teachers, we may not continue to achieve academically. When this happens, I will be held accountable. The teacher turnover rate is high. Teachers are recruited to work for better salaries in other districts. We train first-year teachers and then as they begin to blossom, they leave for "greener pastures." We have strong programs, [but] they are only as good as our teachers.

# Appendix D

## DISTRICT ADMINISTRATIVE AND SUPPORT STAFF SURVEY CAMPUS

### A. Demographic Data

<b>TOTAL RESPONSES AS OF January 3, 2000</b>	<b>193</b>
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#### Circle Answer

1.	Gender (Optional)	Male	Female	N/R				
		14%	79%	7%				
2.	Ethnicity (Optional)	Anglo	African American	Hispanic	Asian	Other	N/R	
		41%	25%	16%	0%	5%	13%	
3.	How long have you been employed by Galveston ISD?		1-5 years	6-10 years	11-15 years	16-20 years	20+ years	N/R
			43%	22%	11%	3%	17%	4%
4.	Are you a(n):	a. administrator	b. clerical staffer	c. support staff (i.e., transportation, food services, etc.)			N/R	
		10%	33%	44%			14%	
5.	How long have you been employed in this capacity by Galveston ISD?		1-5 years	6-10 years	11-15 years	16-20 years	20+ years	N/R
			50%	21%	7%	3%	11%	8%

# Appendix D

## DISTRICT ADMINISTRATIVE AND SUPPORT STAFF SURVEY CAMPUS

### B. Survey Questions

#### A. District Organization & Management

Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
1. The school board allows sufficient time for public input at meetings.	8%	34%	40%	12%	3%	3%
2. School board members listen to the opinions and desires of others.	6%	30%	33%	24%	5%	3%
3. The superintendent is a respected and effective instructional leader.	10%	26%	27%	24%	8%	4%
4. The superintendent is a respected and effective business manager.	11%	25%	28%	22%	11%	3%
5. Central administration is efficient.	6%	21%	27%	33%	10%	4%
6. Central administration supports the educational process.	10%	38%	28%	13%	7%	3%
7. The morale of central administration staff is good.	5%	26%	39%	18%	8%	4%

#### B. Educational Service Delivery and Performance Measurement

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
8.	Education is the main priority in our school district.	21%	48%	8%	17%	4%	2%
9.	Teachers are given an opportunity to suggest programs and materials that they believe are most effective.	10%	35%	27%	21%	5%	2%
10.	The needs of the college-bound student are being met.	8%	34%	37%	15%	5%	2%
11.	The needs of the work-bound student are being met.	6%	26%	38%	21%	6%	3%
12.	The district has effective educational programs for the following:						
	a) Reading	20%	50%	13%	16%	0%	2%
	b) Writing	11%	47%	22%	15%	2%	4%
	c) Mathematics	12%	50%	17%	17%	1%	4%
	d) Science	8%	42%	32%	11%	3%	5%
	e) English or Language Arts	9%	49%	27%	9%	1%	6%
	f) Computer Instruction	10%	40%	25%	12%	7%	6%
	g) Social Studies (history or geography)	7%	42%	31%	10%	3%	6%
	h) Fine Arts	11%	49%	23%	7%	5%	5%
	i) Physical Education	12%	48%	23%	9%	4%	5%
	i) Business	6%	32%	44%	9%	3%	7%

	Education						
	k) Vocational (Career and Technology) Education	8%	34%	38%	12%	5%	3%
	l) Foreign Language	5%	38%	40%	8%	3%	5%
13.	The district has effective special programs for the following:						
	a) Library Service	9%	48%	27%	7%	6%	4%
	b) Honors/Gifted and Talented Education	13%	53%	19%	9%	3%	3%
	c) Special Education	13%	40%	22%	18%	4%	3%
	d) Head Start and Even Start programs	7%	30%	48%	8%	4%	4%
	e) Dyslexia program	7%	38%	33%	16%	3%	2%
	f) Student mentoring program	8%	37%	37%	12%	4%	2%
	g) Advanced placement program	10%	37%	41%	7%	2%	3%
	h) Literacy program	5%	25%	50%	11%	4%	4%
	i) Programs for students at risk of dropping out of school	6%	27%	34%	23%	6%	3%
	j) Summer school programs	8%	49%	26%	9%	5%	4%
	k) Alternative education programs	9%	32%	34%	17%	5%	3%
	l) "English as a second language"	10%	40%	35%	10%	3%	2%



	program						
	m) Career counseling program	4%	31%	47%	13%	3%	2%
	n) College counseling program	4%	28%	51%	10%	2%	5%
	o) Counseling the parents of students	6%	27%	40%	18%	4%	5%
	p) Drop out prevention program	7%	19%	47%	17%	6%	5%
14.	Parents are immediately notified if a child is absent from school.	11%	35%	19%	21%	9%	5%
15.	Teacher turnover is low.	6%	16%	20%	32%	22%	5%
16.	Highly qualified teachers fill job openings.	6%	22%	18%	33%	18%	4%
17.	Teacher openings are filled quickly.	5%	19%	20%	34%	18%	4%
18.	Teachers are rewarded for superior performance.	3%	16%	23%	36%	20%	2%
19.	Teachers are counseled about less than satisfactory performance.	6%	32%	37%	13%	7%	5%
20.	All schools have equal access to educational materials such as computers, television monitors, science labs and art classes.	6%	32%	20%	23%	16%	3%
21.	The student-to-teacher ratio is	5%	40%	15%	26%	10%	3%

	reasonable.						
22.	Students have access, when needed, to a school nurse.	16%	60%	7%	7%	8%	3%
23.	Classrooms are seldom left unattended.	13%	50%	14%	16%	4%	3%

### C. Personnel

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
24.	District salaries are competitive with similar positions in the job market.	2%	10%	14%	41%	32%	1%
25.	The district has a good and timely program for orienting new employees.	6%	24%	25%	28%	15%	1%
26.	Temporary workers are rarely used.	3%	10%	26%	39%	19%	3%
27.	The district successfully projects future staffing needs.	3%	16%	27%	36%	15%	3%
28.	The district has an effective employee recruitment program.	3%	22%	32%	28%	13%	2%
29.	The district operates an effective staff development program.	4%	31%	28%	22%	12%	3%
30.	District employees receive annual personnel	9%	70%	12%	4%	3%	2%

	evaluations.						
31.	The district rewards competence and experience and spells out qualifications such as seniority and skill levels needed for promotion.	3%	15%	24%	32%	24%	2%
32.	Employees who perform below the standard of expectation are counseled appropriately and timely.	4%	27%	35%	24%	9%	1%
33.	The district has a fair and timely grievance process.	4%	26%	50%	9%	8%	3%
34.	The district's health insurance package meets my needs.	7%	33%	17%	23%	18%	2%

#### **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>N/R</b>
35.	The district regularly communicates with parents.	8%	40%	18%	26%	7%	2%
36.	The local television and radio stations regularly report school news and menus.	4%	21%	24%	34%	16%	2%
37.	Schools have plenty of volunteers to help student and school	4%	19%	21%	38%	17%	2%

	programs.						
38.	District facilities are open for community use.	4%	34%	33%	18%	9%	2%

### E. Facilities Use and Management

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
39.	Parents, citizens, students, faculty, staff and the board provide input into facility planning.	4%	27%	30%	28%	7%	4%
40.	The architect and construction managers are selected objectively and impersonally.	3%	13%	59%	15%	6%	4%
41.	Schools are clean.	16%	48%	7%	20%	7%	2%
42.	Buildings are properly maintained in a timely manner.	10%	40%	12%	24%	11%	2%
43.	Repairs are made in a timely manner.	7%	37%	15%	24%	14%	3%
44.	Emergency maintenance is handled promptly.	12%	50%	16%	10%	8%	3%

### F. Financial Management

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
45.	Site-based budgeting is used effectively to extend the involvement of	5%	31%	44%	11%	6%	5%

	principals and teachers.						
46.	Campus administrators are well trained in fiscal management techniques.	7%	30%	46%	11%	4%	3%
47.	The district's financial reports are easy to understand and read.	3%	21%	49%	19%	5%	3%
48.	Financial reports are made available to community members when asked.	4%	24%	54%	9%	5%	4%

### G. Purchasing and Warehousing

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
49.	Purchasing gets me what I need when I need it.	4%	35%	24%	26%	7%	4%
50.	Purchasing acquires the highest quality materials and equipment at the lowest cost.	5%	25%	34%	22%	10%	4%
51.	Purchasing processes are not cumbersome for the requestor.	4%	26%	40%	20%	6%	4%
52.	The district provides teachers and administrators an easy-to-use standard list of	7%	52%	30%	8%	2%	2%

	supplies and equipment.						
53.	Students are issued textbooks in a timely manner.	9%	53%	25%	7%	4%	2%
54.	Textbooks are in good shape.	9%	53%	28%	3%	4%	3%
55.	The school library meets student needs for books and other resources for students.	13%	54%	16%	8%	6%	3%

### H. Safety and Security

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
56.	Gangs are not a problem in this district.	7%	28%	20%	30%	13%	2%
57.	Drugs are not a problem in this district.	5%	18%	20%	36%	21%	1%
58.	Vandalism is not a problem in this district.	5%	25%	19%	31%	18%	2%
59.	Security personnel have a good working relationship with principals and teachers.	13%	45%	23%	8%	10%	2%
60.	Security personnel are respected and liked by the students they serve.	9%	40%	31%	14%	4%	3%
61.	A good working arrangement exists between the local	9%	45%	32%	8%	2%	4%

	law enforcement and the district.						
62.	Students receive fair and equitable discipline for misconduct.	9%	37%	15%	25%	12%	2%

### I. Computers and Technology

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
63.	Students regularly use computers.	12%	47%	16%	19%	5%	2%
64.	Students have regular access to computer equipment and software in the classroom.	11%	41%	16%	23%	7%	2%
65.	Teachers know how to use computers in the classroom.	7%	42%	25%	20%	3%	3%
66.	Computers are new enough to be useful for student instruction.	10%	52%	17%	14%	5%	2%
67.	The district meets students needs in computer fundamentals.	6%	42%	21%	21%	7%	2%
68.	The district meets students needs in advanced computer skills.	7%	28%	32%	21%	10%	2%
69.	Teachers and students have easy access to the Internet.	7%	40%	22%	18%	9%	3%

# Appendix D

## DISTRICT ADMINISTRATIVE AND SUPPORT STAFF SURVEY CAMPUS

### C. Verbatim Comments

#### **District Administrative and Support Staff Verbatim Comments**

I feel that discipline is lacking in a big way. There are counselors in the high school that don't want to know when their kids are skipping class. I know that many times, when students are sent out of the classroom to their principal because of actions or behavior...nothing happens.

I do like and appreciate school uniforms; it wouldn't hurt to have them at the high school either.

There needs to be better support and training for the new teachers, also more respect.

The benefits plan leaves a lot to be desired, as does the pay for clerical workers and aides.

Please feel free to check the support staffs' salaries-because our educational performance in our schools is excellent. Teachers and administrators can't do the work alone. The support staff, such as instructional aides, is very important. This is one school district that overlooks the support staff (instructional aide) salaries. They only look at our job performance.

My concerns are those "at risk" students identified and unable to learn with modified instructions who are mainstreamed in regular classes. These students exit the classrooms without permission; have high absentee rates; and have undesirable behavior, due to frustration and lack of ability to communicate and perform simple classroom assignments. I think this district could and should put more career emphasis on their educational plans....

Salaries for aides are not sufficient. Salaries need to be based on performance and years of experience. Some aides with higher years of experience receive a higher salary, but perform poor-quality work.

I work for related services. I find that management is micro-management - that we lose many employees due to this. Administration interferes in the department's day-to-day matters, often to the detriment of our department or others. Decisions are made impulsively, with little planning. I find



much gossip and little effort to work together between the different schools. This is from administration down. There is much rivalry between schools, departments, etc.

We have not been allowed to order anything but office supplies and the most needed equipment (ARD mandated) for the last two years.

Parents who are white upper-class seem to have their children's needs met while poorer parents children's needs are ignored.

I see problems with teachers who sleep on the job, but nothing is done.

In-service training is never geared to sharing between...special education and regular education.

Special rewards are given to whoever is on the supervisor's (director's) "good list," while

other employees' needs are seldom met. Even with violent children in a classroom, extra personnel are not added. At times, teachers and other students are in danger due to this.

I continue to stay with the district because jobs are scarce, retirement is near, and I work with a few excellent, caring teachers. My dissatisfaction continues to grow.

When the board is considering cost-of-living raises, central administration always groups administrators and paraprofessionals get smaller cost-of-living raises because the public and the board hear "administrators need this raise" not "paraprofessionals need this raise." There should be a separate paraprofessional group in these instances.

Many campus employees are confused as to what individual administrators are responsible for. Then, when a campus employee needs help, they have no idea whom to ask. Often, administrative employees are less than qualified for the jobs for which they are hired.

My campus is overcrowded. When we find students who really don't live in our school zone, we tell them they will have to move to the school for their neighborhood. They then go to the administration building and talk some administrator into making an exception for them. We are wasting our time doing address verification if we are just going to allow violations....

After attending elementary through high school in GISD and working here for 20 plus years, I am most unhappy with the running of this school district.

Administration is top-heavy. There are at least 6-7 people in the personnel office alone. They lose applications all the time. The personnel and business office do not co-ordinate when working with employees' payroll. Often people are overpaid and the money has to be paid back; underpayment is never acknowledged by district administration, [and] the employee must figure it out. It takes an act of Congress to even get in to see someone in Personnel. Central Administration is in dire need of restructuring.

The school board has got to be more accountable to someone. Why are their rules for travel different than other employees? They cannot come to an agreement on their guidelines for travel and advances, but ours were changed in a moment. They apparently feel no accountability to anyone.

It would be nice if people from central administration toured buildings and were more visible. The only time you see them is if there is a major problem on your campus. Security has become a real joke on the high school campus. People should be able to enforce rules, not just let things and people pass them by.

The custodial staff met with major cuts after all the discussion about the school boards' president spending an awful sum of money to go to Africa to view a program. The lower-level district employees have really taken a hit. They refer to it as budget cuts. Communication is awful between central administration and the district campuses.

Central administration needs cuts in their departments and they need some training in how to deal with teachers and support staff. This district is falling apart

The answers on this survey are reflective of the Special Education Department/Administrators. Morale is low throughout the district. Travel expenses have been cut along with reimbursements for professional workshops, which are required for certain staff/employees. There is too much micro management taking place in GISD! The district needs to allow individual staff to make decisions regarding school programs. This district is way too top heavy and all decisions are made by those in the administration building, without input or explanation.

In some ways, GISD reflects the state of education in general...we experience chronic demands with minimal money and qualified person power. However, GISD is top heavy with expensive administrators who

generate paperwork, while our economically disadvantaged students do not receive realistic services.

Some students' needs are met and some are not. Morale is pretty low districtwide among teachers and some support staff.

I think that all of the elementary schools need...an assistant principal, especially when the principal is at called meetings.

[N]ot enough attention [is] placed on the clerical staff [who are] underpaid and over worked. We are not rewarded in any way. We have numerous computer entries to make, too many interruptions, and not enough persons in the office.

The morale of teachers and employees of GISD is very low. There seems to be little support from Central Administration and very little respect for teachers, who give their all for students from such diverse and troubled backgrounds. Employees are expected to give 100% all the time and receive little in return in the way of compensation, salary, health insurance and other benefits.

Staff shortages cause increased stress and increased caseload, especially in Special Education. Life skills classes at the middle school are a particular problem. When a sub is not available, there should be a backup plan so that a teacher is not in a grossly understaffed class with many special-needs students. This places the students and staff at risk for injury. This is true at all levels. If they go all the way through the sub list and can't find someone, then an administrator should fill in.

Money is a big problem in this district. Supplies are sometimes ordered, then we are told that there is no money, although...federal funds (Special Education)...have been allotted to that particular campus. Where did it go? Two years later, we still did not see our orders and had to resubmit them. Equipment is old, put together piecemeal, or missing pieces. We can't order from wherever we want, so we are limited in what we can get. We end up spending our personal money for supplies that will be appealing to the kids. Please help us!

We don't know enough about what is going on, with funding and other programs. We start one thing and end up doing something else. The people who deal with the kids the most aren't being paid. The ones who don't have to work with the kids are getting all of the money and making all of the promises and telling us to be patient. There is no respect for what we are dealing with.

I feel very strongly about the district moving in a direction in which innovative changes need to be made, based on meeting the needs of the students, through observing and evaluating their home life. The quality of the students' upbringing varies; therefore, their education should include more new and creative methods to assist the learning process. Also, teachers need to focus more on the effect they can have on all students, regardless of their behavior, demeanor, or gender.... And finally, someone needs to create a program in which the parents are scheduled to visit and serve as classroom monitors at the school or schools...their children attend.... The goal is to involve everyone in the community in educating the kids.

There has to be better communication between the staff and Administration. When there is a problem in a school and it is reported to a person in charge, it should be looked into right away and not be ignored so that the problem can really explode.

Teachers aides deserve better salaries; they work hard helping teachers and students. We need competitive salaries.

# Appendix E

## DISTRICT ADMINISTRATIVE AND SUPPORT STAFF SURVEY CENTRAL

### A. Demographic Data

<b>TOTAL RESPONSES AS OF January 3, 2000</b>	<b>48</b>
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#### Circle Answer

1.	Gender (Optional)	Male	Female	N/R				
		10%	83%	6%				
2.	Ethnicity (Optional)	Anglo	African American	Hispanic	Asian	Other	N/R	
		65%	8%	13%	0%	6%	8%	
3.	How long have you been employed by Galveston ISD?		1-5 years	6-10 years	11-15 years	16-20 years	20+ years	N/R
			44%	8%	17%	6%	23%	2%
4.	Are you a(n):	a. administrator	b. clerical staff	c. support staff (i.e., transportation, food services, etc.)			N/R	
		48%	38%	8%			6%	
5.	How long have you been employed in this capacity by Galveston ISD?		1-5 years	6-10 years	11-15 years	16-20 years	20+ years	N/R
			58%	15%	6%	6%	13%	2%

# Appendix E

## DISTRICT ADMINISTRATIVE AND SUPPORT STAFF SURVEY CENTRAL

### B. Survey Questions

#### A. District Organization & Management

Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
1. The school board allows sufficient time for public input at meetings.	27%	31%	35%	6%	0%	0%
2. School board members listen to the opinions and desires of others.	17%	42%	25%	13%	2%	2%
3. The superintendent is a respected and effective instructional leader.	10%	35%	21%	31%	0%	2%
4. The superintendent is a respected and effective business manager.	13%	42%	17%	27%	2%	0%
5. Central administration is efficient.	2%	40%	21%	35%	0%	2%
6. Central administration supports the educational process.	21%	50%	19%	8%	0%	2%
7. The morale of central administration staff is good.	2%	23%	17%	35%	21%	2%

#### B. Educational Service Delivery and Performance Measurement

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
8.	Education is the main priority in our school district.	40%	44%	8%	8%	0%	0%
9.	Teachers are given an opportunity to suggest programs and materials that they believe are most effective.	10%	40%	35%	13%	0%	2%
10.	The needs of the college-bound student are being met.	19%	33%	31%	17%	0%	0%
11.	The needs of the work-bound student are being met.	8%	35%	38%	17%	2%	0%
12.	The district has effective educational programs for the following:						
	a) Reading	40%	38%	15%	6%	0%	2%
	b) Writing	15%	52%	23%	8%	0%	2%
	c) Mathematics	31%	33%	21%	13%	0%	2%
	d) Science	4%	46%	40%	8%	2%	0%
	e) English or Language Arts	15%	48%	27%	8%	2%	0%
	f) Computer Instruction	4%	54%	29%	10%	2%	0%
	g) Social Studies (history or geography)	4%	46%	35%	13%	2%	0%
	h) Fine Arts	4%	65%	21%	10%	0%	0%
	i) Physical Education	13%	50%	27%	10%	0%	0%
	i) Business	4%	40%	40%	13%	2%	2%

	Education						
	k) Vocational (Career and Technology) Education	6%	40%	35%	13%	6%	0%
	l) Foreign Language	6%	46%	33%	10%	4%	0%
13.	The district has effective special programs for the following:						
	a) Library Service	10%	40%	42%	8%	0%	0%
	b) Honors/Gifted and Talented Education	13%	58%	23%	6%	0%	0%
	c) Special Education	15%	60%	19%	6%	0%	0%
	d) Head Start and Even Start programs	6%	31%	52%	4%	0%	6%
	e) Dyslexia program	8%	35%	44%	10%	2%	0%
	f) Student mentoring program	6%	23%	52%	19%	0%	0%
	g) Advanced placement program	21%	29%	42%	8%	0%	0%
	h) Literacy program	8%	25%	52%	10%	2%	2%
	i) Programs for students at risk of dropping out of school	8%	29%	42%	13%	6%	2%
	j) Summer school programs	15%	40%	33%	10%	0%	2%
	k) Alternative education programs	13%	35%	31%	15%	6%	0%
	l) "English as a second language"	13%	40%	40%	8%	0%	0%



	program						
	m) Career counseling program	6%	29%	54%	10%	0%	0%
	n) College counseling program	8%	35%	48%	6%	2%	0%
	o) Counseling the parents of students	8%	19%	48%	17%	8%	0%
	p) Drop out prevention program	6%	21%	38%	27%	6%	2%
14.	Parents are immediately notified if a child is absent from school.	8%	29%	35%	21%	4%	2%
15.	Teacher turnover is low.	4%	10%	17%	48%	19%	2%
16.	Highly qualified teachers fill job openings.	0%	15%	21%	52%	13%	0%
17.	Teacher openings are filled quickly.	0%	13%	23%	60%	4%	0%
18.	Teachers are rewarded for superior performance.	0%	10%	31%	50%	6%	2%
19.	Teachers are counseled about less than satisfactory performance.	2%	31%	38%	25%	2%	2%
20.	All schools have equal access to educational materials such as computers, television monitors, science labs and art classes.	8%	35%	19%	29%	8%	0%
21.	The student-to-teacher ratio is	17%	35%	21%	21%	4%	2%

	reasonable.						
22.	Students have access, when needed, to a school nurse.	19%	48%	19%	13%	2%	0%
23.	Classrooms are seldom left unattended.	8%	25%	52%	15%	0%	0%

### C. Personnel

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
24.	District salaries are competitive with similar positions in the job market.	0%	13%	0%	50%	38%	0%
25.	The district has a good and timely program for orienting new employees.	6%	23%	17%	35%	19%	0%
26.	Temporary workers are rarely used.	0%	23%	15%	31%	31%	0%
27.	The district successfully projects future staffing needs.	2%	13%	19%	50%	17%	0%
28.	The district has an effective employee recruitment program.	2%	13%	29%	42%	13%	2%
29.	The district operates an effective staff development program.	13%	33%	25%	25%	4%	0%
30.	District employees receive annual personnel	13%	60%	13%	10%	0%	4%

	evaluations.						
31.	The district rewards competence and experience and spells out qualifications such as seniority and skill levels needed for promotion.	4%	4%	17%	38%	35%	2%
32.	Employees who perform below the standard of expectation are counseled appropriately and timely.	4%	21%	23%	31%	19%	2%
33.	The district has a fair and timely grievance process.	6%	35%	33%	15%	8%	2%
34.	The district's health insurance package meets my needs.	15%	50%	6%	21%	8%	0%

#### D. Community Involvement

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
35.	The district regularly communicates with parents.	15%	42%	25%	10%	8%	0%
36.	The local television and radio stations regularly report school news and menus.	10%	23%	33%	29%	4%	0%
37.	Schools have plenty of volunteers to help student and school	2%	27%	38%	27%	4%	2%

	programs.						
38.	District facilities are open for community use.	15%	42%	29%	13%	0%	2%

### E. Facilities Use and Management

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
39.	Parents, citizens, students, faculty, staff and the board provide input into facility planning.	10%	33%	27%	23%	6%	0%
40.	The architect and construction managers are selected objectively and impersonally.	4%	44%	40%	8%	4%	0%
41.	Schools are clean.	4%	58%	17%	15%	2%	4%
42.	Buildings are properly maintained in a timely manner.	4%	42%	23%	25%	6%	0%
43.	Repairs are made in a timely manner.	4%	38%	23%	27%	8%	0%
44.	Emergency maintenance is handled promptly.	10%	54%	21%	10%	4%	0%

### F. Financial Management

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
45.	Site-based budgeting is used effectively to extend the involvement of	6%	40%	42%	6%	2%	4%

	principals and teachers.						
46.	Campus administrators are well trained in fiscal management techniques.	6%	29%	29%	25%	10%	0%
47.	The district's financial reports are easy to understand and read.	10%	35%	27%	15%	10%	2%
48.	Financial reports are made available to community members when asked.	8%	54%	33%	4%	0%	0%

### G. Purchasing and Warehousing

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
49.	Purchasing gets me what I need when I need it.	10%	60%	15%	13%	2%	0%
50.	Purchasing acquires the highest quality materials and equipment at the lowest cost.	8%	56%	17%	17%	2%	0%
51.	Purchasing processes are not cumbersome for the requestor.	4%	31%	29%	27%	6%	2%
52.	The district provides teachers and administrators an easy-to-use standard list of supplies and equipment.	6%	67%	15%	6%	4%	2%

53.	Students are issued textbooks in a timely manner.	6%	29%	48%	13%	2%	2%
54.	Textbooks are in good shape.	6%	29%	58%	4%	0%	2%
55.	The school library meets student needs for books and other resources for students.	6%	46%	44%	2%	0%	2%

## H. Safety and Security

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
56.	Gangs are not a problem in this district.	2%	23%	31%	35%	6%	2%
57.	Drugs are not a problem in this district.	2%	15%	29%	44%	8%	2%
58.	Vandalism is not a problem in this district.	0%	19%	19%	42%	19%	2%
59.	Security personnel have a good working relationship with principals and teachers.	8%	31%	31%	21%	6%	2%
60.	Security personnel are respected and liked by the students they serve.	2%	33%	38%	15%	10%	2%
61.	A good working arrangement exists between the local law enforcement and the district.	4%	48%	25%	17%	6%	0%

62.	Students receive fair and equitable discipline for misconduct.	2%	27%	40%	19%	10%	2%
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### I. Computers and Technology

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
63.	Students regularly use computers.	6%	56%	25%	8%	2%	2%
64.	Students have regular access to computer equipment and software in the classroom.	6%	44%	25%	21%	2%	2%
65.	Teachers know how to use computers in the classroom.	6%	29%	38%	15%	10%	2%
66.	Computers are new enough to be useful for student instruction.	10%	54%	21%	10%	2%	2%
67.	The district meets students needs in computer fundamentals.	8%	40%	35%	13%	2%	2%
68.	The district meets students needs in advanced computer skills.	6%	21%	46%	23%	2%	2%
69.	Teachers and students have easy access to the Internet.	13%	40%	31%	10%	2%	4%

# Appendix F PARENT SURVEY

## A. Demographic Data

<b>TOTAL RESPONSES AS OF January 3, 2000</b>	<b>251</b>
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Circle answer

1.	Gender (Optional)	Male	Female	N/R			
		22%	67%	11%			
2.	Ethnicity (Optional)	Anglo	African American	Hispanic	Asian	Other	N/R
		45%	13%	28%	0%	4%	10%
3.	How long have you lived in Galveston ISD?		0-5 years	6-10 years	11 years or more	N/R	
			16%	14%	56%	15%	
4.	What grade level(s) does your child/children attend (circle all that apply)?						
	Pre-Kindergarten	Kindergarten	First	Second	Third		
	2%	9%	11%	12%	15%		
	Fourth	Fifth	Sixth	Seventh	Eighth		
	12%	8%	9%	4%	6%		
	Ninth	Tenth	Eleventh	Twelfth			
	4%	2%	3%	3%			



# Appendix F

## PARENT SURVEY

### B. Survey Questions

#### A. District Organization & Management

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
1.	The school board allows sufficient time for public input at meetings.	8%	27%	41%	16%	6%	2%
2.	School board members listen to the opinions and desires of others.	7%	26%	33%	22%	9%	3%
3.	The superintendent is a respected and effective instructional leader.	10%	23%	36%	18%	10%	3%
4.	The superintendent is a respected and effective business manager.	8%	22%	35%	20%	12%	3%

#### B. Educational Service Delivery and Performance Measurement

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
5.	The district provides a high quality of services.	10%	46%	9%	27%	4%	4%
6.	Teachers are given an opportunity to suggest programs and materials that they believe are most effective.	9%	34%	33%	18%	4%	2%
7.	The needs of the	8%	30%	40%	14%	5%	3%

	college-bound student are being met.						
8.	The needs of the work-bound student are being met.	7%	30%	42%	13%	6%	3%
9.	The district has effective educational programs for the following:						
	a) Reading	30%	49%	4%	12%	3%	2%
	b) Writing	18%	57%	6%	14%	3%	2%
	c) Mathematics	21%	57%	5%	12%	3%	2%
	d) Science	17%	51%	11%	13%	6%	3%
	e) English or Language Arts	18%	58%	9%	10%	3%	2%
	f) Computer Instruction	13%	35%	16%	22%	12%	2%
	g) Social Studies (history or geography)	14%	56%	10%	11%	6%	2%
	h) Fine Arts	14%	53%	14%	11%	6%	2%
	i) Physical Education	16%	58%	11%	8%	5%	2%
	j) Business Education	5%	21%	59%	8%	3%	5%
	k) Vocational (Career and Technology) Education	6%	24%	51%	10%	4%	5%
	l) Foreign Language	8%	28%	34%	17%	8%	6%
10.	The district has effective special programs for the following:						

	a) Library Service	18%	48%	15%	9%	5%	5%
	b) Honors/Gifted and Talented Education	22%	48%	16%	8%	3%	4%
	c) Special Education	15%	33%	33%	10%	3%	6%
	d) Head Start and Even Start programs	12%	27%	47%	6%	3%	5%
	e) Dyslexia program	5%	17%	59%	11%	2%	6%
	f) Student mentoring program	9%	29%	40%	13%	5%	4%
	g) Advanced placement program	12%	33%	38%	10%	2%	5%
	h) Literacy program	10%	27%	47%	8%	5%	4%
	i) Programs for students at risk of dropping out of school	7%	23%	45%	11%	10%	4%
	j) Summer school programs	12%	39%	31%	6%	7%	3%
	k) Alternative education programs	7%	28%	47%	7%	5%	6%
	l) "English as a second language" program	13%	32%	44%	6%	2%	3%
	m) Career counseling program	8%	25%	50%	8%	4%	5%
	n) College counseling program	7%	24%	52%	8%	4%	5%
	o) Counseling the parents of students	10%	30%	33%	14%	8%	4%
	p) Drop out prevention program	6%	18%	49%	10%	10%	6%
11.	Parents are immediately	17%	24%	20%	23%	13%	4%

	notified if a child is absent from school.						
12.	Teacher turnover is low.	6%	23%	32%	20%	15%	4%
13.	Highly qualified teachers fill job openings.	10%	32%	20%	20%	14%	3%
14.	A substitute teacher rarely teaches my child.	8%	38%	16%	20%	14%	4%
15.	Teachers are knowledgeable in the subject areas they teach.	19%	55%	11%	10%	3%	2%
16.	All schools have equal access to educational materials such as computers, television monitors, science labs and art classes.	11%	28%	17%	23%	18%	2%
17.	Students have access, when needed, to a school nurse.	26%	54%	4%	8%	6%	2%
18.	Classrooms are seldom left unattended.	15%	51%	18%	10%	3%	3%
19.	The district provides a high quality education.	16%	43%	12%	20%	7%	2%
20.	The district has a high quality of teachers.	17%	47%	12%	17%	6%	2%

### C. Community Involvement

Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
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21.	The district regularly communicates with parents.	14%	35%	12%	26%	10%	3%
22.	District facilities are open for community use.	9%	29%	33%	22%	6%	2%
23.	Schools have plenty of volunteers to help students and school programs.	12%	33%	19%	26%	8%	2%

#### D. Facilities Use and Management

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
24.	Parents, citizens, students, faculty, staff, and the board provide input into facility planning.	10%	20%	31%	22%	12%	5%
25.	Schools are clean.	22%	52%	8%	11%	5%	1%
26.	Buildings are properly maintained in a timely manner.	14%	40%	15%	20%	9%	2%
27.	Repairs are made in a timely manner.	9%	30%	27%	22%	10%	2%
28.	The district uses very few portable buildings.	8%	30%	26%	22%	10%	4%
29.	Emergency maintenance is handled expeditiously.	11%	39%	32%	10%	5%	3%

#### E. Asset and Risk Management

Survey Questions	Strongly Agree	Agree	No	Disagree	Strongly Disagree	N/R
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		<b>Agree</b>		<b>Opinion</b>		<b>Disagree</b>	
30.	My property tax bill is reasonable for the educational services delivered.	4%	28%	22%	24%	11%	11%
31.	Board members and administrators do a good job explaining the use of tax dollars.	3%	15%	25%	25%	22%	9%

### F. Financial Management

<b>Survey Questions</b>	<b>Strongly Agree</b>	<b>Agree</b>	<b>No Opinion</b>	<b>Disagree</b>	<b>Strongly Disagree</b>	<b>N/R</b>
32. Site-based budgeting is used effectively to extend the involvement of principals and teachers.	5%	22%	45%	13%	5%	11%
33. Campus administrators are well trained in fiscal management techniques.	5%	23%	45%	12%	4%	11%
34. The district's financial reports are easy to understand and read.	4%	18%	38%	20%	10%	10%
35. Financial reports are made available to community members when asked.	3%	23%	43%	12%	9%	11%

### G. Purchasing and Warehousing

<b>Survey Questions</b>	<b>Strongly</b>	<b>Agree</b>	<b>No</b>	<b>Disagree</b>	<b>Strongly</b>	<b>N/R</b>
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		<b>Agree</b>		<b>Opinion</b>		<b>Disagree</b>	
36.	Students are issued textbooks in a timely manner.	17%	47%	8%	12%	7%	8%
37.	Textbooks are in good shape.	15%	54%	9%	8%	5%	9%
38.	The school library meets student needs for books and other resources.	18%	52%	6%	8%	8%	8%

### **H. Food Services**

<b>Survey Questions</b>	<b>Strongly Agree</b>	<b>Agree</b>	<b>No Opinion</b>	<b>Disagree</b>	<b>Strongly Disagree</b>	<b>N/R</b>
39. My child regularly purchases his/her meal from the cafeteria.	24%	40%	6%	12%	9%	9%
40. The school breakfast program is available to all children.	30%	43%	16%	2%	1%	8%
41. The cafeteria's food looks and tastes good.	12%	31%	17%	19%	12%	9%
42. Food is served warm.	13%	45%	14%	11%	9%	8%
43. Students have enough time to eat.	9%	36%	6%	22%	18%	8%
44. Students eat lunch at the appropriate time of day.	11%	50%	5%	14%	13%	7%
45. Students wait in food lines no longer than 10	11%	32%	16%	17%	16%	8%

	minutes.						
46.	Discipline and order are maintained in the school cafeteria.	20%	43%	8%	12%	9%	8%
47.	Cafeteria staff is helpful and friendly.	18%	46%	10%	13%	6%	8%
48.	Cafeteria facilities are sanitary and neat.	22%	53%	9%	5%	4%	8%

### I. Transportation

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
49.	My child regularly rides the bus.	10%	13%	30%	16%	18%	15%
50.	The bus driver maintains discipline on the bus.	10%	14%	57%	3%	1%	16%
51.	The length of the student's bus ride is reasonable.	7%	16%	55%	3%	3%	16%
52.	The drop-off zone at the school is safe.	14%	34%	40%	3%	3%	6%
53.	The bus stop near my house is safe.	10%	25%	53%	3%	2%	8%
54.	The bus stop is within walking distance from our home.	13%	25%	53%	2%	1%	6%
55.	Buses arrive and depart on time.	8%	24%	58%	3%	1%	7%
56.	Buses arrive early enough for	7%	20%	62%	3%	1%	8%



	students to eat breakfast at school.						
57.	Buses seldom break down.	4%	22%	63%	4%	0%	6%
58.	Buses are clean.	7%	22%	63%	1%	0%	7%
59.	Bus drivers allow students to sit down before taking off.	8%	22%	61%	2%	1%	7%
60.	The district has a simple method to request buses for special events.	5%	15%	63%	5%	5%	7%

### J. Safety and Security

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
61.	Students feel safe and secure at school.	17%	50%	6%	19%	7%	2%
62.	School disturbances are infrequent.	15%	47%	14%	16%	7%	2%
63.	Gangs are not a problem in this district.	12%	24%	22%	24%	17%	2%
64.	Drugs are not a problem in this district.	12%	19%	20%	28%	19%	2%
65.	Vandalism is not a problem in this district.	12%	18%	21%	28%	19%	2%
66.	Security personnel have a good working relationship with principals and teachers.	14%	45%	34%	3%	3%	2%

67.	Security personnel are respected and liked by the students they serve.	14%	43%	30%	7%	4%	2%
68.	A good working arrangement exists between the local law enforcement and the district.	15%	48%	29%	2%	4%	2%
69.	Students receive fair and equitable discipline for misconduct.	12%	45%	17%	15%	8%	2%
70.	Safety hazards do not exist on school grounds.	6%	30%	26%	20%	11%	7%

### **K. Computers and Technology**

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
71.	Teachers know how to teach computer science and other technology-related courses.	8%	38%	27%	16%	10%	3%
72.	Computers are new enough to be useful to teach students.	10%	40%	21%	19%	9%	2%
73.	The district meets student needs in computer fundamentals.	11%	35%	21%	19%	13%	1%
74.	The district meets student needs in advanced computer skills.	8%	25%	31%	19%	16%	2%
75.	Students have easy	6%	24%	36%	20%	11%	2%

	access to the internet.						
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# Appendix F

## PARENT SURVEY

### C. Verbatim Comments

#### Parent Survey Verbatim Comments

The board does not receive public comments openly and goes out of their way to keep public input to a minimum. The misuse of funds for such things as travel by the board is sickening. The board should be devoted to better the children rather than themselves and this not happening. What about the \$12 million emergency fund? We would also like to know what was and will be done with the funds from the Pepsi vending contract. It is our understanding that there is \$450,000 left to spend.

I feel GISD administrators are very arrogant and unresponsive to the needs of the community. Tax dollars are wasted on frivolous travel, etc. Schools are in poor shape, e.g. asbestos. Hispanic students are punished more frequently and harsher than any other ethnic group. GISD has...too few Hispanic counselors. Too little is done to prevent dropouts, particularly Hispanic dropouts. Libraries do not have enough Hispanic literature and history books, films, etc. In elementary grades, Hispanics make honor roll on frequent basis. By high school, very few Hispanics are on the honor roll. Why is that?

Communication between the school board and parents is poor. I have no idea when and where school board meetings occur and have never seen an agenda. I do not believe that the school board represents the parents and students. In contrast, the individual school personnel are excellent and are very responsive to student needs.

GISD seems to place its administrators' and security needs above the needs of the students. Average students are not getting the quality education that is deserved. The uncooperative students are not being held accountable for their behavior.

Most substitutes are good teachers that for some reason or another did not finish their college hours. Most of them would love to go back to school but can not afford it.

Why train teachers from afar? You can train your own teachers in the community. Offer them a package to pay for the finishing of their hours with an income.

I truly believe in taking care of your "own" first and they will take care of you. Substitutes need more attention.

I feel like GISD is in trouble. Teacher turnover is high. Also, office staff has high turnover. Pay for office personnel is very low while pressure to do efficient work is very high. Morale is low in some schools due to low salaries; therefore turnover is high. My children have had such high turnovers in Spanish classes that they learned very little Spanish.

We are genuinely concerned about the lack of fiscal responsibility within the GISD. Also, unreasonable school district lines and transfer process.

Certain teachers are shown favoritism, whereas others are there to serve the district, too much principal-friend personal relationships. TAAS may indicate success, but students are drilled on nothing but TAAS five days a week, four hours daily. Teachers on 5<sup>th</sup> grade level not teaching anything in one room, students play and work on worksheets everyday. No teaching from the board. But because of personal principal-teacher relationship more than 50 kids suffer daily. Parents want to talk, but are afraid of having children placed in unfair predicament. Gives thousands of \$ to outside person for TAAS but recognized because of teacher effort and constant drilling. Children need to be children. Feel \$ spent on Scott campus for TAAS trainer could be better spent elsewhere.

Middle school shows preference to Caucasian children. Black are overlooked and given little compared to other peers. Made to feel inferior. Where are blacks on drill-cheer team at Weis? There are many black students who want to participate, but can't because of [a lack of] money to participate. [It's] another way to keep Blacks and Hispanics outside.

High school campus is unfair. Principal needs to look at economic background of minority students that drop out, because they are pushed and feel they don't belong if they are not in AP or PreAP.

If district does not turn around it is doomed. Cafeteria food is horrible on elementary and middle school campus. All students are rushed to eat and herded like cattle in each school. No wonder they starve during school. God forbid if a teacher takes away a student's lunch before they have had ample time to finish. Principals should change a lot that goes on, but they turn their heads as if they do not see it happening.

As a parent and recent district employee, I am extremely concerned about the leadership in GISD. I found it heartbreaking to quit (99-2000) my position as an elementary librarian, but I could no longer stand by while administrators ignored parents and teachers with legitimate concerns. I could not forgive the school board for the "travel fiasco" (1998-1999)

when as a parent, I was begging for used computers and as a librarian fighting for a book budget.

Neither the school board nor the administrators feel they are accountable to anyone in this community.

Example: If the true mission of this survey is to "move every possible education dollar into the classroom for teachers and students," then a hard look should be given to the board and administrators travel. They feel they can travel to the ends of the earth for training. Yet if you look at the teachers' travel campus by campus, it is amazing how little is allocated for teacher training. Trips to San Francisco and Washington, D.C. to reward SFA trainers and campus administrators seems a bit extravagant when money is being borrowed from the reserve fund for operating capital. However, these pale in comparison to our school board president's trip to Africa at the taxpayer's expense or the trip to Spain to recruit.

Because of the myriad of problems we face, this district is losing its ability to employ quality teachers. They seem content to just hire a warm body. Until our image and pay scale is equal to those of the surrounding districts, we will not attract the most qualified personnel. We are being left with second best or less.

I feel that my child is receiving a good education by good teachers. I believe there are a few in his school that could handle the classroom loads and disciplinary tolerance a little better. I am concerned about future grade schools and teachers. I am not truly convinced that education is the chief primary goal as age/grade levels increase. It sounds like controlling and focusing on discipline has take a front seat to educating and training students to be successful, career-minded individuals as it should be, not only in this district but everywhere.

Safety hazards at school - the unleashed dogs that frequent the entrance of Parker school should be regularly and consistently reported to the police department animal control by the school officials who see them each day and have access to a phone.

Overall I'm satisfied. I take the good with the bad, that's life. My main concerns are for the middle school (WEIS), discipline is nonexistent, especially in the cafeteria, theft is rampant and causing much stress in my home as I am financially unable to replace stolen articles.

Parker Elementary's idea of Physical Education is running the children around the school grounds to the point of exhaustion. When my children can't perform fast enough they are ridiculed by staff and often punished. I

have addressed this problem to no solution. Teacher says she has 3 classes at one and has no choice.

I feel teachers need to keep up with what is going on when kids are outside. Also [be] attentive...when a child gets hurt....

I don't feel enough is done when other children fight your kids. The cafeteria staff is rude but when supervisors are called, the staff usually cooperates and [then] become more rude.

Discipline continues to be a problem at some elementary campuses. Children with behavioral problems need to be removed sooner or assigned to a special room so that other students may learn and teachers may spend more time with the "willing to learn" and not correcting others.

School suspension - [kids are] being sent home far more too often than necessary. Why don't we have more counseling for our problem children? What would it take for counselors to look deeper into our kids' problems and really make a difference?

School buses rarely get to school with time for the morning meal.

Security guards - we always need more.

I worry a lot about alternative educational programs. These programs stand to segregate "problem kids" even within the alternate classroom, especially at the elementary level. Kids sit with "blindness" on their desks. Many of these children have social skill problems and this alternative environment does not foster improvement of social skills.

I think that motivated students who work hard can get a very good education in GISD. However, a large fraction are not sufficiently motivated to acquire a good education. Some interventions are needed on the part of GISD and other parts of the community, particularly parents, to make sure that most students have sufficient motivation to learn in school and accomplish worthwhile things.

From knowing parents from other local school districts, I feel GISD has been slow in utilizing and teaching computer technology. Also, the AP & Honors programs in GISD are great, but I believe more vocational programs should be in place for non-college-bound students.

It would always be nice to have more computers and time in schools.

Foreign language would be good if started in elementary.

My 3<sup>rd</sup> grader has lunch at 12:50 p.m., way too late!

It is a shame that a school this size doesn't have computer classes on the elementary level.

I live in Port Bolivar. The classrooms are overly loaded.... I have never seen the superintendent over here. At the last PTA meeting it was really sad that you can't get the board members over here. It just shows how much they care. Bad board performance.

We need a new school in Port Bolivar and more teachers and classrooms. We also need a preschool program.

I think that high school students should be in uniform. Uniforms are a good idea in middle school and will be good in high school [as well].

I don't feel that the district offers transportation options for those of us that live in the projects, but live far enough away to warrant transportation for our children. We can't always afford the public bus. Our funds are limited to the home needs of our children; therefore they must take the long walk of danger to school.

The board is working to resolve the problems that exist and you couldn't ask for a finer group of men and women than the current board. The board president (now past president) has maintained the integrity of the position while being bombarded with negativism. It takes a community to raise a child; examples are as strong as instruction.

I believe that Oppe Elementary is an outstanding school for my children. We moved here and moved into the school boundaries, because of the recommendation of others. I do not speak for other schools. The opinion of other schools in the district is that they are not up to par. Most people agree it is because of parent involvement.

I feel my child has been receiving a good education and has been taught very well so far. I have been very satisfied so far with my child's teachers and education at Burnett.

I want to emphasize that my children's teachers this year are great. I also want to praise Mrs. Diaz, principal at Alamo. I've never seen such an involved principal who knows every single student by name. She is always looking for something new for the children. The other thing I wanted to bring up is students transferring to other schools. Especially for single parents, the school district doesn't want to give parents support. For example, I would love for my children to be at Parker. It is closer to my



job where I would pick them up since it's closer. It would be a great help for other parents too.

I can only speak on Parker Elementary. We have been very happy with the teachers, administration, and other personnel. So far it has been a very nice relationship.

My kids have both gotten an excellent education in most areas. Math and English are very strong. Social Studies are very weak, and Science is lacking also. Ball High is way too big, but they are doing a pretty good job. I am worried that they are beginning to place too much emphasis on preventing dropouts and vocational education (which is very necessary) at the expense of college-prep courses. Please don't lose the top students by trying to water everything down for the majority.

My daughter attends the alternative school in Galveston, due to some unfortunate accidents. However, the staff at this school has been very understanding and caring and are very professional in dealing with my child. They are very informative and are always in touch with me. Attitudes with the children are always encouraging. They are truly a great, remarkable staff that work well together for the sake of the children.

I'm satisfied with the educational performance that my children receive at C.B. Scott. The only problem I have is the way the field trips are handled. I don't understand why parents have to pay for the kids to ride GISD buses when most of the buses don't have seat belts.

I am very pleased with the performance of GISD. My children are in gifted and talented and honor students. GISD has provided quality performance for my students to achieve these goals. Teachers have always helped in every way possible. I think GISD has the best teachers available.

I am very pleased with the district's incentives, such as gold cards, photos of honor students displayed in the hallway, [and] kid's work posted on the walls for everyone to see and appreciate.

My children are being taught well. The teachers are dedicated and work hard, for the most part.

The teaching environment is not conducive to a quality education.

The school board hears the public, but fails to listen.

Question: Would an audit show that GISD's budget is weighted towards administration?

Keep up the good job!

My 10<sup>th</sup> grader is learning disabled and it has been like pulling teeth to get him help. He still does not have the help he needs. He will probably not graduate and will just leave school for the military. For years his problem was ignored. His 3<sup>rd</sup> grade brother reads better than he does. For the taxes I pay, my son should have been given more help and been able to succeed. It's like they don't want to spend money on kids with special needs.

I'm very concerned about the intense focus of teachers and principals on the TAAS tests. It seems that the goal has become performance on the TAAS tests. I thought the goal was education and that the tests are a measurement of how well education is being achieved. The kids are being taught that the goal is to pass a test. The goal is education and learning, right?

I am impressed with the S.A.G.E. program for the gifted and talented students and the district should invest more resources into it.

I have two in GT education. The curriculum is only altered in the fact that the GT students have mandatory projects and more homework. I would like to see a higher level of information given to these students NOT more homework.

I would like to see the Strings program back in the district. There needs to be more emphasis on the arts in the district.

Too much time is spent on practice TAAS tests.

If we teach our children the proper skills, couldn't they pass the TAAS without 3-4 months of practice.

The school, PTO, etc. needs to be available to all, not just an elite few.

I feel strongly that there isn't enough time spent on other areas of curriculum such as Science, Math, and Social Studies.

SFA is a good thing and reading program, however there are other areas that need the same kind of focus on for students.

The Elementary reading program is limiting. It does not meet everyone's needs. Teachers should be able to be more versatile and creative. The Special Education Department does not have the best interest of the children [at heart].... Many parents are being misinformed about services available for their children through Special Education. It is very sad! I have been an advocate for at least 5 parents last year!

From the experiences I have encountered through the Special Education Department...having a child in GISD, I am very concerned as the appropriateness and legality of the district. Financially our district is not taking care of the main ingredients - our students and teachers! They deserve the best - we have some great - devoted teachers! The district does have some good traits as well! Like most districts, some things need cleaning up. Thanks so much for your help and support in improving GISD.

In the elementary schools, teachers do not have the freedom to teach the way they feel best meets the child's needs. The S.F.A. program is very rigid. If a child doesn't understand a concept there is no time to review or present it in a different way.

The elementary school puts too much emphasis on TAAS. Children learn in a relaxed environment, not one of tension. Children feel the teacher's anxiety.

The district has a problem with removing poor quality teachers. The district does not treat all elementary schools equally. The "poorer" schools receive much more attention than the "richer" schools.

While there are many dedicated educators in this district, a majority are not [doing] the best for our children. A focus on TAAS, rather than a focus on grade level curriculum, stunts both the performances of students and teachers. Our schools are in a deplorable state: outdated equipment, facilities, and lack of funds to update or replace them. The district is top-heavy in administration and has a problem with nepotism in the same area. Administration does not spend district funds wisely. Their apparent disregard for these sacred dollars is unacceptable.

The inability to attract the highest-caliber faculty and staff stunts our district and the quality of education for our kids.

This district needs an overhaul. Reward the quality, dedicated and committed teachers and staff. Streamline budgets and increase revenue to attract top-quality employees. Weed out the tired, unproductive and unmotivated employees. Make our schools a welcome environment to learn and grow.

Major Concerns: (1) ...Special Education students who are in classrooms disrupting the learning of others and who do not abide by the same behavioral expectations as the regular education students. (2) SAGE programs at elementary are lacking - these students are not receiving adequate challenging instruction. They are going from a 5<sup>th</sup> grade math book into a 7<sup>th</sup> grade book when they enter middle school. The math

curriculum needs to be aligned between the elementary and middle schools. (3) Social Studies and Science in the middle schools (high school and elementary included) do not issue textbooks. Curriculum for these subject areas are not in place and students are not being taught the essentials. (4) GISD needs to hire new administration (superintendent, asst. supt., and curriculum specialists)...that are respected in the field of education.

I am disappointed to some extent because at my child's school there is no hands-on science.... I believe they are being taught to be good test takers, which is necessary for some, but not for all. Also, I don't believe they are being taught enough about computer usage, typing skills...all of this my child had at another elementary school, not in this district. I feel all the schools should have a qualified computer specialist to prepare our children for computer literacy.

I find the disregard for the older students in their reading absolutely disgusting. For the tutors to concentrate on K, 1<sup>st</sup> and 2<sup>nd</sup> graders and leave the others to fend for themselves is unacceptable. As a mother of three bright, literate children and an SFA volunteer working with these older illiterate kids I see it everyday I'm there. For a 5<sup>th</sup> grader to be reading on a 1<sup>st</sup> grade level, I blame the teachers and in turn the district for not doing anything before now. Not that anything is being done now. I fail to really see what any of my comments now will accomplish but I still feel the need to do so.

Children do not eat at the appropriate time for their ages - 3<sup>rd</sup> grade- 1:00p.m. in the afternoon. The food is medium warm after a long wait.

No science books for 3<sup>rd</sup> grade, have to copy, share books with other students, can not take books home and Science only 1 time a week - very lacking.

Not enough time on computers for all students. The world is going to computers and they need more practice.

GISD should make a commitment to our island and make a master plan for all facilities. We use patchwork [approaches]...that serve as a temporary solution to our problems. We must move forward with facilities and as our teaching environment improves, our educational outcomes will also. We must stop waiting on a storm to produce funds for our capital improvements.

I feel like all students should receive books instead of sharing them or not being allowed to bring the books home. Our children do not feel safe at school. I think some of the aides and teachers should be given guidelines

for punishment of students. Metal detectors should be installed in middle and high school levels. The thing I feel most strongly about is uniforms for Ball High students. The inappropriate dress that some students wear is outrageous. So please consider uniform dress for Ball High.

The books that are issued to my child are very old and all written on. They should get new books and change them every once in a while. Restrooms are a mess and not all stalls or sinks work.

I feel there should be more parent teacher involvement. As a parent, helping my children's teacher is exciting. The children in the class seem to respond well to a parent in the room. I have been in other districts that have used this and it has worked well.

I am really happy with the teachers at school and the school itself. I cannot say anything else about the district.... Perhaps we need more information in Spanish.

The problem that we have at San Jacinto School since last year is [lice]. Many kids have [them] or the school is infected [with lice] in the classrooms and the gym. Please do something about these problems; we will be thankful that you do something. Thanks.

# Appendix G

## STUDENT SURVEY

### A. Demographic Data

<b>TOTAL RESPONSES AS OF January 3, 2000</b>	<b>380</b>
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Circle Answer

1.	Gender (Optional)	Male	Female	N/R					
		36%	47%	17%					
2.	Ethnicity (Optional)	Anglo	African American	Hispanic	Asian	Other	N/R		
		26%	24%	27%	2%	3%	17%		
3.	What is your classification?	Junior	Senior	N/R					
		0.3%	97.4%	2.4%					

# Appendix G

## STUDENT SURVEY

### B. Survey Questions

#### A. District Organization & Management

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
1.	The needs of the college-bound student are being met.	8%	52%	20%	14%	2%	4%
2.	The needs of the work-bound student are being met.	7%	53%	24%	11%	2%	3%
3.	The district has effective educational programs for the following:						
	a) Reading	16%	55%	18%	7%	2%	2%
	b) Writing	17%	58%	12%	9%	1%	2%
	c) Mathematics	26%	54%	9%	7%	2%	3%
	d) Science	26%	56%	11%	3%	1%	3%
	e) English or Language Arts	26%	61%	8%	2%	1%	3%
	f) Computer Instruction	16%	53%	16%	10%	2%	3%
	g) Social Studies (history or geography)	21%	58%	11%	5%	2%	3%
	h) Fine Arts	21%	51%	18%	5%	3%	3%
	i) Physical Education	14%	50%	22%	8%	3%	3%
	j) Business Education	12%	43%	30%	9%	3%	3%

	k) Vocational (Career and Technology) Education	17%	46%	26%	8%	2%	3%
	l) Foreign Language	17%	57%	13%	6%	2%	5%
4.	The district has effective special programs for the following:						
	a) Library Service	15%	47%	19%	12%	4%	3%
	b) Honors/Gifted and Talented Education	24%	51%	17%	3%	2%	3%
	c) Special Education	16%	41%	36%	2%	1%	3%
	d) Student mentoring program	10%	38%	37%	10%	2%	3%
	e) Advanced placement program	24%	51%	17%	3%	1%	3%
	f) Career counseling program	13%	45%	23%	13%	3%	3%
	g) College counseling program	11%	39%	24%	16%	6%	3%
5.	Students have access, when needed, to a school nurse.	13%	40%	16%	21%	8%	3%
6.	Classrooms are seldom left unattended.	11%	47%	18%	20%	2%	2%
7.	The district provides a high quality education.	9%	46%	22%	15%	5%	2%
8.	The district has a high quality of teachers.	10%	39%	29%	16%	3%	3%

## B. Facilities Use and Management



Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
9.	Schools are clean.	9%	40%	15%	23%	10%	2%
10.	Buildings are properly maintained in a timely manner.	9%	47%	17%	18%	7%	3%
11.	Repairs are made in a timely manner.	8%	34%	23%	25%	8%	2%
12.	Emergency maintenance is handled timely.	10%	47%	24%	13%	5%	2%

### C. Purchasing and Warehousing

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
13.	There are enough textbooks in all my classes.	7%	22%	9%	36%	23%	2%
14.	Students are issued textbooks in a timely manner.	7%	34%	19%	24%	13%	2%
15.	Textbooks are in good shape.	5%	22%	16%	33%	23%	2%
16.	The school library meets student needs for books and other resources.	13%	50%	15%	12%	8%	2%

### D. Food Services

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
17.	The school breakfast program is	10%	41%	33%	8%	6%	3%

	available to all children.						
18.	The cafeteria's food looks and tastes good.	2%	17%	18%	27%	33%	2%
19.	Food is served warm.	6%	36%	15%	26%	15%	3%
20.	Students have enough time to eat.	2%	5%	5%	20%	65%	3%
21.	Students eat lunch at the appropriate time of day.	5%	48%	19%	13%	13%	2%
22.	Students wait in food lines no longer than 10 minutes.	6%	3%	4%	20%	64%	2%
23.	Discipline and order are maintained in the school cafeteria.	3%	27%	22%	22%	23%	2%
24.	Cafeteria staff is helpful and friendly.	9%	39%	19%	16%	14%	2%
25.	Cafeteria facilities are sanitary and neat.	6%	41%	23%	13%	15%	2%

### E. Transportation

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
26.	I regularly ride the bus.	2%	9%	49%	13%	24%	3%
27.	The bus driver maintains discipline on the bus.	3%	9%	78%	3%	2%	5%

28.	The length of my bus ride is reasonable.	1%	9%	80%	3%	3%	5%
29.	The drop-off zone at the school is safe.	3%	12%	75%	3%	2%	5%
30.	The bus stop near my house is safe.	3%	11%	78%	2%	2%	5%
31.	The bus stop is within walking distance from our home.	3%	11%	78%	1%	2%	5%
32.	Buses arrive and leave on time.	2%	7%	80%	4%	2%	5%
33.	Buses arrive early enough for students to eat breakfast at school.	3%	8%	78%	4%	2%	5%
34.	Buses seldom break down.	3%	8%	79%	3%	2%	5%
35.	Buses are clean.	3%	10%	75%	5%	3%	5%
36.	Bus drivers allow students to sit down before taking off.	3%	11%	76%	4%	2%	5%

## F. Safety and Security

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
37.	I feel safe and secure at school.	12%	49%	15%	17%	5%	2%
38.	School disturbances are infrequent.	7%	27%	25%	29%	10%	2%
39.	Gangs are not a problem in this district.	16%	38%	23%	15%	5%	2%

40.	Drugs are not a problem in this district.	8%	17%	23%	30%	19%	3%
41.	Vandalism is not a problem in this district.	5%	14%	21%	37%	21%	3%
42.	Security personnel have a good working relationship with principals and teachers.	6%	39%	36%	9%	7%	3%
43.	Security personnel are respected and liked by the students they serve.	7%	26%	22%	19%	23%	3%
44.	A good working arrangement exists between the local law enforcement and the district.	6%	33%	43%	7%	7%	4%
45.	Students receive fair and equitable discipline for misconduct.	7%	26%	24%	20%	19%	4%
46.	Safety hazards do not exist on school grounds.	4%	19%	37%	22%	14%	3%

### G. Computers and Technology

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	N/R
47.	Students have regular access to computer equipment and software in the classroom.	9%	40%	13%	22%	13%	3%
48.	Teachers know	8%	43%	18%	21%	6%	4%

	how to use computers in the classroom.						
49.	Computers are new enough to be useful for student instruction.	13%	48%	18%	13%	5%	3%
50.	The district offers enough classes in computer fundamentals.	9%	41%	21%	18%	7%	4%
51.	The district meets student needs in advanced computer skills.	8%	34%	29%	17%	8%	3%
52.	Teachers and students have easy access to the Internet.	12%	44%	14%	16%	11%	3%

# Appendix G

## STUDENT SURVEY

### C. Verbatim Comments

#### STUDENT SURVEY VERBATIM COMMENTS

The hamburgers are served cold. They aren't even real meat. It cost me \$3.00 to satisfy my appetite and I'm only 5'2" and 100 pounds.

The big problem that I see in GISD is the lunch lines. You can run to the lunch line, be the seventh person in line and maybe get food 15 minutes later, because of the excessive cutting [in line]. There is also no room in the lunch line area because people are always leaning against the walls and such, trying to look cool. I personally highly dislike it and think something should be done about the behavior of these people.

I believe that sometimes when students get into trouble, they get away with too much. As for the food, sometimes it is cold or the milk is old or something. As for the computer classes, I think the school offers enough to the student or at least enough to get a head start and learn a little bit about computers.

Allow off-campus lunch, most problems occur in the cafeteria.

The only real problem that Ball High has is its lunch setup. Some children eat too early, while others eat too late. The children in the last lunch period never get the quality of food the others do.

The lunch lines are way too long, and sometimes students have only 5 to 10 minutes to eat.

[S]omething....must be done about our school cafeteria. The food court is too small, the line takes at least 25 minutes in order to have the food served and we usually run out of food. The food taste[s] worst (sic) than any, the sandwiches are usually wet and the only other food that seems to be served here is fried food! Need some improvements.

I believe that Ball High School offers an excellent educational curriculum in the classrooms. However, I believe that the quality of food and the length of time given to eat it in the cafeteria is a major problem. Given the time for moving between classes and waiting in the lunch line, there is sometimes less than five minutes to eat the food. People regularly cut in line and go unpunished. Our lunch program needs major improvement. In addition, the ID policy is absurd.... It does not make any student feel

welcome here at the school, and it is too much of a hassle for both the students and the teachers.

The restroom facilities are in need of improvement. There [are] rarely soap, paper towels and toilet paper available. Mirrors are needed and they need to be cleaned more often.

Security officers are very rude and find anything to harass you about, but when you need them you can find them in a group talking and eating.

They are too strict with some of their rules.

School police are always harassing!

I believe that GISD is doing well when it comes to educational performance, however, I don't think that it's right that we spend all our money on sports. We should have more things for education, like competitions. Just a suggestion.

The overall educational performance of GISD is fair. There are a lot of wonderful, eager, and understanding teachers on the campus who are always willing to help. There should be more programs offered for college-bound students; to help [with] the decision-making process and scholarships. There should be fun activities done after school, such as dances, which we had none of this year. There should be a tutoring program offered after school in which teachers are paid to stay and help students. There should be more cleanliness in the bathroom areas of the school.

There are often not enough textbooks to go around. If there are, they are often tattered or obsolete. The message conveyed to me is that the students' education is not a priority. The district is more worried about keeping bodies at desks than teaching brains in heads. Attendance is important, but what is the use of coming to school if all we learn is failure is six days away? Teach me; don't taunt me.

I am a high school senior enrolled in the BESTT program. I have come in contact with various teachers. I advise that teachers...be reviewed more often and without warning. (Yes, the teachers that I have had are wonderful and I respect them.) Some elementary school teachers are yelling at their students and not encouraging them in their studies, only talking down to them as if they're ignorant. This sight sickens me and something needs to be done about it. We must embrace the young and lift them up, not bring them down. Remember, they will be the ones taking care of us when we are old. The roles will reverse and we will need their support.

I have always enjoyed my advance placement classes. I feel the teachers are excellent and well liked; however, I don't know about the qualifications of the teachers instructing the GP classes. I feel safe in the classroom, but the hallways are extremely crowded and difficult to move through. Furthermore, in the hallways, I don't feel the security guards are effective. They seem to be there more for the look rather than enforcing the appropriate rules for all students.

I would also like to see more money budgeted to activities which require critical thinking, such as forensics or VIL academic competition. There is more to extracurricular activities than sports.

I feel that the school district needs more emphasis on reading and writing skills at the lower levels of school. [M]any of my peers...can barely read at a ninth-grade level, and they are in the eleventh or twelfth grades. It disturbs me immensely to know that these students will be graduating from high school without the ability to read well.

GISD has a great educational system.

Excellent job! Keep up the good work!

Being at Ball High for almost four years, I feel as if Ball is a good school altogether with the exception of the new principal....

I feel the differences between A&P and regular classes are too great. I can be in A&P, but am unable to work that much on time, so I went into regular classes and we don't do anything. It's too easy. Why? Just because we dropped down doesn't mean we are stupid.

I don't find it fair to have to pay for a lost ID, when the school staff knows that we are their students. Also, the security guards are unnecessarily strict and show favoritism toward certain students. We need more time to eat lunch.... The drink machines are mostly empty by lunch.

If nothing is more important than education, why should students be sent home for not having their dollar for temporary ID? Another thing is that a lot of seniors...feel that since their freshman year, many privileges have been taken away that were enjoyed by previous seniors. For example: the whole student body participates in the bonfire, seniors love this. Also Camouflage Day (for the playoffs)...these games are the last games that we will ever be attending at Ball High, so I think that we should be able to do this as long as it doesn't get out of control. Don't take away a lot of traditions from our school and especially from us seniors!



The ID policy is not needed, an ID will not keep anyone from getting shot.  
Off campus lunch is needed!!!