



Final Performance Review Report for the Manor Independent School District

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Introduction

In February 2014, Gibson Consulting Group, Inc. (Gibson) was contracted by the Manor Independent School District (MISD) to conduct a comprehensive efficiency review of the district. The purpose of this study was to identify examples of best practices currently in place at MISD and to develop recommendations to improve operational efficiency and effectiveness.

MISD has almost 9,000 students, growing at an annual rate nearing 10 percent, and is expected to continue at this rate or higher for at least several years. Growth is perhaps the most significant operational issue facing the district. MISD has also faced significant turnover at the board and administration levels, creating organizational stress within the district. In May 2014, the MISD Board of Trustees rescinded the earlier resignation of Mr. Kevin Brackmeyer, who has returned to the district and implemented an array of organizational and program initiatives.

The past few years have been challenging for MISD, but the district now appears poised for growth with a new management team, a new organization structure, and a successful \$125 million bond election to support the construction of new schools and refurbish existing ones. Despite the recent legislative cuts, the district's financial stability is strong, as indicated by its "Superior Achievement" rating on its Financial Integrity Rating System of Texas (FIRST) evaluation from the Texas Education Agency (TEA).

This study found several examples of best practices and innovative initiatives at MISD:

- MISD's Curriculum and Instruction Department has a well-developed 3-year implementation plan that should improve the accountability for measureable outcomes.
- The district has implemented an innovative practice called "Late Start Mondays," whereby teachers can dedicate 90 minutes to analyze student data and work together in Professional Learning Communities to identify and address student needs.
- The district's Facilities and Construction Management function has made several positive strides in recent years to improve the planning, management and operation of the school's facilities. In addition to implementing a new work order management system, the district has installed GPS devices on all maintenance vehicles to increase the efficiency of maintenance activities.
- An aggressive instructional technology program that is nearing a 1 to 1 ratio of students to computers is opening the door for innovative and individualized learning. The district also has other useful technology devices and a robust wireless network hardware and software structure.
- MISD has an award winning Food and Nutrition Services operation that has implemented new federal changes better than most school systems, and is financially self-supporting.

This report contains 59 recommendations to improve the efficiency and effectiveness of MISD. Once fully implemented, these recommendations will result in a net savings of \$3.1 million over the next five years,

with annual net savings reaching almost \$1 million a year. Below is a summary of the major recommendations:

- Implement performance measures for all operational and administrative areas to track efficiency and effectiveness on an ongoing basis. These measures can also be used to improve transparency and help establish future efficiency targets and spending levels.
- Develop and implement a decision-making framework to clarify what decisions need to be made at the school or district level. The current informal decision-making framework is not consistently applied and is contributing to inefficiencies.
- Centralize the leadership and coordination of instructional coaches to maximize their value and better meet school needs.
- Improve the quality of the district's Response to Intervention (RTI) program as a strategy for improving instruction.
- Develop educational specifications for new school facilities to ensure that academic needs are met.
- Centralize the management of the custodial services function to improve the consistency and quality of custodial services.
- Develop custodial staffing formulas that increase efficiency by shifting more of the cleaning hours to after school.
- Implement an energy management plan to increase utility cost savings.
- Renegotiate the transportation vendor contract at the end of 2014-15 to shift more of the financial risk to the vendor and allow the district to maintain control of bus route decisions.
- Review hazardous routes and student eligibility for transportation to ensure that MISD is providing reasonable service levels commensurate with state guidelines.
- Further improve technology through additional training, the implementation of a formal project management methodology, the development of technology service level agreements, and the creation of a comprehensive disaster recovery plan.
- Modify the cost allocation formula so that the Food and Nutrition Services operation fully reimburses the district's General Fund for expenditures incurred on its behalf.
- Re-engineer the district's recruitment and hiring processes to shorten the timeframe to extend offers to teachers.
- Monitor and analyze employee absenteeism.

- Improve personnel records management.
- Modify purchasing procedures to maximize the use of Procurement Cards.
- Eliminate duplicative, manual processes in schools in the areas of purchasing and payroll by maximizing the use of the district's software.
- Improve the transparency of the district's budget document by including more information.

Methodology

Data Collection

To conduct a comprehensive review of MSID, Gibson used a variety of data collection and analysis approaches. The following data collection approaches were applied:

- Existing MISD data
- Interviews with district staff
- School site visits
- Focus group sessions
- Public Education Information Management System (PEIMS)

Existing MISD Data

To provide proper context for the review, Gibson requested from MISD a broad spectrum of data and documents related to the operational areas under review. Gibson collected over 1,000 documents from MISD staff. The purpose of this data request and subsequent analyses was to gain a deeper understanding of MISD operations and provide background and context for the review. In addition, these data and documents were utilized to help formulate questions for the interviews and focus group sessions held with district administrators; department heads and staff; school administrators and staff; and teachers. Data analyses, discussed later, were conducted to determine levels of efficiency and effectiveness within the organization.

Interviews with District Staff

To ensure that the review team had a complete and thorough understanding of district processes, procedures, operations, and issues; interviews of key staff involved in day-to-day operations in the MISD were conducted in June 2014. Those interviewed included school board members, district leadership, department heads and staff, school administrators and staff, operational leads, and support staff, among others.

Since some preliminary data analyses were completed prior to the site visit, interview time was dedicated to understanding performance trends, in addition to learning about system processes and staff

responsibilities. Through these interviews and focus groups, the review team was able to develop a better overall understanding of district operations and clarify any data questions that arose during preliminary analysis, including: investigation of possible causes of unfavorable variances; current efficiency or performance measurement systems; current plans and initiatives; current approaches to cost savings; recent cost savings or cost cutting measures; and decision-making frameworks. The review team also learned about areas of concern for the staff.

School Site Visits

A sample of MISD schools was selected for site visits based on geographic location within the district. The review team selected and conducted site visits at six MISD schools. The purpose of the school visits was to gather information on school operations as well as staff members' perceptions of the services provided by the central office. The site visits were conducted in May 2014.

Focus Group Sessions

Focus groups are an effective way of obtaining more in-depth information from staff than a one-on-one formal interview or other data collection instruments. In addition, the dynamics of a focus group often stimulate the expression of ideas that might otherwise go unstated. The project team conducted focus group sessions with principals and teachers. These focus groups were conducted during the June 2014 site visit.

Analysis

Data Analysis

As discussed previously, existing MISD data were requested and analyzed to provide background and context for this review. During the assessment phase of this project, each functional area was reviewed individually to determine whether efficient financial and operational management practices were in place.

For the analysis of each functional area, the review team applied best practice protocols for developing well-supported findings and recommendations. Other sources of input (e.g., observations, district data, and industry best practices) were also included in analyses.

Interview and Focus Group Data

Qualitative interview and focus group data were analyzed by functional area leaders conducting the focus group sessions and interviews to determine common trends across the various stakeholder groups (e.g., district administration, school leaders and staff, department heads, and staff).

Organization of Report

The remainder of this report is organized into the following areas:

- Chapter 1 – District Organization and Management
- Chapter 2 – Education Services
- Chapter 3 – Facilities Use and Management
- Chapter 4 – Transportation
- Chapter 5 – Food and Nutrition Services
- Chapter 6 – Technology Management
- Chapter 7 – Human Resources
- Chapter 8 – Financial Management
- Appendices

Chapter 1 – District Organization and Management

The effective and efficient education of students depends on a division’s governance structure, administrative management, and planning processes. The role of the school board (board) is to set goals and priorities, establish policies, and to approve the plans and funding necessary to achieve district goals and objectives. The superintendent is responsible for managing district operations, recommending staffing levels, and preparing a plan for spending financial resources in order to carry out the board’s goals and objectives. Department and school administration executes the plans and measures performance against established targets that are aligned with the district’s goals and objectives. Each component of this system of governance and administration helps ensure that goals and objectives are in fact achieved, and that departments, schools, and the individuals that oversee them are held accountable for results.

The Manor Independent School District’s (MISD) mission is “achieving excellence through innovation.” It has three goals that guide its school system in pursuit of this mission:

- Create instructional improvement systems for the district in all areas to support academic achievement for all students.
- Improve the culture of MISD to promote teaching and learning for all students and educators in a dynamic learning environment.
- Implement effective communication strategies throughout the district.

The district is governed by a seven-member Board of Trustees. Regular board meetings are held monthly on the third Monday of each month. Other special board meetings occur as needed. Board policies are maintained online, and take advantage of the Texas Association of School Boards (TASB) policy update service. In May 2014 the board named Mr. Kevin Brackmeyer as the superintendent, rescinding his resignation from earlier in the year.

This chapter provides recommendations related to district and school-level management and administration. The recommendations in this chapter seek to further improve MISD management, oversight and decision-making processes. These are discussed briefly below.

- Most MISD operational and administrative departments do not have performance measures or targets. This limits the ability of district senior leadership and the board to fully understand the level of district operational efficiency and effectiveness, and hinders the ability of management to hold departments and individuals accountable.
- Several inefficiencies exist because of the way decisions are made at MISD. A decision-making framework needs to be established between central administration and the schools to determine which organizational unit has the authority to make which decisions.

- This summer the superintendent implemented a new organization structure that better aligns instructional programs and establishes a more reasonable span of control. This report makes additional organizational recommendations for future consideration.
- The district has been through a tumultuous period from a governance perspective, and this has permeated through the ranks of employees at MISD. The superintendent is implementing several initiatives, and this report recommends other changes. MISD should implement a change management program to ensure that the organization is prepared for the upcoming changes and that effective project management and communication systems are in place to ensure success.

Table 1.1 provides a summary of district organization and management recommendations and resulting fiscal impacts over the next five years.

Table 1.1. Fiscal Impact Summary

Recommendation	One-Time Costs/ Savings	2014-15	2015-16	2016-17	2017-18	2018-19	Total Fiscal Impact
1-1: Implement performance measures for all operational and administrative areas.	(\$50,000)	(\$5,000)	(\$5,000)	\$0	\$0	\$0	(\$60,000)
1-2: Develop a decision-making framework.	(\$15,000)	\$0	\$0	\$0	\$0	\$0	(\$15,000)
1-3: Consider future adjustments to the new organization structure.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
1-4: Utilize formal change management methodology to support organizational changes.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Net Fiscal Impact	(\$65,000)	(\$5,000)	(\$5,000)	\$0	\$0	\$0	(\$75,000)

Note: Costs are negative. Savings are positive.

Recommendation 1-1: Implement performance measures for all operational and administrative areas.

Performance measurement is more common in academic program areas, as many measures are required by the Texas Education Agency (TEA) to support accountability rankings. TEA does not require operational (e.g., facilities, transportation) or administrative (e.g., finance, human resources) performance measures, although they do collect data to support the calculation of some measures. As a result, many districts do not have performance measurement systems for their operational and administrative areas.

School district computer systems focus more on transaction processing; although some information systems support the development of efficiency measures. Most operational and administrative performance measurement systems are maintained separately from the district's financial and human resources information systems.

There are two primary ways performance can be measured in school district operational and administrative areas:

1. **Efficiency of Inputs** – the most significant input for school districts is staff time. Efficiency measures should compare staff input to outcomes to determine whether or not appropriate staff levels and efficiency processes are in place. Two examples of an efficiency input measure are gross square feet cleaned per full-time equivalent (FTE) custodian and food services meals served per labor hour of staff time. Both of these efficiency measures measure the productivity of the input – staff time – to the outputs of space cleaned and meals served. In some cases industry standards are available for comparison.
2. **Effectiveness of Outputs** – output effectiveness can be measured in terms of customer satisfaction, calculated measures, or achievement of established standards. Customer satisfaction is most commonly measured through a survey instrument, and MISD currently administers surveys in several administrative and operational areas. Calculated measures can include response times (number of days) between the generation of a purchase order, maintenance work order, technology work order, or other transaction initiation and the date that transaction is completed. Established standards may include certifications such as an unqualified or “clean” on the district’s financial audit, or recognition of performance by an independent third party.

MISD has few performance measures in administrative and operational areas. Some areas, such as Facilities Management, has begun the development of performance measures for maintenance. Other departments (Purchasing, Finance) conduct customer surveys. No MISD administrative or operational department, however, has a complete set of performance measures that are compiled annually to support the determination as to whether or not the department is efficient and effective. This is likely one of the contributing factors that led to this efficiency study.

MISD should develop a set of performance measures for each operational and administrative area and track these measures over a 5-year period to identify favorable or unfavorable trends. Comparisons of the most current year measures should be made against established standards, available benchmarks, and other districts that collect similar measures. Measures can also be developed for academic program administration, as well as general administration. These measures include pupil-teacher ratios, pupil-aide ratios, and teacher loads. Appendix A presents a suggested list of performance measures for each area. Implementation of a performance measurement system will require the following steps:

1. Define measures – these can be developed using the list in Appendix A.
2. Define data elements – data definition is extremely important. The exact definition of the data must be identified, along with the source of data and the timing of when they are collected. Some districts collect operational and administrative statistics at the same time as the Fall PEIMS submission, so aggregate amounts can be reconciled to the official state record.

3. Collect and validate data – since most data, other than financial, are not subject to an annual audit, the district must take steps to validate the data. This would include test audits and reasonableness testing.
4. Calculate measures – the calculations supporting each measure can be stored using database or spreadsheet software. Some financial and human resource systems support the entry of operational data and the calculation of measures; however, most are done using one of the two former methods.
5. Conduct reasonableness test – the results of calculated measures should be evaluated for reasonableness. If the results of a measure looks too good or too bad to be true, there is likely a data issue.
6. Conduct variance analysis – once the data are validated and reliable measures are produced, these measures can be analyzed over time and compared to standards or benchmarks. Caution should be taken to “explain away” unfavorable trends or variances. Additional data collection and analysis may be needed to fully understand a performance variance.
7. Report results – results should be reported annually in a format that is easily understood by the general public. Tools that create visualizations of data can also be used to support viewing and navigation of measures online.

Effective performance reporting will improve the transparency of the school district, the efficiency of district operations, and give district leadership, the board and the general public more insight as to what is going on behind the numbers in the budget line items. Further, if fully implemented, it will eliminate the need for future consultant studies on efficiency, as this process will become internalized.

Fiscal Impact

Implementation of performance measures will require a one-time investment of approximately \$50,000 to provide technical support (data definition, collection and validation), analytical support (of variances), and department head training. Ongoing analytical support (\$5,000 per year) may be needed for an additional two years. These estimates are based on similar projects conducted by Gibson for other Texas school districts, including Tyler ISD and Grand Prairie ISD, adjusted downward based on the enrollment of MISD.

Future cost savings are expected but cannot be determined at this time.

Recommendation 1-1	One-Time	2014-15	2015-16	2016-17	2017-18	2018-19	Total Fiscal Impact
	Cost/ Savings						
Develop performance measures	(\$50,000)	(\$5,000)	(\$5,000)	\$0	\$0	\$0	(\$60,000)

Note: Costs are negative. Savings are positive.

Recommendation 1-2: Develop a decision-making framework for campus and district administrators.

How decisions are made in a school district has a direct impact on the effectiveness and efficiency of its academic programs. In the absence of a decision-making framework, decision authority may depend on the individual in a certain position, causing inconsistent applications of decision-making across the district.

Certain academic decisions (e.g., teaching strategies for individual students) should be made at the school level in order to provide the needed flexibility to meet unique needs. Other decisions (e.g., curriculum) need to be made at the district level to ensure that all students are learning the same curriculum at the same time in order to meet state performance standards on standardized tests.

Other types of decisions, such as teacher professional development and instructional technology, may not be as clear cut and in some cases may require a hybrid solution for decision making. Where a district falls in terms of the level of centralized or decentralized decision-making is not as important as the need to formally define the decision-making framework so that it is consistent across the school district.

Overall, Manor CISD has a very strong policy framework and effective guidelines for Site Based Decision Making (SBDM). Below are excerpts from the Manor CISD policy manual related to decision making. Some of these policies (legal) are required by state law. Others (local) are adopted specifically for Manor CISD.

Board Policy BQ (Legal)

- The Board shall adopt a policy to establish a District- and campus-level planning and decision-making process that will involve the professional staff of the District, parents of students enrolled in the District, business representatives, and community members in establishing and reviewing the District's and campuses' educational plans, goals, performance objectives, and major classroom instructional programs. *Education Code 11.251(b)*
- At least every two years, the District shall evaluate the effectiveness of the District's decision-making and planning policies, procedures, and staff development activities related to District- and campus-level decision making and planning to ensure that they are effectively structured to positively impact student performance. *Education Code 11.252(d)*
- The Board shall ensure that an administrative procedure is provided to clearly define the respective roles and responsibilities of the Superintendent, central office staff, principals, teachers, District-level committee members, and campus-level committee members in the areas of planning, budgeting, curriculum, staffing patterns, staff development, and school organization. The Board shall ensure that the District-level planning and decision-making committee will be actively involved in establishing the administrative procedure that defines the respective roles and responsibilities pertaining to planning and decision making at the District and campus levels. *Education Code 11.251(d)*

Board Policy BQB (Legal)

- The District shall maintain policies and procedures to ensure that effective planning and site-based decision making occur at each campus to direct and support the improvement of student performance for all students. *Education Code 11.253(a)*
- In accordance with the administrative procedures established under Education Code 11.251(b) [see BQ], the campus-level committee shall be involved in decisions in the areas of planning, budgeting, curriculum, staffing patterns, staff development, and school organization. *Education Code 11.251(d)*

Board Policy BQ (Local)

- The Board shall ensure that data are gathered and criteria are developed to undertake the required biennial evaluation to ensure that policies, procedures, and staff development activities related to planning and decision-making are effectively structured to positively impact student performance.

There are also policy references to specific types of decisions, such as curriculum and professional development. However, separate from a few examples, MISD does not have a decision-making framework or any single document that defines decision-making authority between the central office and the schools. The job descriptions for principals outline specific responsibilities, including planning, assessment, instructional leadership, communication, community relations, and administrative management. Job description tasks provide a deeper level of detail related to the above responsibilities, but do not define the decision authority of principals. The same holds true for the central office administrator job descriptions.

During principal focus groups, teacher focus groups, and school visits, the review team identified examples where the lack of a decision-making framework was contributing to inefficient practices. For example:

- **Lunch Schedules.** School principals currently have the authority to establish the number and length of lunch schedules. This decision can affect the financial performance of a cafeteria operation at a school, yet food services has no control over this decision variable. While lunch schedules should consider academic time with students, financial considerations should also weigh into the decision.
- **Computer Inventory.** MISD campuses are currently responsible for maintaining the computer inventory at their schools. However, not all schools complete this inventory, and the way it is done is inconsistent. This limits the ability to aggregate and analyze computer inventory data at the district level.
- **Custodial services.** School principals have decision authority over custodial services at their schools, yet principals are not trained in the operation of a custodial function. Certain decisions relating to equipment, cleaning frequencies, and custodial supplies should be made by positions

that are trained in such matters. A decision-making framework will help identify where current decision authority may be displaced in an organization.

- **Manual logs.** Some schools continue to use manual logs and spreadsheets as a back-up to the district information systems. Decisions to use these tools are school-based, and contribute to duplicative and inefficient practices.

Some decisions, such as curriculum decisions, should be made or guided centrally in order to provide consistent application and efficient operations at the school and district administration levels. Other decisions, such as differentiation of instruction for individual students, can and should be made at the school level. Documentation of a single decision-making framework will help ensure that all principals and cluster and district administrators understand the criteria for making certain decisions. Adopting a decision-making framework will ensure its consistent use by all positions involved in decision making. At a minimum, decisions should be identified in the following four categories:

1. **Site-based decisions not requiring district administration approval.** These are decisions that can be made or approved independently by principals or their designees without intervention or approval by district administration. These decisions might include teaching strategies used and assignments of special projects to staff.
2. **Site-based selection from a list of district-provided options.** Examples of selection lists might include computer and instructional software available for purchase. Schools can be provided choices of computer brands and software as long as they meet minimum specifications established by district administration's technology function. Purchasing items that are not on the approved list could result in the inability of the technology function to effectively support the hardware or software. Selecting from a list provides decision-making flexibility within a framework that helps ensure districtwide efficiency and effectiveness.
3. **Site-based decisions requiring central office approval.** Certain decisions, such as hiring or terminating school staff, should require the approval of district administration to ensure compliance with state and federal laws and district policy.
4. **Central office decisions.** There are certain decisions that should be made by district administration and enforced at all schools. A single standardized curriculum and the school bell schedule are examples of decisions that should be established, or standardized, by district administration. In making these decisions, however, district administration should elicit input from schools and cluster offices to ensure that decisions make sense for the schools, as well as the district.

In developing a site-based decision-making framework, the authority, using the four options above, should be defined for the types of decisions. Differing types of decisions are included in the following list.

- Curriculum / curriculum guides
- Academic program decisions
- Ability to re-allocate instructional and/or non-instructional staff to meet needs identified by school
- Response to Intervention
- Benchmark testing
- Course offerings (secondary)
- Identification of professional development needs
- School calendar
- School bell schedule
- Class size
- Bus routes
- Cafeteria schedule
- Authority over custodians and how they spend their time
- Authority over food service workers and how they spend their time
- Work schedules for any categories of staff
- Number of work days per year for any categories of staff
- Block scheduling (secondary)
- Terminating school staff
- Establishing staffing needs
- Establishing non-staff budget needs
- School facility renovations
- Student discipline – code of conduct
- Student activity funds – software / processes
- Class rank determination / computation
- Purchasing decisions as they relate to teachers’ or principals’ authority to select vendors, versus using the district administration purchasing department or only pre-approved vendors
- Computers / servers
- Instructional software purchases
- Hiring school staff

In implementing this recommendation, district administration should first conduct a brief online staff survey to gauge perceptions of decision-making authority based on the list of decisions, and any additional decision areas desired by district management. A committee of school principals and district leaders from all program and operational areas should be convened to review the survey results and develop the decision-making framework.

Job descriptions for all affected instructional and school administrative positions and central office leadership positions should reference the decision-making framework.

Fiscal Impact

The district is expected to need outside assistance (\$15,000 in consulting or contractor fees) in implementing this recommendation. This is based on an estimated 100 hours of facilitation and advisory services at an hourly rate of \$150. In addition, school and district administrators will need to dedicate approximately 10 hours each to the development of the framework and modification of job descriptions. The outside consultant/contractor will serve as an independent facilitator for the committee and be primarily responsible for developing the decision-making framework materials.

Recommendation 1-2	One-Time	2014-15	2015-16	2016-17	2017-18	2018-19	Total Fiscal Impact
	Cost/ Savings						
Develop a decision-making framework for campus and district administrators.	(\$15,000)	\$0	\$0	\$0	\$0	\$0	(\$15,000)

Note: Costs are negative. Savings are positive.

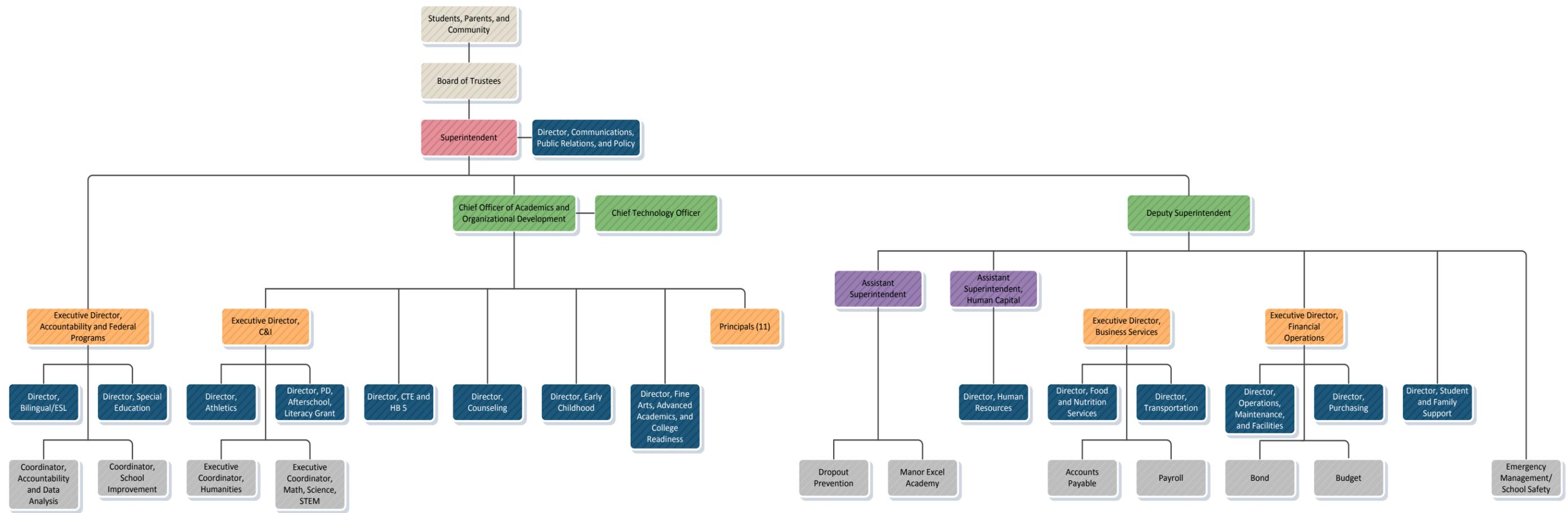
Recommendation 1-3: Consider future adjustments to the new organization structure.

MISD's organization structure has been undergoing change during the course of this study. In May 2014, the returning superintendent set out to develop an organization structure that would accomplish two specific objectives:

- **Reduce the number of direct reports to the superintendent.** Prior to the organizational changes, the superintendent had 17 direct reports, including the principals at each of the schools. While the pre-existing organization structure is more common in smaller school districts (<5,000 students), this structure is no longer workable given the size of the district and the anticipated rapid growth in the coming years.
- **Improve accountability over academic programs.** The prior organization structure had multiple academic positions reporting to the superintendent. The new structure centralizes most academic programs under a single position – the Chief Officer of Academics and Organizational Development. This more concentrated approach will help foster needed communication and coordination of academic programs and services, and by centralizing responsibility for academic performance, accountability for student achievement will be improved.

Figure 1.1 presents the new organization structure being implemented for the 2014-15 school year.

Figure 1.1. Current MISD Organizational Chart



The review team analyzed the aspects of the new organizational structure, evaluating organizational concepts such as:

- *The delineation of line versus staff functions* – Line functions are responsible for the day-to-day transactions of running a school system. They include all instructional and related functions, as well as operational areas including technology, administration, and auxiliary operations. Line functions represent major departments with sizable staff and budgets. Staff functions, on the other hand, are generally more advisory or supervisory in nature, and are not involved in the day-to-day transactional activities of running a school system. Staff functions include legal support, communications, program evaluation, special assignments and projects, and advisors to the superintendent.
- *Logical alignment of functions* – The line functions in an organizational structure should be logically aligned and grouped in a way that supports effective accountability. The grouping of functional areas should also match the technical skills of available management candidates in the marketplace.
- *Span of control* – Span of control is defined as the number of direct reports to a supervisory position. The proper span of control is influenced by the size and complexity of the reporting units. There are no set standards for span of control. At lower levels of the organization it is not uncommon to have multiple positions reporting to a single supervisor if those positions are similar, such as bus drivers. For senior management positions that oversee large functional areas, the span of control is smaller.

The organization chart should also reflect the job description of the superintendent and the balance of internal (district operations) and external (Board of Trustee relations, community involvement) demands on the superintendent. If the demands on the superintendent are more internal, the organization is usually flatter with multiple line functions reporting to the superintendent. If the superintendent demands are more external, fewer line functions report to the position, leaving the day-to-day management of schools and operations up to a fewer number of leadership positions that oversee the functions.

As districts grow, the ability of the superintendent to be involved in day-to-day operations declines and more responsibility is delegated to deputy superintendents who run the day-to-day operations. This organizational model is traditionally known as the Deputy Superintendent model and allows the superintendent to focus more on board and public responsibilities. In the strict application of the deputy model, two deputies (one for instruction and one for operations) report to the superintendent.

Similar to the deputy model, is the Chief Academic Officer model. The Chief Academic Officer is responsible for all activities and programs relating to the education of students. In this model, the positions responsible for managing the district's, finances, technology, and operations are part of a different arm of the organization, and have slightly less power and influence than a traditional deputy.

Most of the line functions of the MISD organization report to two positions, one over mostly academic programs and one over operational areas representing a mixed Deputy Superintendent/Chief Academic Officer model. While school systems the size of MISD do not traditionally have a mixed Deputy Superintendent/Chief Academic Officer model, given the current (and continuing) rapid growth of the district and the external demands of the superintendent, this model is a vast improvement over the prior structure and a good starting point for the future.

The span of control for the Chief Officer of Academics and Organizational Development is higher than any other leadership position in the district and similar sized school systems. The span of control for the Chief Officer of Academics and Organizational Development under the new structure results in 17 direct reports, 11 of which are principals. All other functions relate to academic programs and services. This is a high span of control for a senior leadership position, but since there is some homogeneity in the position responsibilities, the demands will be less than if the direct reports were completely different functions. The district should continue to monitor this aspect of the organization structure to ensure that the reporting load for this leadership position is not too heavy.

In the new structure, certain alignments of academic and other positions were done to meet needs unique to MISD. As these needs are met, the district should consider additional modifications to the organization structure in future years. These are discussed briefly below:

- Under the new structure, Special Education and Bilingual Education report to an Executive Director for Accountability & Federal Programs. While these two programs are academic programs, program compliance is a higher priority for the district right now. As these programs address compliance issues, realignment of them under the Chief Officer of Academics and Organizational Development should be considered in future years. Once this is done, the accountability leadership position should become a “staff” function reporting to the superintendent, as opposed to a “line” function.
- The new structure has a Chief Technology Officer reporting to the Chief Officer of Academics and Organizational Development. It is uncommon for one chief position to be reporting to another, but this was done to focus technology more on instruction. At some point in the future, the size of the district may dictate that this function again report directly to the superintendent.
- The alignment of positions under Business Services and Financial Operations do not represent a logical grouping of functions. This aspect of the previous organization structure did not change. There is a mix of auxiliary and financial functions under each of these executive director positions:
 - Two auxiliary services (Food and Nutrition Services and Transportation) report to Business Services, while Operations and Maintenance and Bond Program Management report to Financial Operations.
 - Two financial services (Accounts Payable and Payroll) report to Business Services, while Purchasing and Budgeting report to Financial Operations. (Purchasing could be

considered a financial or auxiliary operation, but is generally aligned with financial functions.)

Consideration should be given to realigning these functions in more logical groupings. This will help focus the technical leadership over financial and auxiliary functions.

Fiscal Impact

This recommendation can be accomplished with existing resources, as no new positions are recommended.

Recommendation 1-4: Utilize formal change management methodology to support organizational changes.

MISD has undergone significant district leadership changes as a result of turnover, through resignations and retirements, and management restructuring. As a result of these changes, the culture of the organization has become strained and some operational and instructional units have been left without sufficient management and oversight. In an effort to overcome these challenges, the current superintendent has proposed an organizational restructuring of the district (discussed in more detail in Recommendation 1-3 of this chapter) and is in the process of filling vacant leadership positions, all of which should mitigate the existing management and oversight gaps.

The district is implementing many changes and more will result from implementing recommendations included in this report. Due to the instability in the governance structure in recent years and the resulting impact on the organization, implementing change successfully will be more challenging for the district. District leadership should utilize a formal change management methodology to support the proposed organizational changes and when implementing recommendations presented throughout this report.

Change management is a new concept in many public school systems. This concept encompasses all activities aimed at helping an organization successfully accept and adopt new ways of conducting business. A comprehensive and structured approach to organizational change management is critical to the success of any project or initiative that will bring about significant change.

The following strategies should be employed in the change management process.

- **Secure Support in the Organization** – Support of “opinion leaders” in your organization, both on the project team and as champions for the change effort in the departments and District is essential for success.
- **Understand Change** – Ensure senior management and department employees understand why the change is necessary. Because improvement initiatives are often demanding and require some degree of personal sacrifice from your employees, they must believe in the benefits of the change you are trying to implement.

- **Communicate** – Use every vehicle possible to constantly communicate your intentions. The project team must understand the necessity of remaining vigilant in monitoring both misunderstandings and authentic concerns among your stakeholders.
- **Involve Stakeholders** – All stakeholders, or as many as possible, should be involved the planning and implementation – including your most stubborn “resisters”. While it may be instinct to distance a resistant employee from the project entirely, the best way to move them past resistance into acceptance is to get them deeply involved in the project. When they have ownership, they will become supporters.
- **Identify and Remove (or minimize) Obstacles** – The organization must remove or at least minimize obstacles or structures that undermine the change process, and encourage risk-taking and non-traditional ideas, activities and actions which will further the organization’s interests.
- **Set Short-Term, Achievable Goals – and Celebrate Them** – Because real change takes time, you must take the opportunity to identify short-term goals and celebrate those if you want to keep stakeholders engaged.
- **Cement the Change in Your New Culture** – Use the momentum gained during the change effort to change any system, structure or policy that does not fit your goals. Hire, promote and develop people who can support this change. Make a connection between new behaviors and the success of the organization. Put into place leadership development and succession plans which reward and promote the desired behaviors and skills.

Fiscal Impact

MISD leadership time will be required to successfully implement this recommendation. No other external resources should be required.

Chapter 2 – Education Service Delivery

Introduction

The mission of Manor Independent School District (MISD) is “to provide a positive and academically challenging environment with high standards and measureable goals. MISD in partnership with parents and our community is committed to closing the achievement gap by implementing exceptional curriculum with excellent instruction.” The extent to which this mission is achieved is largely dependent on the quality of the district’s academic programs and services, and the effective and efficient use of human and financial resources. Having adequate processes in place to identify student educational needs, providing for those needs, and measuring performance as a result of these programs are all critical to the success of an education system. Educational service delivery includes the provision of programs for students with special needs as well as careful adherence to other state and federal mandates concerning the curriculum.

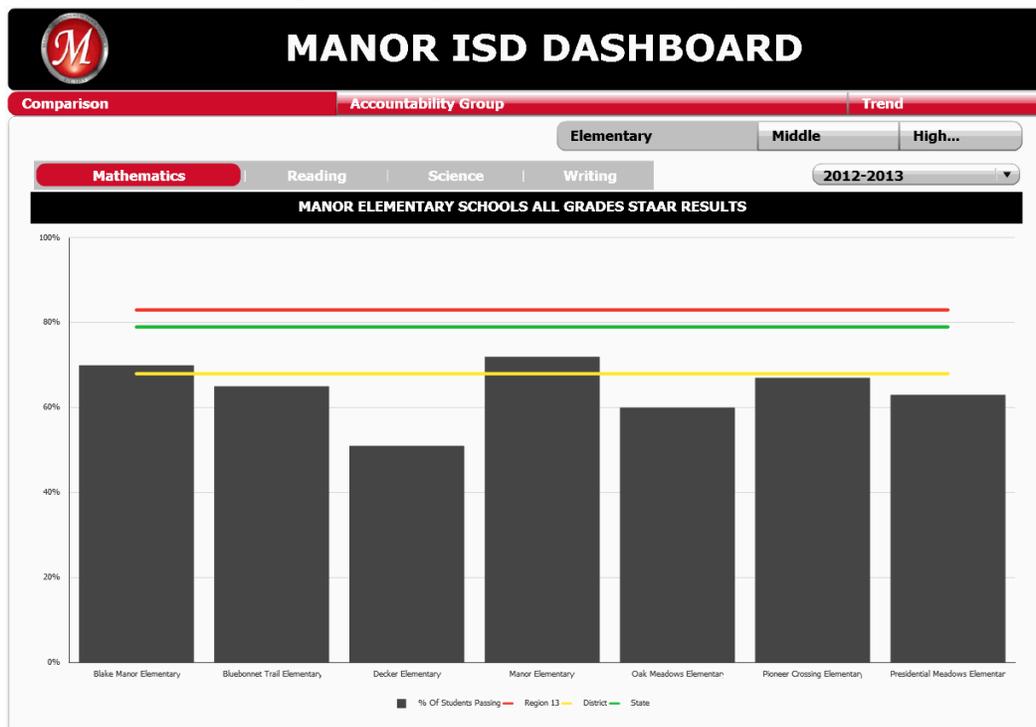
This chapter provides commendations and recommendations related to the management and delivery of educational programs and services. Three aspects of educational service delivery were assessed during this project:

- Curriculum and Instruction
- Student Assessments
- Special Programs

This review focuses on MISD’s primarily on operating efficiency and not academic results, but it is important to place efficiency in the context of student performance. As part of this project the review team developed a student performance dashboard that reflects student achievement by school, by content area, by year (for two years of STAAR assessments), and by student sub-group.

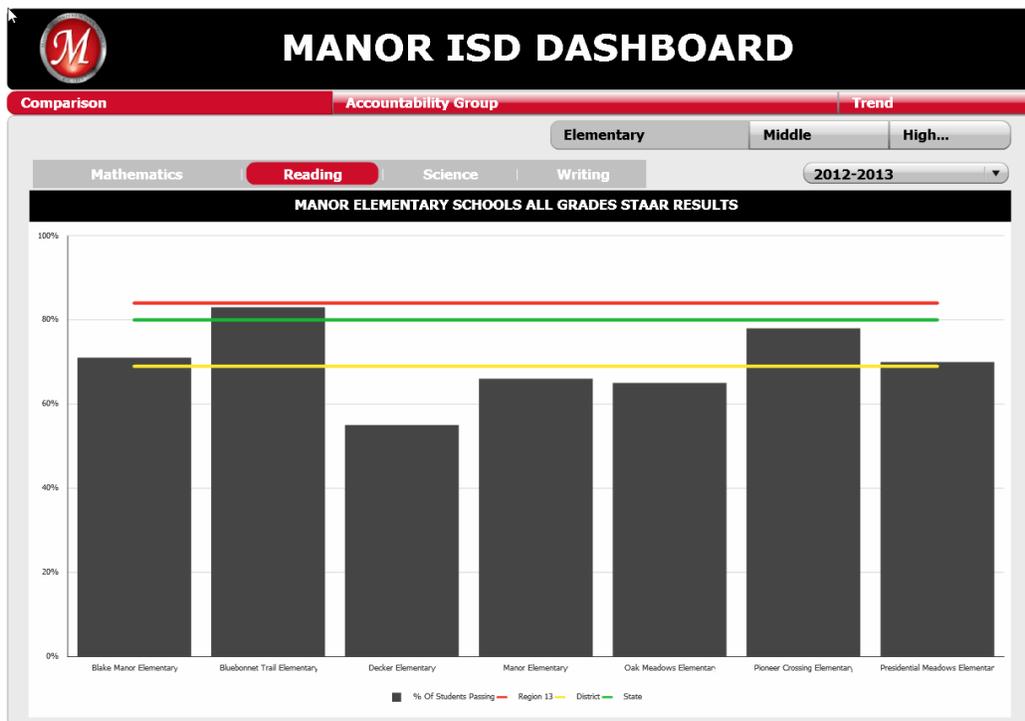
Figures 2.1 and 2.2 present 2012-13 STAAR passing rates for MISD elementary schools, compared to the regional (red line) state (green line) and district (yellow line) averages. The averages represent averages for all grade levels. All of the elementary schools are below the regional averages for Mathematics and Reading; one school is above the state average.

Figure 2.1. STAAR Passing Rate Comparison, MISD Elementary Schools, 2012-13 – Mathematics



Source: TASB eFACTS+, 2012-13

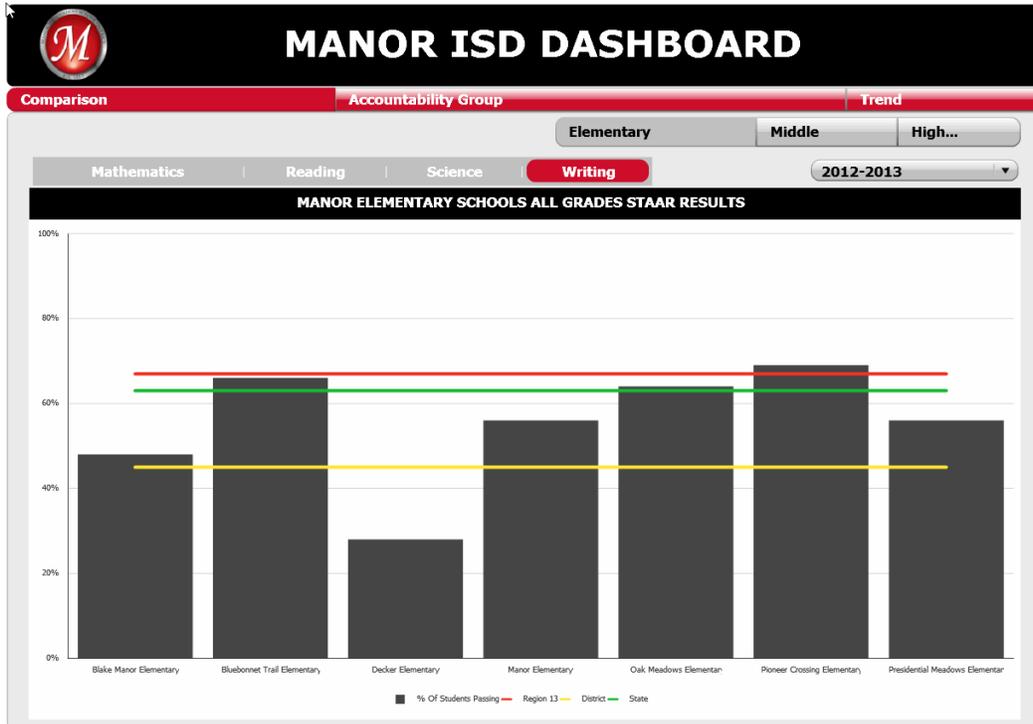
Figure 2.2. STAAR Passing Rate Comparison, MISD Elementary Schools, 2012-13 – Reading



Source: TASB eFACTS+, 2012-13

For writing, one elementary school was above both regional and state averages, and two other elementary schools were above the state average. However, the disparity between the lowest performing and highest performing elementary schools was greater for this subject area than any other. Figure 2.3 presents STAAR passing rates for Writing at MISD elementary schools in comparison to the regional and state averages.

Figure 2.3. STAAR Passing Rate Comparison, MISD Elementary Schools, 2012-13 – Writing



Source: TASB eFACTS+, 2012-13

The pattern for MISD secondary schools is similar. Neither of the middle schools attained passing rates at the state or regional averages in any subject area, nor did Manor High School. Manor New Tech High School is the only MISD school that consistently scored above state and regional averages in all subject areas. While there are some upward trends, there are more downward trends from 2011-12 to 2012-13.

These academic challenges are known by district leadership, and several actions have been taken in recent months to substantially improve student achievement at MISD. These initiatives, combined with recommendations made in this report, should help position MISD for performance that is at or above state and regional averages over the next few years.

Table 2.1 provides a summary of educational service delivery recommendations and resulting fiscal impacts over the next five years.

Table 2.1. Summary of Recommendations

Recommendation	One-Time Costs/ Savings	2014-15	2015-16	2016-17	2017-18	2018-19	Total Fiscal Impact
2-1: Enhance curriculum training.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
2-2: Centralize leadership of instructional coaching and move supervision and evaluation of instructional coaches to central office.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
2-3: Clarify the purpose and expectations regarding End of Unit Assessments including expectations for administration, analysis, and use of results.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
2-4: Move the responsibility for creating, scoring, analyzing, and reporting formative assessments to the Assessment and Accountability Department.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
2-5: Improve the quality of the MISD Rtl program as a strategy for improving Tier 1, Tier 2, and Tier 3 instruction.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
2-6: Allocate funding from IDEA-B to fund Early Intervening Services (EIS) to support the effective implementation of the district's Rtl program.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Net Fiscal Impact	\$0	\$0	\$0	\$0	\$0	\$0	\$0

Note: Costs are negative. Savings are positive.

Curriculum and Instruction

The Curriculum and Instruction function for MISD resides in the Department of Curriculum and Instruction. This department has the responsibility to provide leadership, service, and support for the implementation of the state's academic standards and to ensure that all learners achieve at high levels. A district's curriculum and instruction programs serve as a foundation to the academic success of any district. While curriculum is often referred to as the formal and informal content, and the process by which learners gain knowledge and understanding, instruction can be viewed as the creation and implementation of purposefully developed plans for teaching curriculum content.

To ensure the academic success of its students, it is essential that a district have a comprehensive and coherent curriculum that is consistently implemented. The term coherent curriculum, or aligned curriculum, refers to an academic program that is: (1) well organized and purposefully designed to facilitate learning, (2) free of academic gaps and needless repetitions, and (3) aligned across lessons,

courses, subject areas, and grade levels. In addition to the alignment between the academic expectations for students and the instruction in the classroom, there should also be coherence or alignment among assessments, standardized tests, and instructional materials.¹

A district lacking a coherent curriculum puts students at risk of encountering content based on the individual interests of teachers that may or may not build on previous grade level learning, may be repetitious from one grade level to the next, and may not prepare them for success on state summative assessments such as the STAAR test. In addition to the consequences for students, when a district lacks a coherent curriculum, it places a burden on teachers to work harder to plan instruction that is aligned to grade level and content area expectations.

This section presents findings and relative recommendations to the implementation of the MISD curriculum.

MISD Board Policy EG (Local) outlines the board's expectations regarding curriculum development. This policy is comprehensive in scope, and outlines the specific roles and responsibilities for each participant in the instructional process with respect to the development and delivery of curriculum.

Board policy is clear in that a single written curriculum will be used by the district, monitored by the staff and principals, and used by all MISD teachers. Below are excerpts from Board Policy EG:

- The Board expects that learning will be enhanced by adherence to a curriculum that promotes continuity and cumulative acquisition of skills and knowledge from grade to grade and from school to school. The curriculum should reflect the best knowledge of the growth and development of learners, the needs of learners based on the nature of society, the desires of the residents and taxpayers of the District, state law, and State Board of Education rules.
- The curriculum is designed to provide teachers and students with the Board's expectations of what students are to learn. Teachers are expected to teach the curriculum of the district.
- Subject area written curriculum and instructional guides shall be developed for all grade levels and subjects in the District. The expectations are that:
 - All curriculum shall be documented in writing;
 - The curriculum shall be reviewed and updated as needed on a regular cycle of review;
 - Teachers shall have copies of guides and use the objectives in the guides to develop daily lesson plans; and

¹ *The Glossary of Education Reform*. The Great Schools Partnership (2014).

<http://www.edglossary.org/coherent-curriculum>

- Administrators shall work with teachers to maintain consistency between the written curriculum and the curriculum objectives actually taught.
- Teachers shall teach the aligned written curriculum as directed, and shall be responsible for assessing their teaching using a variety of tools, including any required District/state assessments.
- Teachers have a responsibility not only to contribute to the refinements of the written curriculum, but also to teach the curriculum objectives and adhere to the district sequence of instruction.
- A systematic process shall be in place for planning and providing instruction appropriate for each student and for engaging the student until objectives are attained.
- Principals shall manage the implementation of the aligned curriculum.
- The Board is responsible for adopting a budget that supports the development, implementation, and training needed to effectively deliver the curriculum.²

This curriculum policy framework provides strong district control over the curriculum, yet provides for teacher input into curriculum refinements. It also does not attempt to standardize teaching strategies, leaving these decisions to teachers and school administrators based on the needs of individual students in their schools.

MISD is in the first year of implementation of the TEKS (Texas Essential Knowledge and Skills) Resource System for its curriculum. This system, formerly known as CSCOPE, is a curriculum management framework developed by the Texas Curriculum Management Program Cooperative (TCMPC), a shared service arrangement among the 20 Education Service Centers (ESCs) in Texas. More than 800 school districts in Texas use the TEKS Resource System. The MISD Board approved the purchase of then CSCOPE in February 2013 and it was implemented by MISD in 2013-14 school year. The TEKS Resource System includes curriculum and assessment components aligned to the most current version of the State Board of Education (SBOE) adopted TEKS for the following subject areas:

- English Language Arts and Reading (grades K-12)
- Mathematics (grades K-12)
- Science (grades K-12)
- Social Studies (grades K-12)
- Spanish Language Arts and Reading (grades K-5)
- Spanish translated versions of Mathematics, Science, and Social Studies (grades K-5)

The TEKS Resource System has five major components³:

² MISD Board Policy Manual

³ Texas Curriculum Management Program Cooperative. <http://www.tcmpe.org>

1. Texas Essential Knowledge and Skills (TEKS) – State standards approved and updated by the SBOE that lists what students should know and be able to do.
2. Vertical Alignment Document (VAD) and TEKS Clarification Document (TCD) – Outlines what is taught for each standard at each grade level and provides content-level accuracy and depth.
3. Year at a Glance (YAG) and TEKS Verification Document (TVD) – Recommends order and bundling of standards into units and ensures STARR-assessed standards are taught before state assessment occurs.
4. Instructional Focus Document (IFD) – Bundles standards into units of instruction and provides important concepts, understandings, and vocabulary for the unit.
5. Performance Indicators (PI) and Sample End of Unit Assessments (EOUs) – Suggests evidence of student progression toward and/or attainment of standards and provides a collection of selected and constructed-response items that assesses the specified standards as noted on the IFD.

To support implementation of the district’s curriculum, MISD produced a document, *Backward Design – Teacher Planning Binder*, for teachers and administrators that walks the user through each of the components demonstrating how they integrate with one another for purposes of planning instruction, asking guiding questions that help teachers understand how to access and print key documents, and providing district curriculum contact information. The document also presents a process for planning instruction: *MISD Backward Planning Process*. Appendix A describes the process for developing units of instruction that are aligned to the curriculum standards and include tasks to be accomplished during team planning and data analysis meetings.

In addition, the Curriculum and Instruction Department developed a *Standards-Based Instruction Plan* that articulates year-by-year goals for a three-year implementation plan. The plan clearly states that the district’s framework for planning instruction is the backward design model and that ongoing formative assessments are a key component of demonstrating student mastery of the district’s curriculum.

The TEKS Resource System website provides the TEKS for all SBOE-approved courses and grade levels for districts to access and create their own supplemental content. The TEKS Resource System is designed for use in conjunction with other district-approved instructional materials, such as textbooks. Each district has a unique login to the TEKS Resource System website and there are a number of customizable features to meet the unique needs of the individual member districts.

The previous version of the TEKS Resource System (called CSCOPE) included a bank of sample lesson plans (Exemplar Lessons) that teachers could use to help them plan units of instruction. Beginning in summer 2013, these lessons were no longer available. As teams of teachers work together to develop unit plans, using the *MISD Backward Design Process*, teachers will accumulate unit and lesson plans that can be revised and refined over time.

All of the central office staff and administrators who participated in the interviews during this review confirmed that the TEKS Resource System is the district’s curriculum. Without exception, it was clear that MISD employees consider the TEKS Resource system the adopted curriculum framework for MISD. Based on information obtained during the interviews, there are variations, however, in the consistency of implementation of the district’s curriculum with respect to delivery and use of EOU assessment data. This appears to be the result of several factors:

- This is the first year of implementation of the TEKS Resource System and teachers and administrators are learning how to use the various components of the system.
- Changes in the senior level leadership of the district created uncertainty regarding the continued direction of the district’s curriculum.
- The process for using EOUs as a measure of fidelity to the curriculum is in the early stages of implementation and needs continued refinement.

One of the factors contributing to this inconsistency may be the time MISD allocated for teacher and administrator professional development relative to understanding, implementing and assessing the effectiveness of the district’s curriculum. Table 2.1 presents the Curriculum and Professional Development offerings from July 2013 – August 2014 that have a specific focus on implementing the TEKS Resource System, and examining the effectiveness of the curriculum through STAAR and/or EOU assessment data. The district’s professional catalog identified 632 professional development events. Of these, 15 sessions, representing 2 percent of the professional development offerings, directly related to learning and implementing the district’s curriculum, curriculum-based assessments, and the *Backward Design Process*.

Table 2.1. Analysis of Curriculum Implementation District-Level Professional Development Offerings, 2013-14

	Elementary	Middle	High School
Sessions focused on understanding and planning with TEKS Resource System	1	1	1
Sessions focused on Backward Design Process	2	2	2
Sessions focused on Backward Design – STAAR Analysis	1	1	1
Sessions focused on EOUs	1	1	1
Total	5	5	5

Source: 2013-14 MISD Professional Development Catalog (Unduplicated Count)

In addition to the district’s curriculum and instruction leadership staff, MISD relies heavily on the cadre of instructional coaches to support curriculum implementation. Table 2.2 illustrates the number and assignment by grade level of the district’s instructional coaches.

Table 2.2. Assignment of District Instructional Coaches by Grade Level, 2013-14

	Elementary Schools	Middle Schools	Manor High School	New Tech High School	Manor Excel Academy
Number of instructional coaches per campus	1	2	5	1	0
Total	8	4	5	1	0

Source: Executive Director, Curriculum and Instruction

The instructional coaches are under the direction, supervision, and evaluation of the campus principal. At the same time, the Curriculum and Instruction Department meets monthly with the instructional coaches and provides direction regarding professional development and technical assistance they should be offering to the collaborative teams and individual teachers at their respective campus. The instructional coaches are provided training by the curriculum and instruction staff and are expected to facilitate team meetings related to the planning of instructional units, analysis of end of unit assessment data, and general professional development related to understanding and implementing the district's curriculum.

Throughout interviews, administrators, central office staff, and instructional coaches conveyed that the instructional coaches are frequently pulled from their primary duties to assume campus administrative responsibilities such as proctoring tests, before and after school bus duty, and lunch duty. Additionally, instructional coaches may not always be able to carry out all of the assignments from the Curriculum and Instruction Department if the activities are perceived to be in conflict with the philosophy or priorities of the campus principal.

Commendation 2-1: MISD's Curriculum and Instruction Department has a well-developed, three-year implementation plan for implementation of the MISD Curriculum.

Manor ISD Curriculum and Instruction Department has developed a written plan that outlines the implementation of the district's new curriculum on a year-by-year basis over a three-year period. The plan outlines a staged implementation plan with deliverables and outcomes that make the implementation of a new curriculum both manageable and understandable for district employees.

The Curriculum and Instruction Department leadership and staff should be commended for the specificity of the curriculum implementation plan that includes:

- Annual implementation goals and measurable outcomes
- Support materials such as binders, online resources, informational videos and posters

The remainder of this section provides recommendations to MISD to improve consistency in order to better adhere to district's curriculum policies.

Recommendation 2-1: Enhance curriculum training.

There are three primary curriculum training opportunities for teachers in MISD. First, the district has a structured two-day teacher induction program, *New Teacher Boot Camp*, prior to the start of school. The district's professional development catalog describes the session as follows: "Provides first year teachers with the fundamental foundation necessary for student success. These sessions focus on classroom organization, student behavior management, and instructional strategies."⁴ Beyond this, the teachers meet monthly with their mentors after school throughout the school year.

High teacher turnover amplifies the need for enhanced teacher training. Table 2.3 compares MISD's 2012-13 teacher turnover rate by experience level with the state average. Given the district's annual turnover rate of teachers and the number of new to profession teachers in MISD, the district would benefit from including a strong focus on understanding and implementing the district's curriculum as part of the initial two-day professional development session. Curriculum implementation, including EOUs, could be revisited periodically during the ongoing monthly teacher/mentor meetings.

Table 2.3. Average Years of Experience and Annual Turnover Rate of MISD Teachers Compared to State 2012-13

	District	State
Beginning Teachers	15.8	7.0
1-5 Years' Experience	39.1	26.1
Average Years' Experience of Teachers with District	3.9	8.0
Turnover Rate for Teachers	20.4	15.3

Source: Texas Academic Performance Report 2012-13 District Profile

A second opportunity for more in depth curriculum training is the district's ongoing professional development planned and coordinated by the Curriculum and Instruction Department. As Table 2.1 illustrated, the number of sessions offered at the district level relative to implementing the district's curriculum, appears insufficient – particularly given that MISD just completed the first year of implementing the TEKS Resource System. Given the number of content area specialists within the Curriculum and Instruction Department, it should be relatively easy to offer more in-depth professional development than previously provided. Based on the review team's experience working with other districts that are using the TEKS Resource System, teachers particularly benefit from content specific sessions both within their grade level and in vertical teams.

The third major training opportunity is the annual TEKS Resource System conference provided by the TCMPC. This professional development conference is offered annually during the summer and provides an opportunity for teachers, teacher leaders, and administrators to learn from curriculum specialists and

⁴ MISD Professional Development Catalog, June 2013-August 2014.

other districts. The district may want to consider sending teams from each school that include administrators and teacher leaders/department chairs.

The following implementation strategies should be implemented to improve curriculum training at MISD.

Clearly communicate the district’s multi-year plan for curriculum implementation and express support at the highest levels. The superintendent and district leaders should clearly communicate their support (or revise if necessary) for the three-year implementation of the TEKS Resource System and the associated formative assessments. This will assure campus leaders and teachers that MISD intends to “stay the course” and drive for fidelity of implementation.

Develop district-required list and frequency of curriculum training for MISD teachers. As MISD drives for fidelity of implementation of the district’s curriculum, it is essential that principals and teachers have an opportunity to participate in district sponsored professional development related to understanding and implementing the district’s curriculum. At a minimum, the district should identify professional development sessions that are required for all administrators and teachers. Participation should be tracked and reported to ensure that all the professionals in the system have a base level of understanding.

Additionally, the district may want to consider sending teams of principals and teacher leaders to the annual TEKS Resource System conference. The conference provides an opportunity to deepen understanding and to hear best practices from other school districts around the state. Existing professional development funds could be reallocated for this purpose so that there is no fiscal impact on the district.

Fiscal Impact

This is a task that can be accomplished by the district curriculum leaders and thus there should be no fiscal impact.

Recommendation 2-2: Centralize leadership of instructional coaching and move supervision and evaluation of instructional coaches to the central office.

Under the current system of instructional coaching, both the Curriculum and Instruction Department and the campus principal direct coaching responsibilities. While in some cases, the principal may use the instructional coach as intended, the review team heard from multiple sources that many principals require instructional coaches to perform miscellaneous administrative and sometimes paraprofessional duties. In one case it was reported that one instructional coach had 2.5 hours of lunch duty per day. The principal supervises and evaluates the instructional coach assigned to his/her school and as a result instructional coaches feel their first responsibility is to the campus principal.

MISD is well staffed with instructional coaches (each campus has at least one full-time position) and contracts with the Region 13 Education Service Center for additional content area coaches at the high school. The design of the curriculum implementation plan relies heavily on the assistance of the

instructional coaches to provide job-embedded professional development at the school site – facilitating meetings and providing on-site training.

To ensure that instructional coaches work closely with content area curriculum leaders at the district level to support and promote implementation of the district’s curriculum, MISD should restructure the reporting and supervision relationship using the following implementation strategies.

Assign the supervision and evaluation of instructional coaches to the Curriculum and Instruction Department. The district’s current hybrid approach to directing the work of the instructional coaches results in inconsistent levels of support across the district. Instructional coaches attend monthly meetings with the curriculum and instruction staff and are expected to carry out expectations discussed in the meeting. This is not always possible when the instructional coaches are performing other duties assigned by the campus principal.

Develop a system of evaluating the effectiveness of the instructional coaches that includes feedback from campus administrators. Instructional coaches should be evaluated on the growth and development of the teachers they coach and their student’s achievement results, as well as implementing the required professional development and facilitation of collaborative team meetings at the campus. The Curriculum and Instruction Department, in collaboration with campus administrators, should develop a comprehensive evaluation instrument that clearly articulates the performance expectations of the instructional coach and the performance measures that will determine their effectiveness.

Fiscal Impact

The district can implement this recommendation with existing resources.

Student Assessments

Current research and discussions of approaches to assessment make the distinction between two purposes of an assessment system: (1) assessment “for learning” (Brookhart, 2009; Stiggins, 2005) which includes assessment activities that assist teachers in improving instructional practice and student learning and, (2) assessments “of learning” to provide information for education accountability purposes. Formative assessments, such as daily checks for understanding, and short-cycle unit assessments are examples of formative assessments for learning, while summative assessments, like End-of-Course and STAAR tests are examples of assessment of learning.

Many assessments serve both purposes depending on the user and the timing of the assessment. Formative assessments *for* learning, such as End of Unit assessments, can be used for that purpose at the classroom level but when aggregated to the school and district level can provide evaluative information of learning. Interim assessments, often referred to as benchmark assessments, assist the district with a system-wide look at student achievement including identifying patterns and trends across the district as well as providing an advanced look at how well students are prepared for state summative assessments.

With the timely turnaround of data, the right level of reporting, and a deep data analysis process, interim benchmark assessments can provide a robust assessment “for learning” as well as “of learning.”

For a district to have the full range of data necessary to improve student achievement, track the effectiveness of its instructional practices, assess implementation of its curriculum, and respond to student learning needs prior to state summative assessments, it is essential that the district has a fully developed, quality assessment system. The National Research Council defines a quality assessment system as one that is: (1) coherent, (2) comprehensive, and (3) continuous (NRC, 2001).

In a *coherent* system, all components are aligned with the key goals (standards) for student learning. A *comprehensive* assessment system addresses the full range of knowledge and skills expected by the standards and it provides different users at different levels in the system (district, school, class room) with the right kind of information, at the right level of detail, to help with decision making. A system that is *continuous* provides on-going data about student learning throughout the year so that the district can respond to student and teacher learning needs prior to state summative assessments (NRC, 2001).

Beginning school year 2013-14, MISD implemented the use of EOU assessments from the TEKS Resource System to provide formative assessment data at the school and district level. The district is using a phase-in plan over three years to address all core content areas with the expectation that teachers will administer weekly formative assessments for each unit of instruction and possibly three-week assessments for longer units. In addition to the TEKS Resource System EOUs, the district has *STAAR One* and *WebCCAT* question banks available to provide an item bank of assessment questions. Table 2.4 illustrates the expectation for implementation of weekly formative assessments by content area and grade level.

Table 2.4. Schedule for Implementing Unit Assessments

	K-5 Math	K-5 Reading	Grade 5 Science	K-4 Science	K-5 Social Studies	Secondary Core Subjects
Year One	X	X	X			X
Year Two				X		
Year Three					X	

Source: MISD Standards-Based Instruction Plan

While annual state assessments like STAAR provide information on how students are doing relative to grade and content level learning standards, short-cycle formative assessments such as the district’s EOUs provide information on short-term learning goals, serve as an interim indication of how well students are learning, and can raise important questions regarding instructional programs and teaching practices.

During interviews the review team heard concerns about the current practices around implementation of EOUs. This is to be expected in the first year of implementation but raises a number of issues that the district needs to address. The following list reflects the general themes expressed by staff around EOUs:

- Concern that there are too many and testing interferes with teaching and learning.
- Lack of understanding about the purpose and usefulness of assessment results.
- Inconsistent implementation across the district.
- Lack of common practice regarding analysis and action planning based on assessment results.
- Concern about the correlation of performance on EOUs with STAAR results.

The responsibility for administering, scoring, and reporting EOU results currently resides with the Curriculum and Instruction Department rather than The Assessment and Accountability Department. The Assessment and Accountability Department reports STAAR results and other state mandated tests but does not manage either the diagnostic or formative assessment data for the district. During the project site visit, the review team encountered conflicting messages regarding the correlation of EOU data with STAAR results both within the Curriculum and Instruction Department and between Assessment and Accountability and Curriculum and Instruction. Sending “mixed-messages” regarding the usefulness of EOU data is a barrier to the successful implementation of this valuable tool.

Commendation 2-2: MISD has increased time for teachers to analyze formative assessment data.

One of the greatest barriers to data-informed instruction is the lack of time within the school day to collaboratively analyze and discuss assessment results. When teachers have the opportunity to collaborate with one another to examine the effectiveness of their instruction the cycle of improving teaching and learning gains momentum. MISD should be commended for creating more time for purposeful planning and data analysis meetings by instituting “late start Mondays.” Last start Mondays add 90 minutes per week for teachers to work together in professional learning communities. Research has shown that teachers need at least 90 minutes per week to effectively analyze student data to identify students who are in need of additional assistance as well to plan effective interventions for struggling students.

The remainder of this section provides recommendations to MISD to improve the implementation of EOUs.

Recommendation 2-3: Clarify the purpose and expectations regarding End of Unit Assessments including expectations for administration, analysis, and use of results.

The EOU assessments have value as a formative assessment tool and they are aligned to the curriculum and the curriculum pacing guides. The district has established an expectation regarding the administration of EOUs (see Table 2-4) and all schools are expected to administer the required EOU assessments; the use of additional assessments is discretionary. The Curriculum and Instruction Department developed a protocol for analyzing EOU data that includes guiding questions and forms for creating teacher and student action plans. A copy of the *Data Analysis Process* document is located in Appendix B. As reported to the review team, it is unclear whether or not the analysis process is consistent across the district as it is left to the discretion of the principal.

Below are recommended strategies that should help MISD get more value out of its EOU assessments:

Provide professional development for teachers and administrators on the purpose and value of formative assessments. Short-cycle formative assessments, like the EOUs, should not be viewed as “taking time from teaching and learning.” This statement is indicative of a lack of understanding of the purpose of and strategies for administering and analyzing assessment results. The district should consider additional professional development, possibly bringing in subject matter experts respected in the field of assessment, followed by book studies to deepen teachers’ and administrators’ understanding of formative assessments.

Define what is optional and what is required related to the administration of End of Unit Assessments. As mentioned in the information regarding a comprehensive assessment system, formative assessments can have a significant impact on improving instruction, and when aggregated at the school and district level, can also provide insight into the condition of the academic program of the district as a whole; identifying strengths and weaknesses in the educational program, identifying professional development needs, and identifying schools and teachers in need of additional support. In order to increase the validity of the data, the district needs to establish common expectations for administration of EOUs.

Increase teacher support for EOUs by establishing an inclusive process for “vetting” EOUs. When teachers are learning new ways of working, and are implementing new expectations, it is not uncommon for them to invalidate the data and challenge the program, the test, or the test questions rather than acknowledge they may need to change their practice. Administrators indicated their teachers had problems with some of the test questions. Either they did not think they were aligned with the scope and sequence, they were at too difficult a level for their students, or a variety of other reasons that result in the undervaluing of the test results. A number of districts that use the TEKS Resource System EOUs develop a “vetting” process to help build EOU assessments. The vetting process engages teachers in the analysis and selection of test questions from the item bank to build the unit assessments. Engaging in this work helps teachers to better understand how the standards will be assessed and contributes to a belief that the test results are indicative of their students’ learning of a unit of instruction.

Learn from other schools and codify success. During the principal and central office interviews the review team learned that a number of promising practices exist at some of the schools. For example, Pioneer Crossing has a process by which the instructional coach facilitates data team meetings and weekly analysis of EOUs. In addition, the principal meets regularly with the PLCs to follow-up on action planning that resulted from the EOU analysis. The district is fortunate to have some pockets of success with the work that is being promoted through the Curriculum and Instruction Department regarding the use of EOU data. The district should identify these best practices and create opportunities for principals and teachers to learn from one another.

Fiscal Impact

The district can implement this recommendation with existing resources.

Recommendation 2-4: Move the responsibility for creating, scoring, analyzing, and reporting formative assessments to the Assessment and Accountability Department.

The responsibility for developing, administering, analyzing, and reporting the district’s diagnostic and formative assessment data currently resides with the Curriculum and Instruction Department. The responsibility for analyzing and reporting STAAR and other state administered assessments resides with the Assessment and Accountability Department. Both departments report that despite well-intentioned professionals, they essentially operate independent of one another. Additionally, interviews with campus administrators indicated they sometimes get “mixed messages” from the two departments.

Given the expertise that exists in the Assessment and Accountability Department as well as the work that needs to take place in the Curriculum and Instruction Department relative to supporting deep implementation of the district’s curriculum, the following implementation strategies should be implemented to improve the coherence of the assessment system in MISD.

Assign the responsibility for leading and managing the district’s formative assessment strategy to the Assessment and Accountability Department. It is unusual to find two different departments sharing the responsibility for the district’s assessment system. This can contribute to confusion at the campus level and fragment the data thus diluting the opportunity to see patterns and trends across the district. Identifying patterns and trends that are inclusive of all of the district’s assessment data can provide valuable information regarding district professional development needs.

Reassign a curriculum generalist to the Assessment and Accountability Department. The Curriculum and Instruction Department includes curriculum generalists. These positions have taken the lead on coordinating their department’s response to implementing EOU assessments. The district should assign one of these positions to the Assessment and Accountability Department. This will assist with cross-departmental collaboration and increase the staffing in the Assessment and Accountability Department to address the additional responsibilities relative to the responsibility for managing new assessments.

Fiscal Impact

The district can implement this recommendation with existing resources.

Special Programs

Two statutes, *No Child Left Behind (NCLB)* [68 FR 68698]⁵ and the *IDEA 2004 (IDEA)*, [20 U.S.C 1401 (c) (5) (F)]⁶ have provisions that prompt school districts to educate students with disabilities in general education environments and to limit the number of students who are exempted from state mandated assessments. In the re-authorization of *IDEA*, the federal government affirmed in its *Findings* section that the education of children with disabilities can be made more effective in part by establishing pre-referral interventions.

⁵ <http://www2.ed.gov/nclb/landing.jhtml>

⁶ <http://www2.ed.gov/policy/speced/guid/idea/idea2004.html>

IDEA is clear that by using more effective interventions the need to label children as disabled in order to address their learning needs should be reduced. This section provides recommendations related to Response to Intervention (RtI) and Special Education funding.

The reauthorization of *IDEA* in 2004 also focused attention on RtI as a tool for assessing and working with struggling learners. This interest is a result of major changes made in the law:

The law changes how students are identified with specific learning disabilities. Local educational agencies are no longer "... required to take into consideration whether a child has a severe discrepancy between achievement and intellectual ability...(P.L. 108-446, §614(b)(6)(A)). Rather, local educational agencies may use a process that determines how a student responds to research-based interventions.

RtI requires that high quality instruction/intervention be matched to student need. Interventions must have proven their effectiveness to produce high rates of student learning and be supported by scientific research. RtI models use assessments that are directly related to instruction and proponents believe that services for struggling students must focus on intervention, not eligibility. RtI models propose a three-tiered process of student intervention:

- **Tier One:** Primary intervention is high quality, research-based, whole-group instruction combined with general screening processes.
- **Tier Two:** Secondary intervention includes research-based small group or individual instruction in specific areas of weakness.
- **Tier Three:** Tertiary intervention is individual supports with instruction through individualized programming.

The RtI model typically places the responsibility for Tiers 1 and 2, and some options for Tier 3 in general education. A student who is not responding to Tier 1 intervention should be referred to the campus intervention team whose responsibility is to assist a referring teacher in developing targeted interventions that should be provided in addition to the quality instruction already received in Tier 1. An effective, productive, positive intervention team dedicated to supporting students and teachers is a requirement for helping meet the diverse learning and behavior needs of students.

Screening plays an important role in the RtI process. Screening is the most general and broad type of educational assessment and is often referred to as Universal Screening. In screening, data are collected and analyzed and the information is used to predict which students are most likely to experience difficulty. Only through systematic screening can RtI teams on schools intervene early with students who are struggling, either academically or behaviorally. Without the widespread adoption and use of screening, students often fail first and then receive supports and interventions later. The systematic use of screening procedures can prevent failure by identifying struggling students before they fail. Screening procedures should be in place at each level of an RtI process, so that students' responses to whole group, small group, and individual interventions can be evaluated.

In addition to screening, ongoing progress monitoring, especially through the use of formative assessments, will reveal what each student needs within the core program, which in turn helps inform a differentiated curriculum. Well-written common formative assessments, such as EOUs, reviewed by educators in a timely manner for the purpose of informing and changing instruction are powerful instructional tools. If teachers have a data monitoring process that allows them to review data for individual and groups of students during weekly or bi-weekly instructional planning, they can also review trends by skill or subject and evaluate the overall progress of individual students. Reviewing student data should not be a static process done once or twice per year, but a practice that is embedded into all instructional planning.

MISD has a number of Universal Screening assessments to screen students in reading and mathematics at the beginning of the year (BOY) and again at middle of year (MOY) to get baseline data for each student and to measure growth over the school year. These assessments can also be used to measure the progress of students in interventions. Table 2.5 lists the assessments used in MISD’s Universal Screening process.

Table 2.5. MISD Universal Screening Assessments

	K Reading	1-5 Reading	6-12 Reading	K-1 Math	2-12 Math
Texas Primary Reading Inventory (TPRI)/ Tejas Lee	X				
iStation		X			
Scholastic Reading Inventory (SRI)			X		
Texas Early Mathematics Inventories (TEMI)				X	
STAR Math					X

Source: MISD District Improvement Plan 2013-14

Throughout the interviews conducted by the review team, a consistent concern regarding the effectiveness of the district’s RtI program emerged. The major themes that emerged are as follows:

- Not all schools administer the screening assessments to all students all the time.
- There is an inconsistent use of the screening data to respond to the need for intervention and additional support for students.
- The system for progress monitoring the effectiveness of interventions varies by campus and is largely impacted by the skill level of the principal and the administrative team.
- The effectiveness of interventions is problematic throughout the district and again varies from campus to campus dependent upon the skill of the principal and administrative team.
- Too many students are receiving Tier 2 interventions. (One campus reported that 90 percent of students are receiving Tier 2 instruction.)
- Tier 1 instruction is weak overall.

iStation, the district’s Universal Screener for reading in Grades 1-5, places students in Tiers based on their performance in the reading assessment (note: iStation Tiers should not be confused with RtI Tiers). The iStation Tiers are described as follows:

- Tier 1 – Students performing at grade level
- Tier 2 – Students performing moderately below grade level and in need of intervention
- Tier 3 – Students performing seriously below grade level and in need of intensive intervention

Table 2.6 illustrates the lack of progress from the BOY to the MOY iStation assessment for students identified in need of intensive intervention (Tier 3).

Table 2.6. Percent of MISD Students in Grades 1-5 in iStation Tier 3 Reading Level

	Grade 1	Grade 2	Grade 3	Grade 4	Grade 5
Percent of students performing at Tier 3 on BOY assessment	50	50	39	51	49
Percent of students performing at Tier 3 on MOY assessment	50	48	39	48	44

Source: District Dashboard February 2014 Provided by Curriculum and Instruction Department

Given the importance of a high quality RtI program to reduce the incidence of students falling significantly behind due to ineffective instruction and the need to ensure that interventions are provided with high quality fidelity, the following recommendation should be implemented to improve the RtI program in MISD.

Recommendation 2-5: Improve the quality of the MISD RtI program as a strategy for improving Tier 1, Tier 2, and Tier 3 instruction.

The current responsibility for the leadership and coordination of the MISD’s RtI program resides in the Special Education Department. It was reported to the review team that the leadership of RtI in MISD has been inconsistent with changes from year to year. The position of coordinator of RtI was posted in November 2013 but was not filled until recently. The creation of a coordinator level position dedicated full-time to RtI is an indication of the district’s commitment to improve the quality of RtI services.

Below are recommended strategies that should help MISD improve the quality of the district’s RtI program:

Improve the fidelity of implementation of the district’s RtI program by reassigning the leadership function for RtI from the Special Education Department to the Curriculum and Instruction Department, identifying a senior-level district leader as a program champion, and creating mechanisms to increase accountability. The RtI process should be considered part of the district’s overall approach to high quality, effective instruction. If a sound instructional framework is in place, then the RtI process should extend it through early identification and intervention. RtI should not add to a school’s instructional responsibilities, it should enhance them by providing the vehicle for determining whether the core instruction and

behavioral supports are working for individual students and, if they are not, helping the school design and implement more effective interventions. The RtI team, along with the principal, should become the instructional leaders at the school and should support teachers and students. When the RtI model is in place on all schools and functioning as intended, students can be targeted for early, effective intervention *before* they are struggling, failing, or dropping out.

As the district works to strengthen and improve its RtI model, the following implementation steps will help to communicate the importance of the RtI program to the overall student performance of MISD and create systems to improve accountability for fidelity of implementation. The district should:

1. Designate someone at the Assistant Superintendent or Executive Director level as the leader of the RtI program districtwide. While the Coordinator for RtI will be responsible for the day-to-day implementation activities, the executive level leadership for the program overall communicates the importance of RtI to the district's academic success. It is important to remember that RtI is a general education, not a special education, initiative.
2. Mandate implementation of the RTI process at all schools.
3. Require monthly reports from schools related to their implementation of the RtI process, including number of students considered by teams, number of students at each tier of intervention, use of progress monitoring by teachers providing interventions, and the progress in implementing core and supplementary math and literacy curricula and programs at each school.
4. Examine data to evaluate academic progress at each school and determine if a relationship exists between each school's RtI progress and its achievement. Differentiate additional support based on this data examination.
5. Continue to provide professional development on screening, progress monitoring, core instruction, and supplementary supports and programs. Also provide professional development on the RtI process for schools whose implementation is incomplete or ineffective.

Move the leadership and management function for Universal Screening from the Curriculum and Instruction Department to the Assessment and Accountability Department. The current oversight for the administration, analysis and reporting of the district's Universal Screening program, currently resides in the Curriculum and Instruction Department. Curriculum and Instruction staff members create individual campus dash board reports that report BOY and MOY performance on the district's Universal Screening assessments as well as other data such as attendance rates, walkthrough data, unit test administration rates, and unit test data. Appendix C provides an example of an elementary and middle school report. While the creation of the reports provides useful data, it is another example of the overlapping responsibility between the two departments and may not be the best use of Curriculum and Instruction staff time. While Curriculum and Instruction staff should be involved in analyzing data to determine patterns and trends that have implications for curriculum revision, support for struggling teachers, and professional development, they should not be involved in the compilation, scoring, and creation of

campus- and district-level reports. Housing the diagnostic, formative, and summative data in one department will serve to create a more integrated approach to data analysis and reporting for MISD.

Fiscal Impact

There should be no additional costs related to implementing the RtI system throughout the district. While there are no immediate savings related to the implementation for RtI, it is possible that over time there will be fewer referrals to and placements in special education.

Recommendation 2-6: Allocate funding from IDEA-B to fund Early Intervening Services to support the effective implementation of the District's RtI program.

In order to address the needs of specific sub-populations and prevent potentially unnecessary referrals to special education, existing resources should be re-allocated to support:

- Proven, effective Tier 1 and Tier 2 interventions.
- The effective use of the allowable 15 percent of special education funding designated for Early Intervening Services (EIS) for specific sub-populations of students at high risk for special education identification.

As part of the *IDEA* Regulations a district may use as much as 15 percent of the amount the LEA receives under Part B of the Act for any fiscal year, in combination with other funds, to develop and implement coordinated, early intervening services for students in kindergarten through Grade 12, with a particular emphasis on Grades K-3. EIS funds are designed to target students who are not currently identified as needing special education or related services, but who need additional academic and behavioral support to succeed in a general education environment.⁷

Funding can support activities that include:

- Professional development
- Education and behavioral evaluations
- Instructional support services, including scientifically based literacy instruction

The review team was informed that the Special Education Department informally supports RtI with local funds but does not currently allocate any *IDEA-B* funding for EIS.

The following strategies are suggested to support the implementation of designated funding to support an effective RtI program for MISD.

Explore opportunities to use EIS Funds synergistically with other funds such as Title 1 and Title 3. Once the district determines a percentage of funding that can be allocated to provide a stable funding source for the RtI program, district leaders should work together with the RtI program leaders to determine how

⁷ <http://idea.ed.gov/explore/view/p/,root,dynamic,TopicalBrief,8>,

to effectively coordinate district funds to reduce duplication of services and to magnify the impact of these funds to effectively implement the district's Rtl program.

Visit districts with model Rtl programs that coordinate multiple funding sources to accelerate successful implementation of the MISD Rtl program. There is a need to accelerate the effective implementation of Rtl services in MISD. With the recent changes in district level leadership there is an opportunity to "reboot" to improve the effectiveness of the district's Rtl program. One of the best ways to accelerate the effective implementation of Rtl services is to "build by borrowing." A number of districts have highly effective programs in place that MISD could learn from. Given that the Coordinator for Rtl is new to this role, visiting several effective programs to bring back best practices to MISD would be of great benefit.

Fiscal Impact

A reallocation of IDEA-B Special Education funding can support the implementation of this recommendation. Fifteen (15) percent of special education funds may be allocated to Early Intervening Services, for providing early intervention in general education. Based on MISD IDEA-B revenues of \$1,165,000 in FY 2012-13, this equates to potential reallocation of \$174,600.

If MISD is interested in reallocating funds for this purpose, we recommend the Director of Special Education, together with district senior leadership, engage in an examination of existing IDEA budgets and determine what percent of the total IDEA budget, if any, could be reallocated to EIS. One strategy is to examine the amount of funds that are carried forward year to year. Another option is the examination of funds spent to purchase curriculum materials and other instructional resources that may be redundant or not needed by campus personnel.

Chapter 3 – Facilities Use and Management

Introduction

School facilities should be designed and maintained to support the educational curriculum and to provide an effective learning environment that is educationally adequate to deliver the curriculum. Having suitable facilities requires good planning, which is made possible by accurate measurement of school capacities and enrollment projections. There must be good communication between facilities planning, design and construction, and facilities management. Finally, processes to enable feedback from the operations and maintenance of facilities to planning and design are important to enhance the quality of new and renovated schools.

Once schools are built, preventive maintenance (i.e., an ongoing plan for addressing annual maintenance and operations) and a long-term capital improvement program are critical. One of the most important aspects of maintaining facilities in the long-term is preventive maintenance. Through preventive and predictive maintenance, life cycle costs are reduced and the serviceable life of facilities is extended. Beyond maintenance, an aggressive energy and utility management program is critical to reducing operating expense and providing a sustainable building environment. In addition, adequate custodial and grounds operations are necessary not only to provide clean buildings and grounds, but healthy and suitable learning environments.

Based on the date when the efficiency study was conducted, MISD's active facilities included seven elementary schools, two middle schools, two high schools, one alternative school, and administrative/support buildings. The total of school and administrative support space currently in use throughout the MISD (including portable buildings) is approximately 1.25 million square feet. Data were provided by two resources: a property statement of values spreadsheet provided by the district and the MISD Facility Assessment performed by O'Connell Robertson dated January 16, 2014. The latter document contained only information about school facilities. There were discrepancies in square footage reported between the two documents. Overall, the spreadsheet reports a total square footage approximately 2.6 percent below the facility assessment report.

Table 3.1 presents a summary of the reported number, area, and current replacement value (CRV) of the MISD facilities as of the date when the study was conducted.

Table 3.1. Summary of MISD facilities

Facility Category	Number	Area (GSF) ^{1,2}	CRV ¹
Elementary Schools	7	536,687	\$73.2 M
Middle Schools	2	300,565	\$37.6 M
High Schools	2	286,939	\$37.1 M
Alternative schools	1	65,790	\$7.8 M
Total Active Schools	12	1,189,981	\$155.7 M
Support Facilities	2	57,726	\$8.5 M
Total	14	1,247,707	\$164.2 M

Notes: 1. Data provided by MISD, "85. Property SOV UPDATES.xls"

2. Total school areas include portables.

This chapter offers commendations and recommendations that should be considered in order to improve the effectiveness and efficiency of the MISD facilities management organization, as well as enhance operations and maintenance and reduce overall costs. In general, leaders of the MISD Construction and Facilities division have recognized the need for improving planning, management, and operation of the district's school facilities. Specifically, the district has made positive strides with the following initiatives:

- The MISD Facilities and Construction division has experienced many changes within the last two years including changes in leadership and reporting structures. Significant efforts have been directed toward implementing processes to improve efficiency, develop staff, and improving morale.
- The district has identified school capacities which help indicate when portables are needed for expansion and when the population needs dictate the need for construction of a new school. The use of portable units has effectively allowed for temporary expansion at existing schools. The newest school designs have taken into consideration the future location of portable units as well and future utility connections.
- Utility consumption and costs (electricity, natural gas, propane, water) are tracked by campus in a central system. While the uploading of information appears to be manually intensive, the information was centrally available and appeared to be largely complete for the past 24 months.
- The Director of Operations, Maintenance, and Facilities has developed a draft Facilities and Construction Department Employee Handbook which addresses personnel issues such including conduct, dress code, and time keeping. Additionally a Facilities and Construction Standards and Expectations document has been developed; this document summarizes expectations regarding professional conduct.
- School Dude was implemented approximately 18 months ago and functions as the district's Computerized Maintenance Management System (CMMS). Through this program, facilities personnel are able to track work order completion rates, open work order duration, work order labor hours.

- The facilities group has reduced work order backlog and now maintains a rolling backlog of approximately 100 work orders at any one time.
- Maintenance has been organized into two geographic units; this reduces the amount of technician driving time as technicians do not regularly have to drive from one end of the district to the other.
- GPS tracking has been installed on all vehicles which has helped to identify opportunities for route efficiencies, reducing overall drive time. The information is also used to for technician dispatch. Since staff locations are known, staff who are in close proximity in the event of an emergency maintenance need can be dispatched quickly resulting in the most rapid response possible.
- Training is provided by several sources including the district's insurance carrier and TASB. The district reimburses education provided for obtaining required continuing education units (CEUs).
- Integrated pest management (IPM) and asbestos policies are in place. Energy management guidelines are also in place.
- Morale has been a noted issue with the department in the past. To address this, within the last two years, facilities staff has received new uniforms, new grounds equipment, trucks and vehicles, and a work boot allowance. The shop has been remodeled and a new break room created.
- The Facilities and Construction Department is pursuing efficiency in execution of operations and maintenance responsibilities. There has been a commensurate focus on accountability with how time is spent, and accomplishment of work orders.

A summary of recommendations is provided in Table 3.2 followed by a summary of commendations. More detailed discussion is included in body of the chapter which is organized into the following major sections:

- Classroom and overall building utilization rates
- Building Maintenance
 - Facilities management and organization
 - Plans, Policies, and Procedures
 - Building Maintenance and Management
 - Custodial Services
 - Energy Management and Utilities
- Asset Management and Inventory Control
- Safety and Security

Table 3.2. Fiscal Impact Summary

Recommendation	One-Time Cost/ Savings	2014-15	2015-16	2016-17	2017-18	2018-19	Total Fiscal Impact
Classroom and Overall Building Utilization Rates							
3-1: Develop standards for space and utility allocation for future portable units at new schools.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
3-2: Develop educational specifications	\$0	\$0	(\$80,000)	\$0	\$0	\$0	(\$80,000)
Building Maintenance							
3-3: Improve organizational communication.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
3-4: Document facilities management policies, procedures, and workflow processes.	\$0	\$0	(\$45,000)	\$0	\$0	\$0	(\$45,000)
3-5: Enhance operations and maintenance performance measurement.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
3-6: Centralize custodial management and supervision.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
3-7: Develop custodial staffing formulas to support a more efficient operation.	\$0	\$0	97,354	\$170,370	\$243,385	\$243,385	\$754,494
3-8: Purchase current, more efficient equipment and provide training.	(\$25,000)	\$0	\$0	\$0	\$0	\$0	(\$25,000)
3-9: Conduct an audit of utility meter data.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
3-10: Implement energy management plan.	(\$25,000)	\$0	\$58,000	\$58,000	\$58,000	\$58,000	\$207,000
Asset Management and Inventory Control							
3-11: Install non-key based locks at warehouses.	(\$2,000)	\$0	\$0	\$0	\$0	\$0	(\$2,000)
3-12: Develop and monitor warehouse and truck stock performance metrics.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Safety and Security							
3-12: Create and fill a Director of Safety and Security position.	\$0	(\$90,447)	(\$90,447)	(\$90,447)	(\$90,447)	(\$90,447)	(\$452,235)
3-13: Revise emergency operations plan.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Net Fiscal Impact	(\$52,000)	(\$90,447)	\$(60,093)	\$137,923	\$210,938	\$210,938	\$357,259

Note: Costs are negative. Savings are positive.

Classroom and Overall Building Utilization Rates

Staffing within the district is developed following MISD staffing guidelines. These guidelines do not speak to the size and configuration of schools however. The district relies on design professionals to define classroom square footage based on curriculum and needs. Schools are generally designed to accommodate the number of students as defined in Table 3.3.

Table 3.3. School Design Capacities

School Type	Student to Teacher Ratio	School Design Capacity (Students)
Elementary School	22:1 (K-4) ¹ 27:1 (5)	750
Middle School	18:1	900
High School	15:1	1,500

Source: MISD Staffing Guidelines

Notes: 1. School districts are required to maintain a 22:1 student to teacher ratio for kindergarten through 4th grade, Texas Education Code §25.112, 42.005(c).

The existing schools do not necessarily follow this model. The actual capacities of schools are as follows:

Table 3.4. School Design Capacities

Facility	GSF ¹	GSF/Student	Student Enrollment 2013-2014 ²	School Capacity ²
Elementary Schools				
Blake Manor Elementary	79,576	105.7	753	700
Bluebonnet Trail ES	52,071	106.3	490	700
Decker Elementary School	79,416	101.7	781	700
Manor Elementary	77,000	101.0	762	700
Oak Meadows Elementary	81,000	132.4	612	700
Pioneer Crossing Elementary	86,624	135.1	641	700
Presidential Meadows Elementary	81,000	89.3	907	700
Middle Schools				
Decker Middle School	170,000	195.6	869	900
Manor MS	130,565	139.3	937	900
High Schools				
Manor HS	220,771	142.5	1,549	1,600
Manor New Tech HS	66,168	192.9	343	400
Alternative Schools				
Manor Excel Academy	65,790	506.1	130	200

Source: 1. MISD document "85. Property SOV UPDATES.xls"

2. From *Five Year Long-Range Facility Master Plan*, prepared by O'Connell Robertson

MISD is a growing school district whose facility space is at or nearing capacity in nearly every school. Demographic projections indicate significant growth will occur over the next several years. In preparation for the impending growth, the district passed a \$124.9 million bond in 2014. The majority of the funds are to be used to build two new schools and improve existing facilities.

The district utilizes the following logic to determine facility needs:

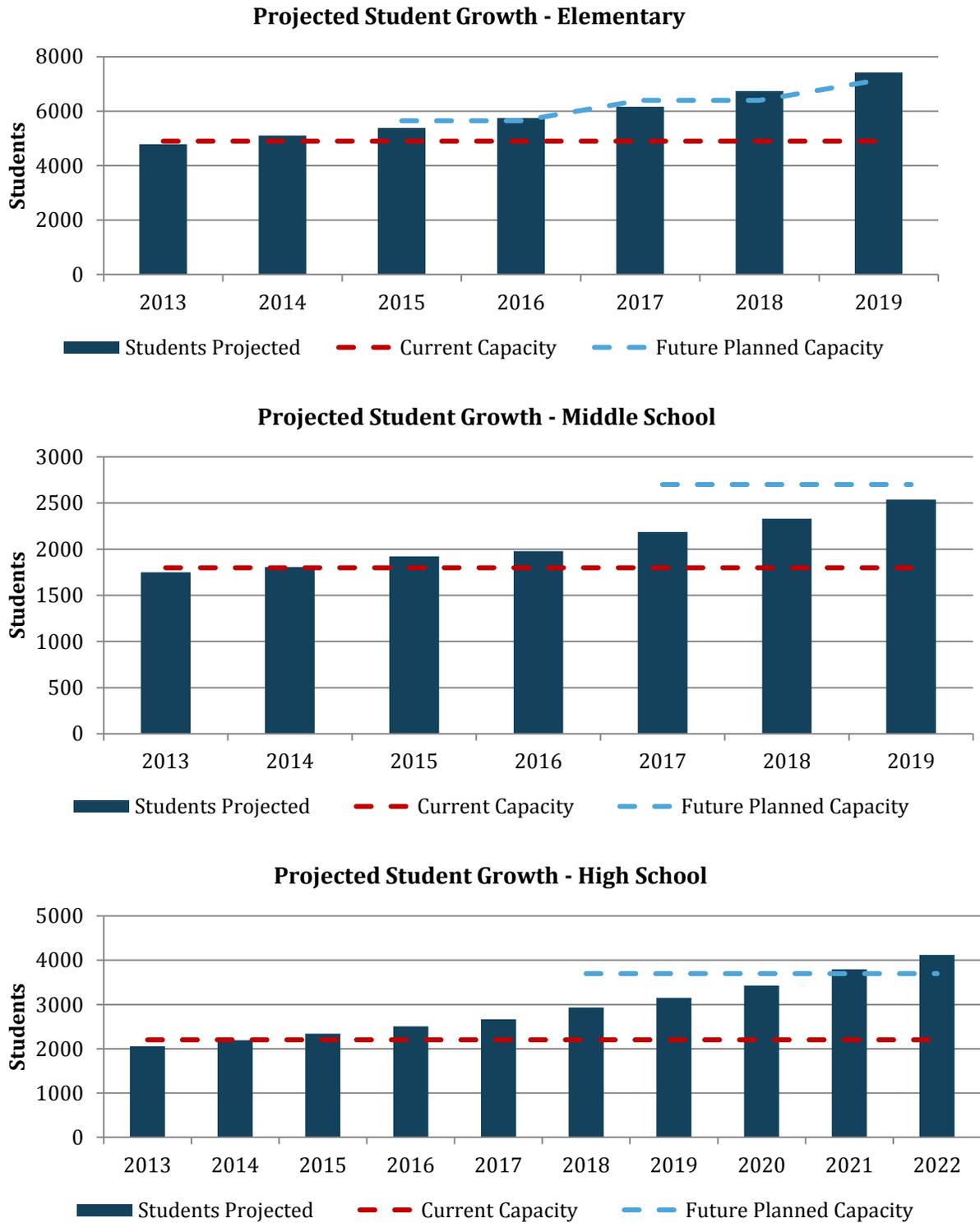
If capacity:

- > 105% Install portable units
- > 120% Construct school

To accommodate current needs, the district uses portable classrooms. There are approximately 27 portable classrooms. According to district provided documents, portable units are located at Bluebonnet Trail Elementary School, Decker Elementary School, Manor Middle School, Manor Excel Academy, Manor High School, Manor New Tech High School, and Central Administration. The district has plans to procure eleven new portable units over the next five years to assist with meeting future space needs until additional schools can be constructed.

Construction of a new elementary school is underway and is scheduled to be open in 2015. Plans for the design of a new high school and new elementary school are in progress, and a middle school is scheduled to be opened in 2017. Another elementary school is planned for design over the next 2-1/2 years. At the planned design capacities, the construction of these five schools will meet middle school needs but will be just under elementary and high school needs (refer to Figure 3.1).

Figure 3.1 Projected Student Growth and School Capacities⁸



⁸ Student projections and current school capacities per *Five Year Long-Range Facility Master Plan* prepared by O’Connell Robertson

Trends indicate that on average schools are below the national average for space allocated per student in elementary and high schools, and above the national average for middle schools. National median school district ratios of school area to student enrollment compared to MISD ratios are presented in Table 3.5:

Table 3.5. School Ratios of Area per Student

Facility Type	MISD Actual	National Average ⁹
Elementary Schools	109.5 sf/student	120 sf/student
Middle Schools	167.0 sf/student	146 sf/student
High Schools	143.5 sf/student	163 sf/student

Source: 1. Based on 2013-2014 student enrollments presented in *Five Year Long-Range Facility Master Plan*, prepared by O'Connell Robertson.

2. Council of Educational Facility Planners International (CEFPI) *Calculating School Capacity: Local, State & National Perspectives*, October 2007.

School utilization is the educationally appropriate percentage of the school day that teaching stations can be used for instruction. This may also be viewed as the ratio of unoccupied to total seats per teaching station per period of the school day. Typical average utilization benchmarks for schools have been reported as follows (CEFPI):

- Elementary schools – 95 to 100%
- Middle schools – 70 to 85%
- High schools – 80 to 85%

Best practices in determining school capacities have been researched and reported by CEFPI. School capacity is defined as the number of students that can be reasonably accommodated by a school building and site. In determining optimal school capacities it is important to consider physical, operational, and programmatic variables.

- Physical variables include: school size, areas by type, site size and amenities, support facilities (e.g., kitchens, cafeterias, multipurpose rooms, etc.), number and types of teaching stations, building infrastructure, building and life safety codes.
- Operational variables include: school utilization rates, efficiency of space use, operational policies, staffing levels, funding structures, space management and scheduling, specialty academic and program offerings, and operational budgets.
- Programmatic variables include: educational program offerings, specialty programs, schedules, extended use, community use, partnerships (i.e., off-site and distance learning), class sizes and staff ratios.

⁹ Council of Educational Facility Planners International (CEFPI) *Calculating School Capacity: Local, State & National Perspectives*, October 2007.

Calculating accurate and suitable school capacities is critical to distributing the right enrollment levels (right number of students) in each school, as well as planning for schools to best accommodate projected enrollments. Optimizing utilization (the number of students enrolled to school capacity) will minimize operational costs to the district. Other impacts of the school capacity/planning process include: adjustment of attendance boundaries, minimization of overcrowding and underutilization, maximizing educational resources, improved life safety and security, and justification of school construction funding.

The current and projected school utilizations are shown in Table 3.6. Manor Excel Academy, Bluebonnet Trail Elementary, and Oak Meadow Elementary are currently below utilization benchmarks; however, that will quickly change within the next few years until new schools are built.

Table 3.6. Projected Utilization of Schools

School	Utilization (Projected Capacity)									
	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
Manor HS	99%	105%	112%	121%	131%	146%	160%	177%	200%	220%
Manor New Tech HS	87%	93%	99%	100%	100%	100%	100%	100%	100%	100%
Manor Excel Academy	67%	72%	77%	82%	88%	97%	100%	100%	100%	100%
Decker MS	96%	102%	110%	111%	123%	132%	143%			
Manor MS	98%	99%	104%	109%	120%	127%	139%			
Blake Manor ES	97%	98%	99%	103%	107%	121%	139%			
Bluebonnet Trail ES	53%	61%	76%	93%	111%	126%	139%			
Decker ES	112%	121%	111%	115%	121%	131%	144%			
Manor ES	113%	123%	81%	83%	90%	97%	105%			
Oak Meadows ES	76%	78%	93%	93%	93%	95%	99%			
Pioneer Crossing ES	111%	117%	121%	132%	140%	154%	170%			
Presidential Meadows ES	122%	131%	116%	122%	128%	138%	150%			
Shadowglen ES*	-	-	72%	80%	90%	101%	115%			

*Currently under construction, scheduled to open in 2015

Source: *Five Year Long-Range Facility Master Plan* prepared by O'Connell Robertson

Recommendation 3-1: Develop standards for space and utility allocation for future portable units at new schools.

The district has identified school capacities which help indicate when portables are needed for expansion and when the population needs demand the need for construction of a new school. The use of portable units has effectively allowed for temporary expansion at existing schools. Some of the newest school designs reportedly have taken into consideration the future location of portable units as well and future utility connections. Given the anticipated growth in this district, the development of a space and utility allocation standard is recommended for all new school designs to ensure they will be equipped for changing future needs.

Fiscal Impact

This effort can be accomplished with internal resources.

Recommendation 3-2: Develop educational specifications.

Texas Administrative Code¹⁰ defines educational specifications (ed specs) as “a written document for a proposed new school facility or major space renovation that includes a description of the proposed project, expressing the range of issues and alternatives.” While ed specs are often thought of as purely a design tool, they serve a much larger and lasting purpose in that they act as guidelines linking educational needs with facility requirements. They define space allocation expectations, utilization parameters, and facility features. This information serves as a basis for both new design as well as program and budgetary needs for existing facilities, and provides useful information for future planning. The district currently lacks such specifications and instead relies on design professionals to advise based on curriculum and needs. Ed specs are recommended to be developed utilizing Texas Administrative Code requirements and CEFPI space standards. An excerpt from Texas Administrative Code is provided in Figure 3.2 for reference.

Figure 3.2. Recommended Minimum Requirements for Educational Specifications

Educational Specification Content Outline
(A) the instructional programs, grade configuration, and type of facility;
(B) the spatial relationships--the desired relationships for the functions housed at the facility;
(C) number of students;
(D) a list of any specialized classrooms or major support areas, non-instructional support areas, outdoor learning areas, outdoor science discovery centers, living science centers, or external activity spaces;
(E) a schedule of the estimated number and approximate size of all instructional and instructional support spaces included in the facility;
(F) estimated budget for the facility project;
(G) school administrative organization;
(H) provisions for outdoor instruction;
(I) hours of operation that include the instructional day, extracurricular activities, and any public access or use;
(J) the safety of students and staff in instructional programs, such as science and vocational instruction; and
(K) the overall security of the facility.
<i>Texas Administrative Code, Title 19, Part 2, Chapter 61, Subchapter CC, Rule §61.1036, section (A), paragraph (3).</i>

Fiscal Impact

The development of educational specifications can be combined with new school design development efforts. Alternatively it can be performed as an independent effort. Depending on the extent of the specification coverage and methodology to obtain input from stakeholders, efforts can vary significantly.

¹⁰ Texas Administrative Code, Title 19, Part 2, Chapter 61, Subchapter CC, Rule §61.1036

A budgetary estimate has been provided for planning purposes that is commensurate with other districts the size of MISD.

Recommendation 3-2	One-Time Cost/ Savings	2014-15	2015-16	2016-17	2017-18	2018-19	Total Fiscal Impact
Develop Educational Specifications	\$0	\$0	(\$80,000)	\$0	\$0	\$0	(\$80,000)

Note: Costs are negative, savings are positive.

Building Maintenance

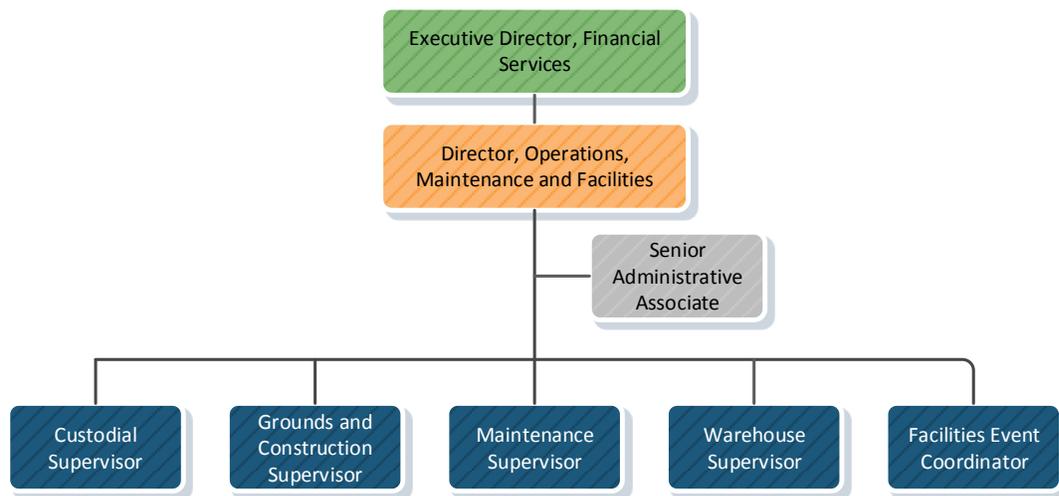
This section addresses findings and recommendations for the improvement of building maintenance. Specific focus areas include: facility organization and management (staffing levels and structure), policies and procedures, maintenance and management (including workflow processes, facilities maintenance technologies, preventive maintenance program, training, and maintenance performance measurement), custodial services, energy management and utilities, and contracting processes.

Facilities Management and Organization

The mission of the MISD Facilities and Construction division is to serve students, faculty, and tax payers by providing safe, clean, attractive facilities to help them achieve their academic and extracurricular goals; to help MISD achieve excellence and recognition among peers; and to strive for continuous improvement with the aid of innovative solutions, benchmark comparisons and ongoing training.

The division is organized by department to support the following functions and services: custodial, grounds and construction, facilities events, warehouse and textbooks, and maintenance. An organizational chart for MISD Operations is shown in Figure 3.3.

Figure 3.3. Organization chart for MISD Facilities and Construction Management Division



Source: MISD

The Custodial Services Department is responsible for the overseeing the cleaning of facilities, although custodial positions report directly to the school principals. The Custodial Supervisor establishes cleaning standards, provides training, and oversees custodial activities conducted at the schools. Specific responsibilities of school-based custodians include setting up facilities for special events, cleaning of floors, chalkboards, wastebaskets, windows, furniture, equipment, hallways, and restrooms.

The Grounds and Construction Department oversees construction management projects and maintains school grounds. Grounds keeping responsibilities for exterior maintenance includes landscaping, irrigation, site features, and pavements. Construction activities often include performing excavation work with a backhoe or other equipment and managing contracted work for small construction projects. There were six individuals assigned strictly to grounds, two to sports turf, one to irrigation, and one to maintaining department vehicles and equipment. Contract labor is utilized for irrigation repairs to supplement the existing workforce.

The Maintenance Department is responsible for routine preventive and corrective building maintenance services, facilities infrastructure repair and replacement, and energy conservation in the design and operation of MISD facilities. The Maintenance Department is comprised of ten individuals plus a supervisor: two HVAC technicians, two electricians, one plumber, two general maintenance technicians, one carpenter, and two painters. The Department outsources elevator maintenance, stadium septic maintenance, and fire/life safety device replacement. The Maintenance Department is responsible for operating and maintaining 12 schools with over 1.2 million square feet of area, plus other administrative and support buildings.

The Facilities Events Coordinator is responsible for scheduling of events for and on behalf of the district. This includes scheduling facilities, determining needed support (security, lighting, A/V, building access, custodial services, grounds keeping service), and billing of events.

A summary of staffing levels by department is shown in Table 3.7.

Table 3.7 Summary of Staffing by Department

Department	FTEs*
Facilities Management & Construction	2
Custodial Services	57
Grounds and Construction	11
Maintenance	11
Warehouse and Textbooks	2
Facilities Events Coordinator	1

Source: MISD

*Full-time Equivalent staff

A breakdown of the Facilities and Construction division staff by position is shown in Table 3.8.

Table 3.8. Staff Levels by Work Category, Facilities and Construction Management

Department	FTE
Director	1
Managers/Supervisors	5
Administrative	1
Trades/Crafts	10
Custodians	60
Grounds	10
Warehouse	1
Total	88

Source: MISD

The MISD Facilities and Construction division has experienced many changes within the last two years, including changes in leadership and reporting structures. Morale has been a noted issue with the department in the past. Significant efforts have been directed toward implementing processes to improve efficiency, develop staff, and improving morale. Morale improving efforts have included new uniforms, new grounds equipment, trucks and vehicles, and a work boot allowance. The shop has been remodeled and a new break room created.

Recommendation 3-3: Improve organizational communication.

Interviews highlighted issues with communication and understanding of reporting structures. This is not surprising given the amount of changes that have taken place within the last two years with leadership and reporting. This can be best accomplished with a communications plan. When making decisions about workload, priorities, and reporting and recording data, employees need to understand how decisions are made, what governs those choices, and the impact of their actions or inactions. To be effective, communication must be clear and consistent. Table 3.9 presents a sample communication matrix that can be modified to meet MISD needs.

Table 3.9. Example Communications Plan Matrix

Strategy	Purpose	Intended Result	Communications Team Role	Frequency
Intranet				
Home page	Business metrics/ dashboard	To keep employees up-to-date on progress	Update data that is not automated	Daily
Departmental page	Departmental dashboard, contracts, budgets	To keep employees up-to-date on department progress	None	Daily
Email				
Information bulletins	Inform, engage	Employees understand the	Consult, develop, publish	Weekly and as necessary

Strategy	Purpose	Intended Result	Communications Team Role	Frequency
		purpose, progress and how to connect		
Activity reports	Inform	Employees understand what the rest of the organization is doing	Collect and publish	Monthly
Meetings				
Brown-bag lunches/information sessions	Inform, clarify, exchange	Employees engage on topics of interest to business	Plan, announce	Twice a month
Leadership team employee meeting	Model open organization, inform	Engagement of leadership	Take notes	Varies
All-manager meetings	Inform, clarify	Communicate status and needs	Note taking	Monthly
All-employee meetings	Inform, clarify	Employees understand organizational direction	Planning, logistics	Twice a year
Staff meetings	Inform, clarify	Employees understand department business	Planning, logistics	Weekly
Web Site Pages				
Monthly news	Connect people to colleagues, to organization and to job	Employees connected and informed	Develop, publish	Monthly
Director staff meeting notes	Connect people to organization and document organizational history	Employees connected and informed	Develop, publish	Weekly
Organization calendar	Provide visibility over organization activities	Employees connected and informed	Maintain	As required
Meeting actions	Provide organizational accountability	Employees connected and informed	Develop, publish	Weekly
Decision log	Document organizational decisions	Organization has records of decisions	Develop, publish	As required

Strategy	Purpose	Intended Result	Communications Team Role	Frequency
Organization Support, Infrastructure Development				
Organizational distribution lists	Infrastructure development	Lists are current	Maintain all staff lists	As required
Organizational performance reporting	Employees connected to work	Performance is visible	To be determined	Monthly
Information management	Single source	Information under configuration control	To be determined	As required

Source: Adapted from International Facility Management Association, *Sustainability Facility Professional, Strategy and Alignment for Sustainable Facility Management*.

Fiscal Impact

The communications plan can be developed using in-house resources.

Policies and Procedures

The MISD Facilities Management and Construction division has plans and policies which have either been implemented or are in development, and the department mission and responsibilities are readily available online. The Director Facilities & Construction has developed a draft Facilities & Construction Department Employee Handbook which addresses personnel issues including conduct, dress code, and timekeeping. Additionally a Facilities & Construction Standards & Expectations document has been developed; this document summarizes expectations regarding professional conduct. These documents were prepared to assist with setting a level playing field of expected performance levels; the framework for behavior is a key element in improving morale and building a team culture.

The district also has policies in place for IPM policy, asbestos, and energy management.

Recommendation 3-4: Document facilities management policies, procedures, and workflow processes.

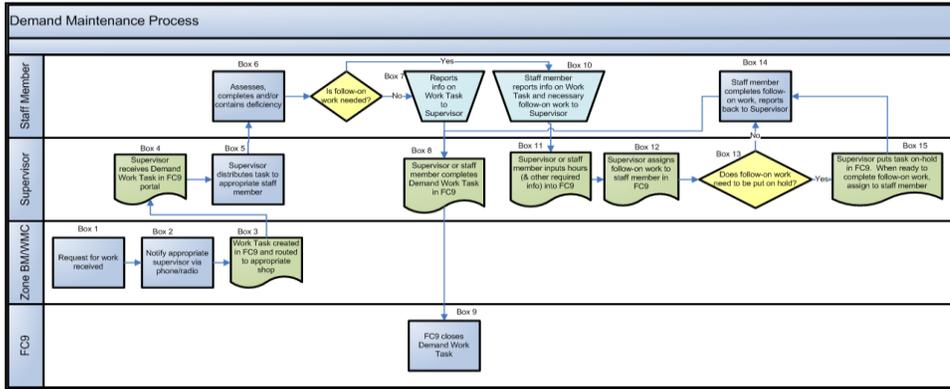
The district has implemented many processes and several information systems to improve efficiency in recent years. However, these processes are not documented. As the district grows, it will be increasingly important to maintain well-documented workflow processes. MISD should develop process flowcharts for the following:

- Demand/corrective maintenance
- Service requests/reimbursable services
- Preventive maintenance
- Emergency response
- QC and life safety inspections

- Asset/equipment updates
- Materials management

A sample cross-functional deployment chart (swim lanes workflow chart) is shown Figure 3.4.

Figure 3.4. Sample Workflow Chart



Source: Facility Engineering Associates

If everyone understands the workflow processes, then the “why” behind inputting data into a CMMS becomes much more relevant. Understanding the “why” greatly increases the odds that people will do it; therefore, improving the accuracy of the reports and numbers coming out which in turn leads to confidence in the performance measures being used to evaluate overall performance and justify MISD operations budgets and staffing.

Fiscal Impact

While there is effort required to document the processes, it is generally small in comparison to the potential cost savings. A recommended cost for development and implementation has been provided, however note that cost may vary depending on how much work is performed in-house and the extent/duration of the development and implementation program.

Recommendation 3-4	One-Time Cost/ Savings	2014-15	2015-16	2016-17	2017-18	2018-19	Total Fiscal Impact
Document facilities management policies, procedures and workflow processes.	\$0	\$0	(\$45,000)	\$0	\$0	\$0	(\$45,000)

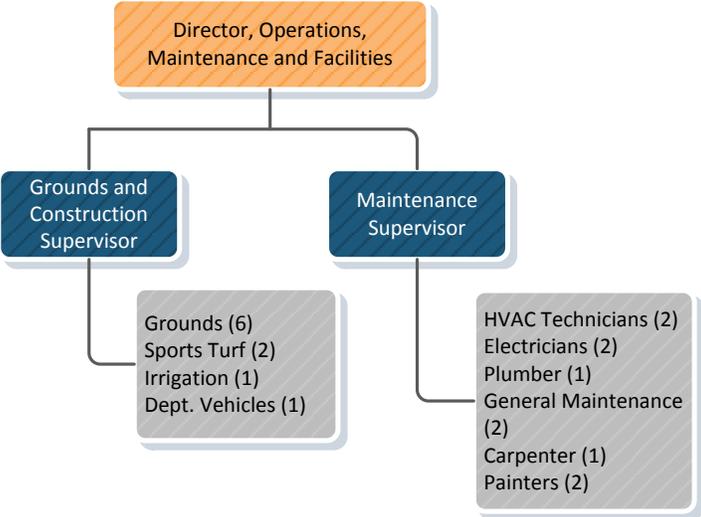
Note: Costs are negative, savings are positive.

Building Maintenance and Management

The Maintenance and Grounds and Construction Management departments are responsible for routine preventive and corrective maintenance, building and grounds services, facilities infrastructure repair and

replacement, and energy conservation in the design, and operation of MISD facilities. At the time of this study, the Maintenance department was comprised of 11 employees; the Grounds & Construction Management department was also comprised of 11 employees. These two groups are responsible for 12 schools totaling about 1.2 million square feet of area, plus other administrative and support buildings, and 382 acres. An organization chart of Facilities Maintenance department is presented in Figure 3.5.

Figure 3.5. Organization chart for MISD Maintenance and Grounds & Construction Departments



Source: MISD

Facilities maintenance is generally organized by trade shop and uses resources effectively. Between the two departments there are 20 trades/crafts positions and two supervisors.

For building maintenance, benchmarks range from as low as 72,000 SF per FTE to 110,000 SF per FTE. The trades/crafts to supervisor ratio is about 10:1. Based on our calculations, the overall MISD maintenance staffing levels for front-line trades is about 125,000 sf/FTE. This is above benchmark standards, however during interviews it was indicated that the building maintenance staffing was felt to be appropriate which is evidenced by a decreasing maintenance work order backlog (currently running approximately 100/month).

Based on benchmarks, the MISD grounds and maintenance staffing levels appear to be somewhat low. The 2011-12 Facility Performance Indicators Report published by APPA shows a range of 15.9-20.1 acres per FTE which is somewhat generous. For medium level care requirement for turf management, we would expect to see a range as high as 30 acres per FTE. MISD is currently evaluating outsourcing as an option for groundskeeping.

There has been a significant reduction in the backlog of work orders over the past year. Since FY 2013, the work orders have reduced from 150 open work orders to 100. This amounts to a 50 percent reduction in backlog. The reduction should account for a noticeable improvement in response time to site staff.

Calculations indicate the current costs are consistent with school districts similar to MISD. Based on a \$6.7 million budget, the cost/square foot (sf) is \$5.37 which is below the peer average of \$5.88/sf and in line with the national median of about \$5.40/sf.

The district implemented a new CMMS, SchoolDude, approximately 1.5 years ago. The system is one of the most popular systems used by Texas school districts, and is reportedly working well at MISD. Through this program, facilities personnel are able to track work order completion rates, open work order duration, work order labor hours. In addition to managing maintenance activities, it is also used to manage facilities inventory.

Preventative maintenance (PM) work orders are generated and distributed through the CMMS. Work requests are generated either through the online work request portal or by phone call. The division would like to drive customers toward using the online portal for non-emergency work requests. This would allow for automatic notification of work request status directly to the customer which will improve communication.

Annual training of maintenance staff is provided through the Texas Association of School Boards (TASB) and/or insurance; the training addresses such topics as slips, trips and falls, and ladder safety. The district provides reimbursement for continuing education units (CEUs). Additional training addressing facility management processes and procedures, new equipment and new equipment technologies, safety and regulatory training, supervisor training, CMMS, workflow process training, and HR training.

Commendation 3-1: The Maintenance Department is using performance measures to evaluate their efficiency and effectiveness.

The MISD Maintenance Department has been assertive in developing Key Performance Indicators (KPI) to measure and analyze efficiency and effectiveness. As noted in Chapter 1 – District Organization and Management of this report, most MISD departments do not track these types of measures. The measures for the maintenance area include the following:

- Work hours per employee per week
- Work order hours
- Work orders per student per year
- Total number of work orders
- Work orders completed in less than a week
- Average days aged open work
- Work orders from request portals
- Work orders with a craft
- Work orders with a purpose code
- Word orders per employee per year
- Work hours per employee per week
- Work contracted out vs. in-house

Commendation 3-2: The Maintenance Department has installed GPS tracking on its vehicles to monitor productivity.

MISD was concerned that maintenance staff was not maximizing efficiency and that driving time was likely a contributing factor. GPS tracking was installed on all vehicles, which has helped identify opportunities for route efficiencies, reducing overall drive time. The information is also used to for technician dispatch. Since staff locations are known, staff who are in close proximity in the event of an emergency maintenance need can be dispatched quickly resulting in the most rapid response possible.

Recommendation 3-5: Enhance operations and maintenance performance measurement.

MISD has developed performance measures to evaluate its facilities and maintenance operations. The KPIs currently in place are good; however, additional metrics would be helpful in monitoring the success of the program and “telling the FM story.”

The development of data information standards and automating processes enhances facilities performance measurement and the accuracy of Key Performance Indicators (KPI). The objectives of automating work processes are, after all, to enhance and measure facilities performance, and provide better information to make the best decisions regarding facilities. MISD has a great opportunity to improve facilities performance through the development of more specific KPIs aligned with the mission and vision of the district.

Measuring facilities operation’s performance in today’s environment is the route to credibility. The focus must be on prevention, not cure, and there must be recognizable goals and achievable prioritized objectives. Metrics provide essential links between strategy, execution, and ultimate value creation.

There are many ways of identifying and developing metrics and KPIs for use in school facilities management performance measurement. It is also easy to find samples of hundreds of potential facility maintenance metrics. However, it is not easy to identify and implement the right metrics to link facility operations and maintenance to strategy. The right KPIs should focus on those services that have the most prominent place in MISD’s strategic plans. The right mix of KPIs should consider all three aspects of facilities performance:

- Inputs: Indicators that measure the financial, staffing, portfolio condition, and operating impacts from limited budgets/resources, churn and construction and renovation activities.
- Process: Indicators that measure how efficiently the department is performing its key process.
- Outcomes: Indicators that provide a measure of how successfully the facilities function is performing at the enterprise level.

Educational organizations at the forefront of their industry have developed best practices by using a balanced scorecard approach to KPIs. The balanced scorecard is an approach that integrates financial and non-financial performance measures to show a clear linkage between the institution’s goals and strategies. Most balanced scorecards consider four perspectives: customer perspective, process

perspective, learning and growth perspective, and a financial perspective. The framework set by the balanced scorecard approach provides an excellent methodology to measure overall performance as facilities managers.

In addition to the KPIs already utilized, MISD should consider the following for future implementation:

K-12 School Key Performance Indicators

Input Measures:

- FCI of building inventory (% DM/CRV)
- maintenance staffing levels (# of FTEs)
- operations funding (\$/GSF);
- baseline energy utilization index (EUI) /school; and
- capital project funding (\$).

Process Measures:

- work orders by type;
- top 10 work order problem codes;
- staff utilization (productivity) rates;
- PM completion rate (%);
- Proactive maintenance (PrM) WOs generated;
- PM / CM mix (%);
- utility cost/GSF (\$/GSF);
- re-work percentage (%);
- school safety inspection findings;
- work order turn-around time (days); and
- annual building inspections completed (%).

Outcomes:

- cost of operations (\$/GSF);
 - custodial inspection scores (#);
 - change in FCI (%);
 - trend in EUI per school
 - customer Satisfaction (%); and
 - budget Performance (%).
-

Source: Developed by Facility Engineering Associates.

MISD should develop a limited number of KPI to measure performance and show stakeholders areas of improvement and accomplishments. This task should be done in coordination with the other department coordinators to ensure alignment with the mission and strategic objectives of MISD.

Custodial Services

This section provides recommendations for the MISD Custodial Services function. The Custodial Services Department is responsible for routine cleaning and minor maintenance in order to maintain a high standard of school safety, cleanliness, and efficiency of campus operations. MISD's custodial services function consists of 57 employees. Custodial service positions within the district include custodians and lead custodians at the schools, and one supervisor in the central office. The custodial services supervisor

reports to the district's Facilities and Construction Management Department. School custodial positions report to the respective school principal or assistant principal.

The Custodial Services Department is responsible for 7 elementary campuses, 2 middle school campuses, 2 high school campuses, Manor Excel Academy, and the district's Central administration building. The total square footage for custodial cleaning for MISD is 1,106,947. Table 3.10 shows the current assignment of lead custodians and custodians by facility. Each school has a lead custodian. Three additional custodians are assigned to each elementary school and four to each middle school. Other schools are not subject to fixed staffing levels.

Table 3.10. Custodial Assignments, by Facility, Fiscal Year 2013-14

Campus	Lead Custodian	Custodian	Total
Blake Manor Elementary	1	3	4
Bluebonnet Trail Elementary	1	3	4
Decker Elementary	1	3	4
Manor Elementary	1	3	4
Oak Meadows Elementary	1	3	4
Pioneer Crossing Elementary	1	3	4
Presidential Meadows Elementary	1	3	4
Decker Middle School	1	4	5
Manor Middle School	1	4	5
Manor High School	1	9	10
New Tech High School	1	2	3
Manor Excel Academy	1	2	3
Central Administration	-	2	2
Totals	12	44	56

Source: MISD Custodial Staffing Roster, 2013-14

In 2012, the district contracted with an outside firm to assess their custodial operations and develop standard cleaning procedures and frequencies. The custodial services supervisor trains campus-based staff on these procedures. Laminated hard copy procedures in English and Spanish are posted in the school custodial closets for reference.

In addition to providing training, the custodial services supervisor conducts on-site inspections, established equipment and supplies standards, and orders all custodial supplies. This position also has other responsibilities unrelated to custodial services such as filling in for the district mail courier as needed and central office warehouse responsibilities.

Recommendation 3-6: Centralize custodial management and supervision.

MISD currently operates a decentralized approach to custodial services, with custodians reporting to the school principals. The custodial services supervisor supports the custodians but has no direct authority over them and does not conduct their performance evaluations. School administrators have primary

authority over custodians and make scheduling and other decisions that affect their work and their productivity. They are also responsible for conducting their performance evaluations.

This decentralized approach to custodial services management has several disadvantages:

- While the custodial supervisor provides support, custodians are not held accountable by the technical supervisor who is in the best position to evaluate and initiate corrective action with underperforming custodians. The current approach does not effectively support accountability for effective or efficient operations.
- School administrators do not have the technical skills to oversee custodial services (nor does the job description require them), and the time spent by school administrators overseeing this function could be better used on instructional matters.
- The current approach has led to a wide range of work schedules where most custodial work time occurs during the school day. It is more difficult to clean school facilities while the students are there.
- Based on school site visit observations, there is inconsistency in the use of standardized procedures and the use of equipment – and ultimately, the cleanliness of the schools. Some efficient cleaning equipment, such as auto-scrubbers and back-pack vacuums, is available but not used; in other cases the equipment was not purchased by the school.

Some school systems have a dual reporting system. Under this approach the custodial supervisor reports administratively to the principal (attendance, discipline matters), while reporting technically to a technical leadership position in the central office. In other school systems, the principal serves as the customer of the custodial function, not the direct supervisor, providing important customer feedback that informs the evaluation of the custodial function.

Custodial services should fall under the responsibility of custodial services supervisor with a dual reporting role to the school principals for administrative purposes. All custodians should report to the lead custodian designated to each facility, and the lead custodians should report to the custodial services supervisor. All custodial staff should be charged in the accounting system to the facilities department, but can still be assigned to a campus (organization) code as well. This would make the custodial supervisor responsible for the custodial services budget, and would also support campus by campus analysis of staffing and costs.

The custodial services supervisor should be charged with setting the schedules of all custodians and lead custodians, and working with individual campus to address custodial needs. School administrators will still play an important administrative role overseeing custodial attendance and discipline and reporting any issues to the custodial supervisor. The school administrators will also serve as customers of the custodial function, and should continue to provide feedback to the custodial services supervisor on custodial performance at their school. A more centralized custodial management approach will help make the custodial scheduling and cleaning functions more efficient and more accountable.

Fiscal Impact

The district can implement this recommendation with existing resources.

Recommendation 3-7: Develop custodial staffing formulas to support a more efficient operation.

The Planning Guide for Maintaining School Facilities¹¹ contains recommended cleaning standards for school spaces. These standards relate to night shift productivity, where cleaning time is uninterrupted. Additional custodial staff resources are needed during the day for cleaning selected areas, inspection, lunch period cleaning, and special requests. Below are the various standards for school cleaning included in the planning guide. Most school facilities are subject to Level 3 cleaning.

- Level 2 cleaning is the uppermost standard for most school cleaning, and is generally reserved for restrooms, special education areas, kindergarten areas, or food service areas. A custodian can clean approximately 18,000 to 20,000 square feet in an eight-hour shift.
- Level 3 cleaning is the norm for most school facilities. It is acceptable to most stakeholders and does not pose any health issues. A custodian can clean approximately 28,000 to 31,000 square feet in eight hours.
- Level 4 cleaning is not normally acceptable in a school environment. Classrooms would be cleaned every other day, carpets would be vacuumed every third day, and dusting would occur once a month. At this level, a custodian can clean 45,000 to 50,000 square feet in eight hours.

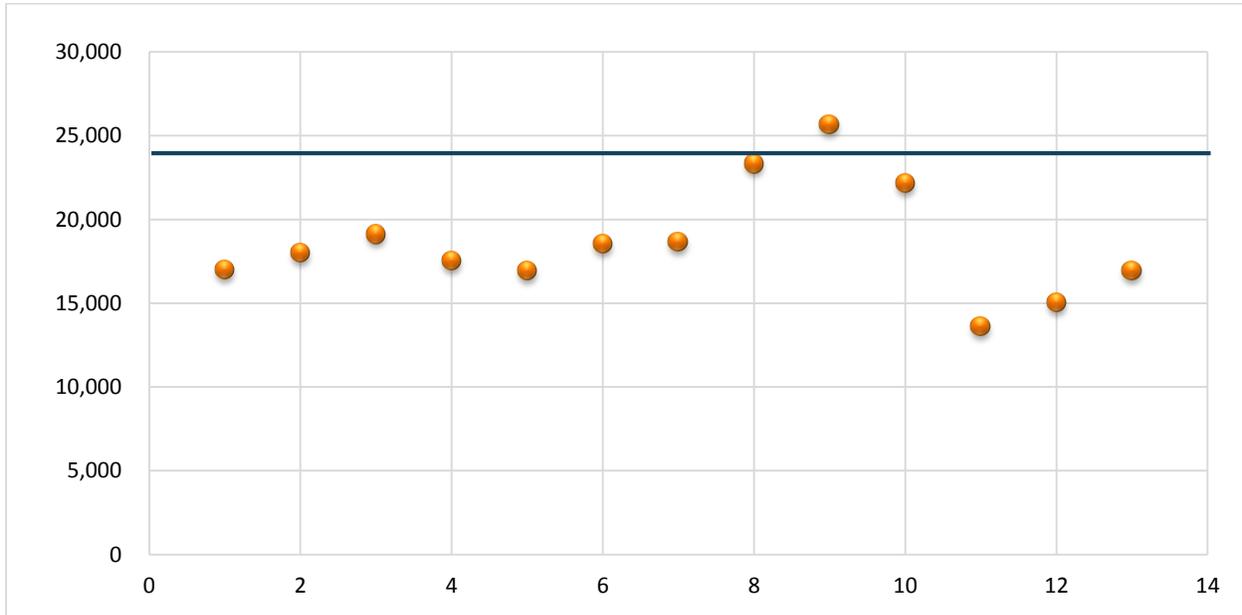
When combined with day shift demand, Level 3 cleaning dictates an overall productivity ratio of approximately 24,000 square feet per custodian (31,000 optimum rate for night shift plus core day shift demands). MISD's custodial productivity is far below these standards. The combined average of square footage cleaned by custodian for the entire district including twelve campuses and one administration building is 19,420 square foot per custodian.

Most MISD schools fall below industry productivity standards of square footage per custodian. Decker Middle School, Manor Middle School, and Manor High School are the only three campuses where custodial staff clean over twenty thousand (20,000) square feet per full-time equivalent custodian and this is still well below the industry standard. All other campuses and the administration building fall further below the industry standard. The average (mean) square footage by custodian for all elementary campuses is 17,980, the average square footage by custodian for all middle school campuses is 24,512, and the average square footage by custodian for high school campuses is 17,895. Decker Middle School is the only MISD school that operates above the productivity standard.

¹¹ Planning Guide for Maintaining School Facilities, School Facilities Maintenance Task Force, National Forum on Education Statistics and the Association of School Business Officials International, February 2003

Figure 3.6 shows the MISD current square footage per custodian compared to the aggregate industry standard (black line) of 24,000 square feet per custodian.

Figure 3.6. Square Footage Cleaned per Custodian (all 13 facilities), Day and Night Shift



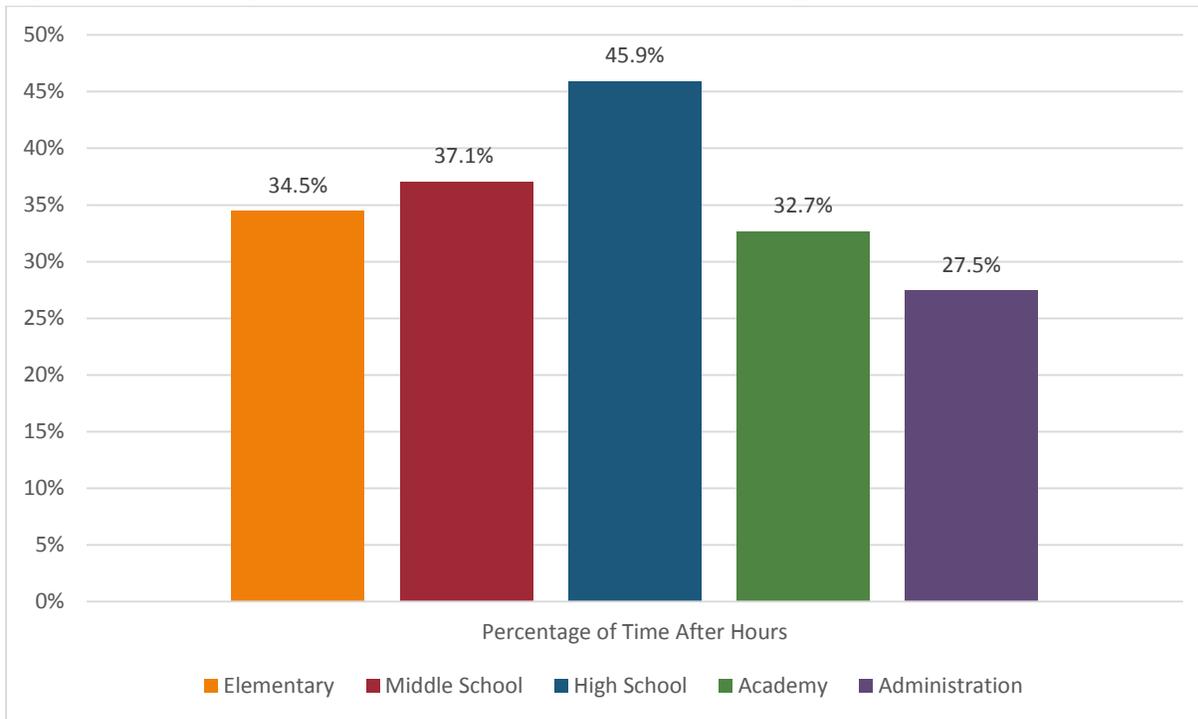
Sources: Hillyard Facility Report 2013, U.S. Department of Education Planning Guide for Maintaining School Facilities; MISD Custodial Staffing Roster, 2013-14

In order to improve the efficiency of custodial staff, staffing formulas should be developed that assign custodial positions based on the square footage of space cleaned. Implementing a formula that reflects the above standards will result in a reduction of 10 custodial positions. However, since MISD is growing and adding schools over the next several years, these savings can be achieved by avoiding future costs through staff reassignment instead of eliminating positions now.

In addition to the centralized management approach recommended above, MISD can best achieve target productivity levels by changing the work schedules of the custodians. MISD custodians are scheduled during various times throughout the day and include shift times when campuses are open. The optimum time for custodial cleaning is after school or during the night shift. Certain duties must be performed during school hours including cleaning the cafeteria, opening up each facility, and other duties assigned; however the majority of custodial services should occur after the students leave school.

In order to be productive, custodial staff should be assigned so that at least two-thirds to three-fourths of their combined scheduled time occurs after school hours. At MISD, the opposite situation occurs – no school has more than 50 percent of their custodial work time after school. Figure 3.7 shows current MISD percentages of custodial staff time assigned during after-school hours (night shift). School districts with optimal scheduling approaches assign 75 percent or more of all custodial staff time to the night shift, after school.

Figure 3.7. Percentage of Custodial Scheduled Work Time Occurring After School



Source: MISD custodial work schedules, bell schedule data per campus

Current custodial staff spends more than 65 percent of their scheduled time during school hours at the elementary campuses, more than 62 percent of their scheduled time during school hours at the middle school campuses and more than 54 percent of their scheduled time during school hours at the high school campuses. The percentage of time spent by custodial staff during school hours at Manor Excel Academy and Manor Central Administration are more than 67 percent and 73 percent respectively.

Lead custodian and custodian schedules should be revised so that more cleaning is done after school. Current schedules should be revised so that at least one-third of scheduled time is performed during school hours and two-thirds is performed after school hours.

Additional productivity could be achieved by using part-time positions when a full-time position is more than what the staffing formula prescribes.

By changing the custodial work schedules, staffing according to formulas based on industry staffing standards, and using part-time positions, MISD will need 10 fewer custodial positions. However, as new schools are built, these positions can be reassigned to the new schools. This reduction of 10 total custodial positions throughout the district increases the combined average square footage per custodian for the entire district to 24,064. This average results in more efficient and equalized custodial operations across district facilities. After new schools are opened, MISD should ensure that it maintains an overall productivity ratio of 24,000 square feet per custodian at each school and dedicates 75 percent of the total effort to the night shift after school.

Fiscal Impact

MISD currently classifies their custodian as a pay grade 1 in the most recent Operations/Technical Pay Structure report for 2013-14. Custodians receive an average hourly hiring rate of \$10.29 or an average annual salary equivalent of \$20,981.50 based on a 255 day schedule. Table 3.11 shows the current minimum, maximum, and average pay grades for MISD custodians.

Table 3.11. Operations/Technical Pay Structure 2013-2014

Pay Grade 1 (255 Days)			
	Minimum	Maximum	Average
Hourly	\$9.27	\$11.30	\$10.29
Annual	\$18,911.00	\$23,052.00	\$20,981.50

Source: MISD Operations/Technical Pay Structure 2013-2014 Revised: 05/14/2013

Due to the rapid growth of the district, the district can reassign current custodial staff into new facilities over the next three fiscal years and save the costs associated with hiring new custodial staff. The fiscal impact below reflects four (4) custodial positions savings in the 2015-16 fiscal year and three (3) custodial staffing positions savings in the 2016-17 and 2017-18 years based on the average custodial pay plus 16 percent benefits. By 2017-18, MISD can avoid \$243,000 in future custodial costs.

Recommendation 3-7	One-Time Cost/ Savings	2014-15	2015-16	2016-17	2017-18	2018-19	Total Fiscal Impact
Develop custodial staffing formulas	\$0	\$0	97,354	\$170,370	\$243,385	\$243,385	\$754,494

Note: Costs are negative. Savings are positive.

Recommendation 3-8: Purchase current, more efficient equipment and provide training.

During school site visits it was noted that not all schools have current equipment to support productive cleaning. For example, several schools have auto-scrubbers that are used to clean hall space and common areas. Other schools continue to use floor mops, which take much more time and are not as effective.

Some schools also use vacuum back-packs for vacuuming carpet areas. This equipment is more efficient than push vacuums in that push vacuums are more cumbersome to navigate among desks, chairs and other furniture.

The custodial supervisor should develop equipment standards for all schools and purchase equipment. Under the centralized management approach, this equipment would be paid for out of the facilities management budget and not school budgets. The custodial supervisor should also provide training on equipment use, modify job description work requirements as needed, and monitor the use of the equipment at the schools.

Fiscal Impact

It is estimated that a one-time investment of \$25,000 will provide much of the needed equipment at schools. The equipment should be put on a scheduled replacement cycle so that future purchases can be anticipated and budgeted.

Recommendation 3-8	One-Time Cost/ Savings	2014-15	2015-16	2016-17	2017-18	2018-19	Total Fiscal Impact
Purchase current, more efficient equipment	(\$25,000)	\$0	\$0	\$0	\$0	\$0	(\$25,000)

Note: Costs are negative. Savings are positive.

Energy Management and Utilities

Facility managers and operators, as stewards of the built environment, are challenged to integrate the principles embraced by their organization to run their facilities efficiently. MISD has actively pursued conservation efforts. The district has established an energy conservation policy. Additionally, MISD monitors utility use and costs on a monthly basis. Energy use in the district consists primarily of electricity, natural gas, and propane use. Utility consumption and costs are tracked by campus in a central system. While the uploading of information appears to be manually intensive, the information appeared to be complete and centrally available.

The district utilizes the following utilities: energy (electricity, natural gas, propane), water (irrigation, domestic), and sewer. Over the last three years, the district has spent an average of \$2.0 million per year on utilities (refer to Table 3.12).

Table 3.12. Summary of Utility Expenditures by Fiscal Year

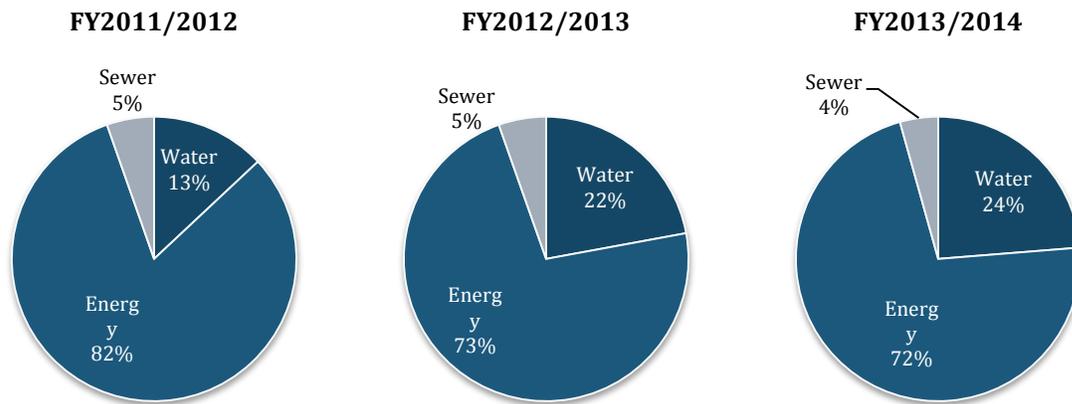
Fiscal Year	FY 2011/2012	FY 2012/2013	FY 2013/2014*
Energy Expenditures	\$1,410,262	\$1,779,462	\$1,406,935
Water Expenditures	\$224,794	\$542,477	\$464,128
Sewer Expenditures	\$92,780	\$132,509	\$84,842

Source: MISD

*The fiscal year had not ended at the time of this report. Utility information includes the latest information available, typically through March or April. Therefore costs will appear to be artificially low for FY2013/2014.

School facilities account for 95 percent of the gross square footage. According to meter data provided, these same facilities account for the majority (over 90%) of the energy expenditures in a given year. Figure 3.8 illustrates the utility consumption breakdown for the past three years.

Figure 3.8. Utility Consumption Breakdown

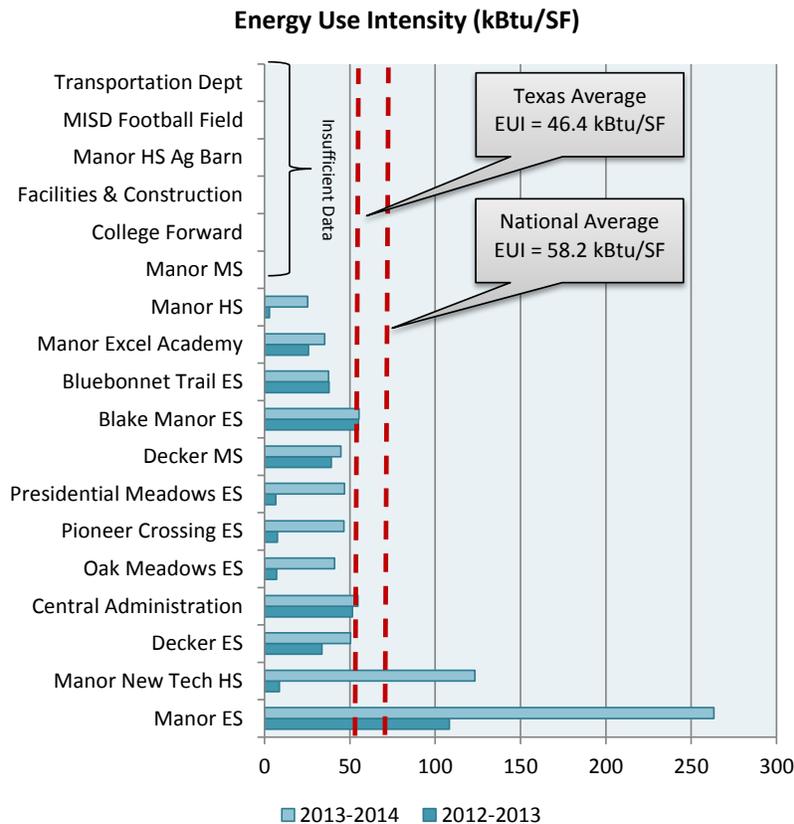


Source: Developed from utility data provided by MISD

Recommendation 3-9: Conduct an audit of utility meter data.

To obtain an understanding of a building's energy performance and to determine if a building is operating efficiently, it is important to compare a building's energy use to similar buildings. A good way to compare the energy use of similar buildings is calculation of the building's Energy Use Index (EUI). EUI is the average energy use per square foot over the course of a year for that building. Figure 3.9 presents the monthly energy consumption and cost data spanning a two year period from – 2012-13 through FY 2013-14.

Figure 3.9. Energy Use Intensity for District Facilities



Source: Developed from utility data provided by MISD

In reviewing the EUI of the school facilities, there are several issues that immediately stand out.

- The 2012-13 data for several schools shows very low calculated EUI values which suggests incomplete data.
- The EUI for Manor Elementary School is unusually high for both 2012-13 and 2013-14.
- The 2013-14 energy performance of Manor High School is unusually good.
- All but two schools are performing better than the national average benchmark.
- Several schools are at or below the Texas average benchmark.

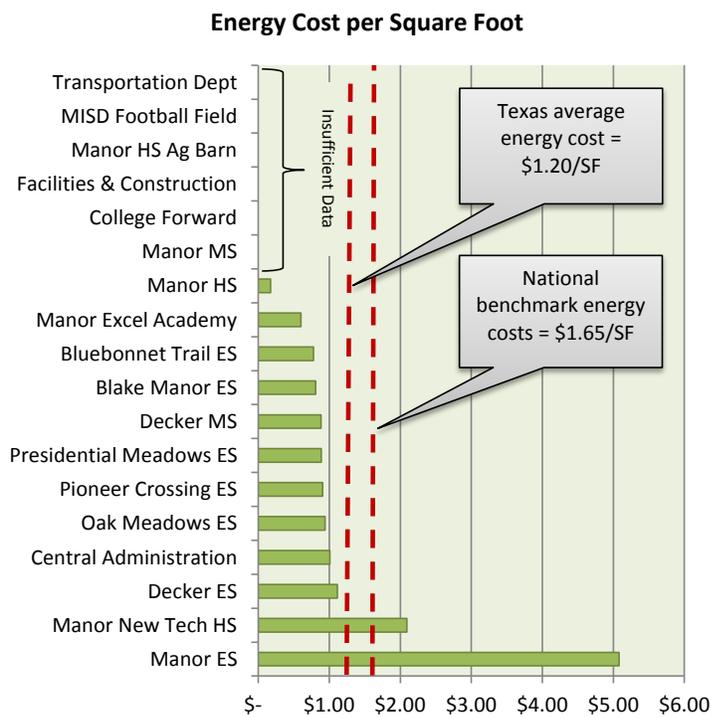
District management believes that the above issues may relate to the master meter configuration, but this is still being reviewed. Most of the facilities appear to be fairly energy efficient with energy use well below national averages. While this would appear to be positive news, it is unusual to see this type of performance for this climate, construction, and installed systems.

On the opposite end of the spectrum, Manor New Tech and Manor Elementary School are significantly above the national average, however their performance suggests issues with the metered data. It is expected that Manor New Tech, as an older facility, would have higher energy use; there were also reports

that the mechanical systems in this school are operated for extended periods and lower setpoints to decrease resident humidity levels.

Over the last two years, the district has spent an average of \$1.27 per gross square foot (GSF) for energy utilities. The majority is for electricity. The national benchmark for education facilities is \$1.65/GSF¹². For Texas K-12 schools, the energy benchmark is lower at \$1.20 per gross square foot¹³. In reviewing the average costs for energy at the schools, total energy costs are well below both national and Texas benchmark values with the exception of Manor New Tech and Manor Elementary (see Figure 3.10).

Figure 3.10. Energy Costs per Square Foot for District Facilities



Source: Developed from utility data provided by MISD

While this comparison suggests district costs are within reason for the industry based on benchmarks, as with the energy data, these figures suggest inaccuracies in the collected meter data. At the extremes, Manor Elementary School is unbelievably high while Manor High School is unbelievably low.

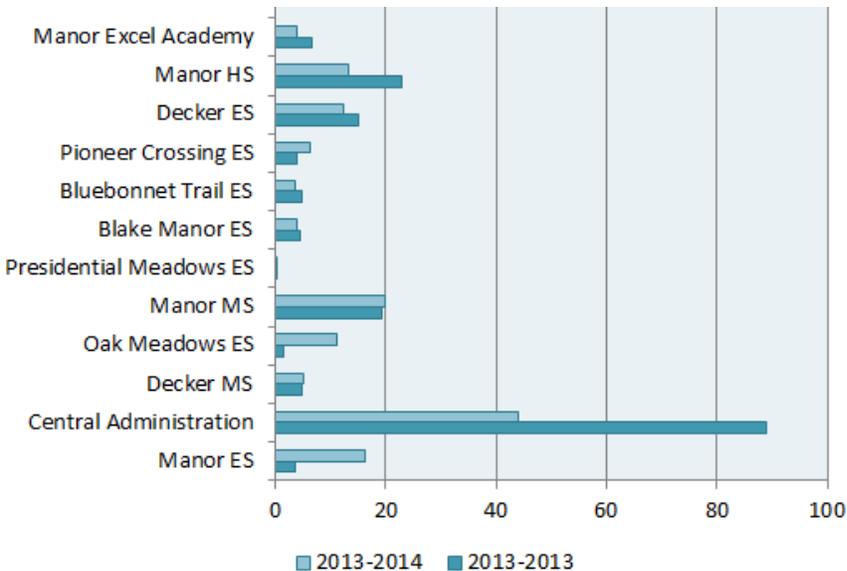
Figure 3.11 illustrates water use intensity for facilities for which water data has been provided. The most water intensive facility is Central Administration. In supplemental input, the Director of Facilities & Construction indicated that in addition to the Central Administration building, the one water meter serves the entire property, including Administration and adjacent portables, New Tech HS, and all of

¹² International Facility Management Association, *Research Report #32, Operations and Maintenance Benchmarks*, 2009.

¹³ *Scoring Our Schools: Program Implementation Lessons-Learned From Benchmarking Over 1,775 Schools for Seven Utilities*, Jim Stimmel and Jessica Gohs, CLEAResult Consulting, Inc.

Transportation Department; the Transportation Department has a wash bay at their facility that is utilized daily for washing buses.

Figure 3.11. Domestic Water Use (Gallons/Square Foot) for District Facilities



Source: Developed from utility data provided by MISD

Blake Manor Elementary shows unusually low consumption and the Central Administration building shows unusually high consumption with respect to water and sewer costs. The cause of these outliers is not readily apparent and should be investigated. The cost and consumption information that has been input into the CMMS should be validated against utility bills. If the information is found to be consistent between the two, the meters should be checked.

Fiscal Impact

This recommendation can be accomplished with existing resources. If an outside firm is used, many of these firms will provide utility bill audits on a contingent fee basis, whereby the district would pay only to the extent savings are achieved.

Recommendation 3-10: Implement energy management plan.

Several of the MISD sites have opportunities for energy savings. An energy management plan is recommended. The building blocks of an energy management plan include:

- Establishing baseline performance
- Benchmark performance and prioritize facilities
- Identify opportunities for improvement
- Set goals
- Program development and implementation
- Measure and report

The district utilizes several building automation systems to control mechanical equipment. The systems are unique, largely proprietary, and are not web-based. As part of the energy management strategy, MISD should incorporate a building management system standard.

Through energy conservation practices, it typically reasonable to achieve a 5 to 15 percent savings. Recommended energy conservation and management practices include:

- Conduct energy audits in schools; perform energy audits in support facilities. Energy audits typically identify low cost/no cost energy conservation measures which result energy and cost savings.
- Implement energy management guidelines which incorporate system schedules, setpoints, minimum efficiencies for HVAC equipment, purchasing guidelines for plug load equipment (computers, printers, monitors, copiers), and personnel practices.
- Perform retro-commissioning in schools and larger support facilities.
- Utilize controls system to setback systems during off hours.
- Upgrade/integrate building controls systems (this effort is reportedly in progress).
- Install occupancy sensors for lighting and single-room HVAC units.
- When mechanical equipment has reached the end of its useful life, replace with high efficiency models which meet ASHRAE Standard 90.1 minimum efficiency ratings.

Additionally, the following should be considered:

- Outside air – outside air is a concern in school districts as it impacts indoor environmental quality and influences energy consumption. Outside air is expensive to condition and, depending on the system type, areas of the building may be under or over-served. When outside air is insufficient, this can lead to a perception of stuffiness, build-up of odors, and generally poor overall indoor air quality. However when too much outside air is provided, it can over-tax mechanical equipment, and increase energy costs. One of the most common failures in mechanical equipment is outside air damper actuators. The function of dampers should be checked ideally on a quarterly basis, at a minimum on an annual basis. The quantity of outside air provided is recommended to be checked every five years, upon change of space use, or upon completion of mechanical system reconfigurations/renovations.
- Installation of occupancy sensors – occupancy sensors are recommended for areas of the building which have prolonged occurrences of non-use such as conference and meeting spaces, private offices, single restrooms, and storage areas.

A variety of guidelines exists for energy management in public schools including the following:

- Technical Reference: ENERGY STAR Score for K-12 Schools in the United States
- ENERGY STAR Building Manual, Chapter 10: K-12 Schools

- Guide to Operating and Maintaining EnergySmart Schools, U.S. Department of Energy, Energy Based on the work that has already been completed and the results that have been achieved, there is potential for energy cost savings across the portfolio if investments in personnel and capital projects is made. Using a conservative estimate of 5 percent annual energy savings yields an estimated \$58,000/yr.

Fiscal Impact

MISD should develop an energy management plan across the portfolio, either in-house or with a third party to identify the specific energy conservation measures, implementation costs, and potential energy savings needed to reach these potential cost savings. The district should budget an allowance of \$25,000 for the development of the plan. If the plan is developed using in-house resources, this cost would not be realized. Estimating costs of energy measures' implementation is difficult until the entire portfolio has been assessed. Based on experience of other school systems implementing a plan, MISD can expect to save approximately \$58,000 a year beginning in 2015-16.

Recommendation 3-10	One-Time	2014-15	2015-16	2016-17	2017-18	2018-19	Total Fiscal Impact
	Cost/ Savings						
3-10: Implement energy management plan	(\$25,000)	\$0	\$58,000	\$58,000	\$58,000	\$58,000	\$207,000

Note: Costs are negative, savings are positive.

Asset Management and Inventory Control

The topic of asset management is broad and can be interpreted in various ways. Recently published international standards define asset management as involving “the coordinated and optimized planning, asset selection, acquisition/development, utilization, care (maintenance) and ultimate disposal or renewal of the appropriate assets and asset systems.”¹⁴ The U.S. National Research Council defines facility asset management as a systematic process of maintaining, upgrading, and operating physical assets cost-effectively. It combines engineering principles with sound business practices and economic theory and provides tools to achieve a more organized, logical approach to decision making.¹⁵ Asset management is the science of deciding when, where and how to spend maintenance, facility preservation, and improvement resources in the most cost-effective way.

Each of these definitions incorporates the important functions of asset inventory, control, maintenance, and investments in renewal. This section addresses asset management as it relates to warehouse inventory control and facility asset management (i.e., school facility capital renewal and forecasting).

¹⁴ International Organization for Standardization (ISO) 55000 – asset management.

¹⁵ National Research Council (NRC), 2004, Investments in Federal Facilities: Asset Management Strategies for the 21st Century, National Academies Press, Washington, D.C.

Inventory Control and Management

Current MISD practices regarding warehousing of assets, materials, and supplies and supply chain management (SCM) are primarily overseen by the Construction and Facilities Division. Non-operations and maintenance inventory is maintained through the Warehouse Department. The O&M inventory is overseen separately by the Grounds & Construction Supervisor. Resources are located at two locations:

Non-O&M inventory: Central Administration, 10335 US Hwy 290 E.

O&M inventory: Facilities and Construction building, 12716 Gregg Manor Road

Recommendation 3-11: Install non-key based locks at warehouses.

The warehouse at Central Administration receives, distributes, and manages furniture, textbooks/bulk paper, records, and technology inventory. The Department is responsible for all district shipping and receiving. The stated mission of the Warehouse Department is to “...order and deliver qualifying textbook materials for campuses in an efficient, timely manner, and assist campuses in maintaining their inventories of state adopted materials.”

Textbook shipping and receiving is managed using TIPWeb, an inventory management software. The department also facilitates interactions with the Texas Education Agency’s information system, Educational Materials and Textbook (EMAT). The EMAT information system handles the requisition, purchase, payment, and delivery of state-adopted textbooks. As facilitator, the department is responsible for determining how instructional materials funds are allocated. The district currently has an instructional materials budget of \$1.4M per biennium.

The Department has a defined process and schedule for placing annual and supplemental materials orders. The process also includes inventory validation.

At the time of this review, the Department consisted of three personnel: a manager, a mail courier, and a summer helper. As the school district grows there will be need for additional help, specifically a textbook coordinator.

The O&M inventory is maintained by the district’s CMMS, SchoolDude. Inventory reportedly consists of nearly 1,000 items and is valued at \$100,000. Facilities personnel maintain a limited inventory of parts on roving trucks as well. There is recognition of a need to review purchases to better determine what items are used/purchased frequently, what items should be readily available, and what items should be available for trucks.

The warehouse is controlled by lock and key. Key control is maintained by the Maintenance Supervisor, Grounds & Construction Supervisor, the department Senior Administrative Associate, and the Director of Facilities & Construction. The space is not actively managed. Reportedly when parts are needed, a key holder assists with obtaining the needed parts. The information is recorded on paper to be entered into the inventory system later.

The use of keys for warehouse control can cause a risk in that keys can easily be lost or duplicated. It is recommended that a lock with a passcode or badge reader be installed for improved risk management.

Fiscal Impact

The estimated one-time cost of installing a lock with a passcode or badge reader at the two warehouses is \$2,000.

Recommendation 3-11	One-Time	2014-15	2015-16	2016-17	2017-18	2018-19	Total Fiscal Impact
	Cost/ Savings						
Install non-key based locks at warehouses	(\$2,000)	\$0	\$0	\$0	\$0	\$0	(\$2,000)

Note: Costs are negative, savings are positive.

Recommendation 3-12: Develop and monitor warehouse and truck stock performance metrics.

MISD is currently underutilizing its SchoolDude system in the area of warehouse and truck stock management. MISD should conduct a regular evaluation of warehouse and truck stock. The district's SchoolDude Inventory Direct module can be used to help track the truck and shop stock inventory. As the district grows, we recommend adopting the following best practices for warehouses operations:

- Focus on inventory standards and accuracy
- Perform routine cycle counts
- Slot parts based on use rates
- Use barcodes and scanners
- Create and monitor warehouse KPIs

SchoolDude Inventory Direct is also equipped with several inventory related KPIs which can be implemented using the current CMMS platform in conjunction with the SchoolDude KPI dashboard:

- Average inventory per student issued by year
- Count of inventory issued by year
- Total inventory issued
- Inventory value issued per student
- Average invent in-stock per student by year
- Inventory cost in stock
- Count of supply requests submitted online

There are several additional metrics that are commonly utilized in warehouse management. These are not automatically available within Inventory Direct, but can be added by SchoolDude through customization efforts. The following metrics are recommended for future consideration:

- Inventory Annual Turns – (total value of stores use / total inventory value)
- Inventory Churn – (number of parts used / minimum parts levels)
- Inventory Accuracy – (cycle count adjustment / total cycle count)
- Warehouse Service Level – (# orders filled on demand / total # orders filled)
- Percentage of Stockouts – (# stockouts / total parts used)
- Percent Inactive inventory – (# parts inactive in a year / total # of parts)
- Percent Work Orders Awaiting Materials – (# WO on hold awaiting materials / total # WOs)
- Plant Replacement Ratio – (parts inventory value / school plant replacement value)
- Parts to Labor Ratio – (parts inventory value / maintenance labor cost)
- Growth in Number of Parts and Vendors/Suppliers

Fiscal Impact

The initial KPIs and process improvements can be developed utilizing in-house resources.

Safety and Security

One of the most critical issues facing schools districts is the safety and security of the adults and children that work, attend class, or visit its facilities. No Texas community – large or small, urban or rural, prosperous or poor – is immune from the potential of violence. As schools are faced with the reality that violence can happen anywhere, educators, businesses, and parents must plan for potential problems and initiate solutions before a crisis occurs. This requires that policies and programs be in place to address the needs of the district and the unique environment in which it operates. All areas that share responsibility for safe and secure schools are critical in delivering effective, clearly communicated initiatives and selecting an approach appropriate to their environment and strategies.

Recommendation 3-13: Create and fill a Director of Safety and Security position.

MISD's safety and security services are not organized to ensure a single point of contact and responsibility. Oversight of this function has changed multiple times and during the review team's onsite work, the district was unable to provide an organizational chart for this function. At the time of this review, safety and security staff reported to the Director of Facilities. However, data could not be obtained that indicated the total number of safety and security-related personnel employed by the district. Although several positions have important safety-related duties to perform, MISD does not have a single position that is responsible for planning, prioritizing, and directing district-wide safety initiatives.

Distributing responsibility across multiple entities results in a lack of effective oversight and accountability. This environment leads to an absence of structured planning and implementation processes, and approaches and solutions to problems that are ad hoc. In addition, with no one to prioritize district-wide initiatives, the different campuses focus on meeting their own safety and security requirements without considering district-wide efficiencies.

In May 2014, MISD proposed and won a \$124.9 million bond package that included \$28.7 million in improvements to existing campuses and facilities. Included in the \$28.7 million was safety and security-related funding including renovations and improvements to existing facilities to address code deficiencies, safety and security, which may include ADA required accessibility, surveillance cameras, and access control district wide¹⁶.

Many districts designate one person as the coordinator or director for all district-wide planning, communications, and prioritization of resources. The central person is responsible for all safety and security planning, goals, budgeting, and management. MISD should centralize its safety and security functions under one director. This director should oversee and coordinate the district's safety planning and implementation process. This position would be responsible for coordinating all safety and security programs, monitor school security needs, and ensure crisis management plans are modified as needed. The director should:

- Provide safety-related oversight of transportation, custodial, maintenance and crossing guard personnel.
- Coordinate with school leaders in implementation of safety procedures.
- Ensure all district staff receive applicable and appropriate safety training.
- Ensure that all drills for emergency situations are conducted on a regular schedule.
- Develop and implement procedures for reporting and monitoring safety and security issue.
- Ensure that safety and security procedures are included in all handbooks published by the district and on the district website.
- Develop and implement appropriate procedures for inspection and, as appropriate, the sign out and return of district provided communications and safety equipment.
- Assist in the establishment and implementation of onsite command and control capabilities such as establishing an interim emergency operations center.
- Provide resources, and other logistical support that may be required during emergency events.
- Coordinate safety and security for internal programs such as off-site transportation, special events, and other district-approved activities.
- Coordinate with counterparts in other departments and with external partners, such as local first responder specialists on fire safety inspections, security or hazard vulnerability assessments, emergency planning, and other safety and security issues.

In addition, this position should coordinate with appropriate district leadership to ensure that the appropriated safety and security-related bond funds are used appropriately.

¹⁶ http://www.manorisd.net/apps/pages/index.jsp?uREC_ID=237460&type=d

Fiscal Impact

Implementing this recommendation will result in an annual recurring cost of \$90,447 for salary and benefits. (pay grade 5, mid-range, director, 226 day employee [\$77,997] x 16 percent benefits [\$12,480])

Recommendation 3-14	One-Time Cost/ Savings	2014-15	2015-16	2016-17	2017-18	2018-19	Total Fiscal Impact
Create and fill a Director of Safety and Security position.	\$0	(\$90,447)	(\$90,447)	(\$90,447)	(\$90,447)	(\$90,447)	(\$452,235)

Note: Costs are negative. Savings are positive.

Recommendation 3-14: Revise emergency operations plan.

The Texas Education Code, Section 37.108, requires each school district to adopt and implement a multi-hazard emergency operations plan (EOP) for use in MISD's facilities. The EOP defines the scope of a district's emergency preparedness and specifies necessary safety and security training and exercises, including multi-party drills and desk-top simulations. The training helps school and emergency response personnel understand their responsibilities and acquire the skills necessary to perform assigned tasks in case of an emergency. Exercises and drills provide a means to validate and practice plans, checklists, and response procedures and to evaluate the skills of response personnel. The EOP also supports the district's intent to respond to any emergency in a safe, effective, and timely manner in order to protect human life; preserve health and safety; protect district assets; maintain district services; assess damages; and restore general campus operation.

MISD has safety plan which was last updated during the 2013-14 school year. While the safety plan does highlight key emergency procedures such as bomb threats and building lock downs, it is missing critical elements. In addition, staff were unable to provide campus and central office emergency drill documentation. The lack of a comprehensive emergency operations plans and related documentation and the inability to provide and critically review results from previous drills does not properly support effective emergency response management by MISD. Without an updated EOP in place, district staff and students may not be prepared to respond to crisis situations.

MISD should develop a more comprehensive emergency procedures plan to be better prepared to address any crisis or disaster that might occur. The basic plan should include a distribution list that indicates who receives copies of the basic plan and any revisions to it. Copies of plans should be distributed to those individuals, departments, agencies, and organizations tasked in the document including the district emergency management coordinator and school Safety and Security Planning Committee; copies should also be provided to school officials and set aside for the emergency operating center and other emergency facilities. In addition, district staff with a critical role in emergency response should complete training related to the EOP. The proposed Director of Safety and Security should be responsible for ensuring that the EOP and current call lists and rosters and a training plan are developed and updated.

The EOP must address the mitigation, preparedness, and response and recovery phases of emergency management defined as follows:

- Mitigation/Prevention—what schools and districts can do to reduce or eliminate risk to life and property
- Preparedness—the process of planning for the worst-case scenario
- Response—the steps to take during a crisis or emergency
- Recovery—how to restore the learning and teaching environment after an event

The EOP must also provide for:

- District employee training in responding to an emergency.
- Mandatory school drills and exercises to prepare district students and staff for responding to an emergency.
- Measures to ensure coordination with the Department of State Health Services and local emergency management agencies, law enforcement agencies, and fire departments in the event of an emergency.
- Implementation of a security audit as required by the Texas Education Code, Section 37.108(b).

Figure 3.12 provides an overview and description of components in an EOP as provided by the Texas School Safety Center. Guidance for EOP planning, as well as current EOP checklists and sample plan templates may be downloaded from the Texas School Safety Center website.

Figure 3.12. Emergency operations plan components

EOP Component	Description
Administrative	– Approval and Implementation Page signed by the superintendent; Record of Changes; and Table of Contents.
Authority	– Identify school board of trustees and government authorities that establish the legal basis for planning and carrying out emergency responsibilities
Purpose	– Describe the reason for the EOP development and its annexes and identify who the plan applies to.
Explanation of Terms	– Explain and/or define terms, acronyms and abbreviations used in the document
Situation and Assumptions	– Statement summarizing the potential hazards facing the district, including likelihood of occurrence and estimated impact on school health, safety, and property.
Concept of Operations	– Describe the district’s overall approach to emergency management.

EOP Component	Description
	<ul style="list-style-type: none"> – Statement acknowledging the adoption of the National Incident Management System (NIMS). – Describe district-level incident command arrangements and the interface between district emergency operations and the City and/or County Emergency Operations Center. – Outline the process to be used to obtain state or federal assistance. – Summarize emergency authorities of district officials. – List actions to be taken by district staff during various phases of emergency management.
Organization and Assignment of Responsibilities	<ul style="list-style-type: none"> – Describe the district’s emergency organization. – Describe the emergency responsibilities of the school board of trustees, superintendent, and other members of the executive team. – Describe the common emergency management responsibilities of all district departments and safety/ security committees. – Outline responsibilities for various emergency service functions, summarize the tasks involved, and indicate by title or position the individuals with primary responsibility for each function. – Outline the emergency services that community volunteer groups and businesses have agreed to provide
Direction and Control	<ul style="list-style-type: none"> – Indicate by title or position persons responsible for providing guidance for the emergency management program and directing and controlling emergency response and recovery activities. – Define district emergency facilities and summarize the functions performed by each area. – Summarize the line of succession for key staff.
Readiness Levels	<ul style="list-style-type: none"> – Explain readiness levels, indicate who determines them, and describe general actions to be taken at various readiness levels.
Administration and Support	<ul style="list-style-type: none"> – Outline policies on agreements and contracts and refer to summary of current emergency service agreements and contracts in appendices. Establish requirements for reports required during emergency operations. – Outline requirements for record-keeping related to ensure compliance with NIMS requirements. Establish requirements for a post-event review of emergency operations following major district emergencies and disasters.
Development and Maintenance	<ul style="list-style-type: none"> – Identify who is responsible for approving and promulgating the plan and indicate how it will be distributed. – Outline the process and schedule for review and update the plan.

EOP Component	Description
Attachments	– Distribution list, EOP Team, Incident Command Summary/Structure, Site Map, Campus/Facility Maps, Interlocal Agreements, Call Tree, etc.

Source: Texas School Safety Center, 2010 Draft District Emergency Operations Plan Checklist, February 2013.

Fiscal Impact

This recommendation can be implemented with existing resources.

Chapter 4 – Transportation

Introduction

The Manor Independent School District (MISD) is responsible for transportation between home and school for general education students and special needs students attending public schools. The district also provides student transportation for pre-kindergarten, after school activities, summer programs, educational field trips, and extracurricular activity trips. The mission of the transportation function is to safely and reliably transport students to and from school and school-related activities in support of an educational system designed to empower our students for today and tomorrow¹⁷. The district web site lists three navigational goals for the transportation function:

- To create a culture of positive interactions to foster a common vision which supports student success and learning.
- To create and communicate a clear and unified vision which will result in student achievement by providing student access to exemplary learning environments.
- To model, encourage and recognize positive attitudes and behaviors within our circle of influence in order to create an upward spiral of learning and growth.

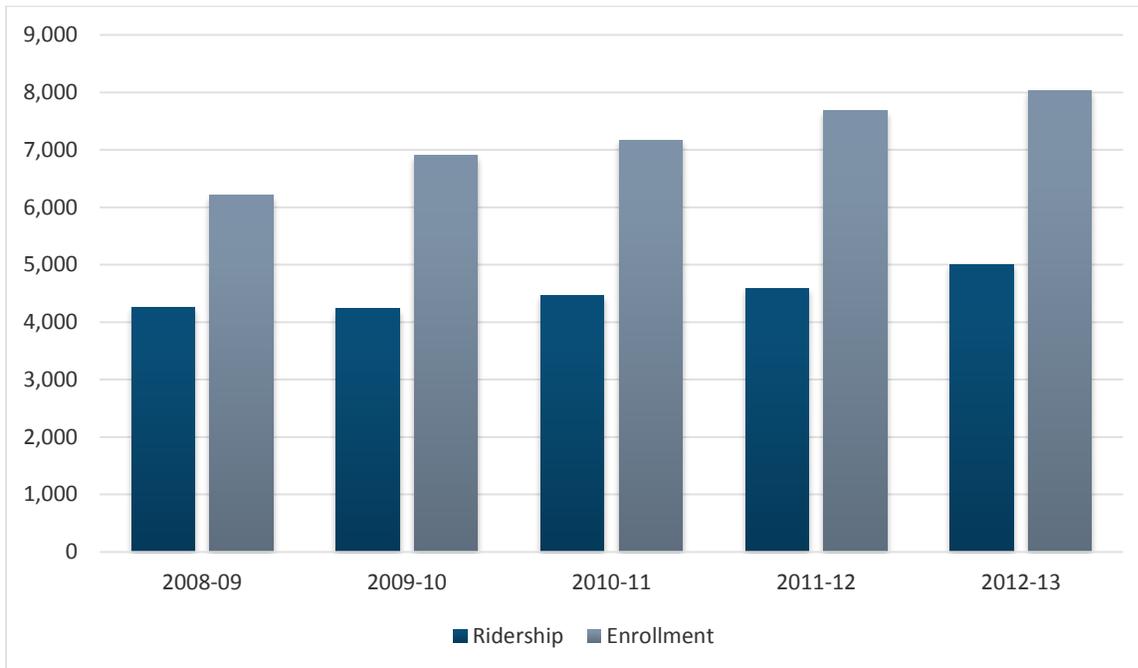
MISD Board Policy CNA-Legal establishes the authority for school district transportation. School districts may operate an economical public school transportation system and are entitled to receive a state transportation allotment for transported students who live two or more miles from the school they attend.

The MISD transportation operation involves a mixed use of personnel from both the district as well as an outside contractor for office staff, bus drivers, bus aides, and maintenance personnel. The district, starting in 2008, began outsourcing the operation of the department in an effort to save money. Goldstar is the contractor, and since 2008 the district has transitioned more transportation positions to Goldstar.

MISD student ridership has increased over the past five years commensurate with enrollment growth. Figure 4.1 shows student ridership and enrollment growth since 2008-09. In 2008-09 student ridership was 68.5 percent of student enrollment; by 2012-13 this percentage dropped to 62 percent.

¹⁷ MISD web site: http://www.manorisd.net/apps/pages/index.jsp?uREC_ID=171366&type=d

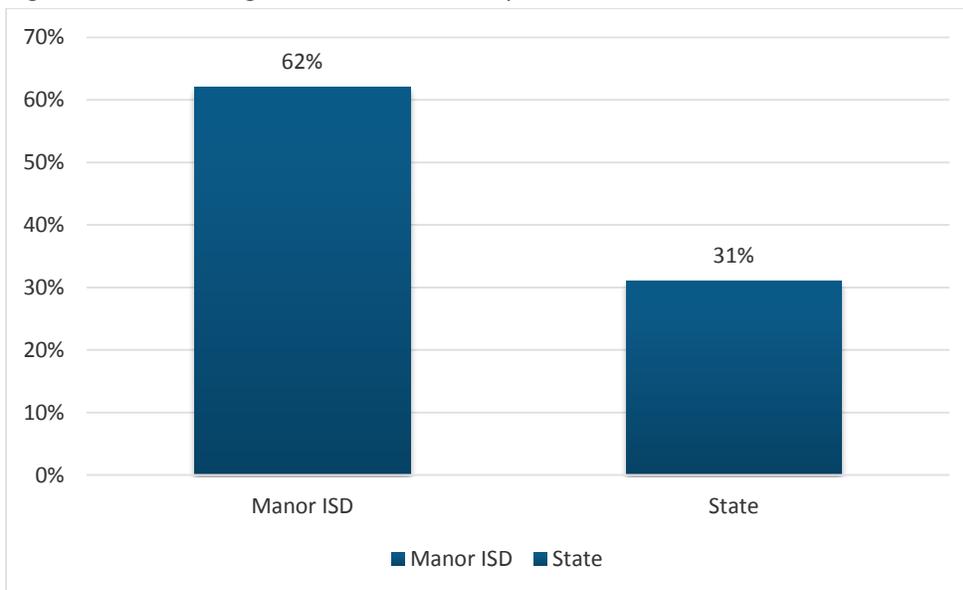
Figure 4.1. MISD Student Ridership and Enrollment Trends, 2008-09 through 2012-13



Sources: TEA Academic Excellence Indicator Reports, 2008-09 through 2011-12; Texas Academic Performance Report, 2012-13.

When compared to the state average, MISD transports twice as many students relative to its student population. In 2012-13, the state ridership was 31 percent of state enrollment; MISD transported 62 percent of enrollment (Figure 4.2). This level of service comes at a much higher cost for the district.

Figure 4.2. Percentage of Student Ridership to Student Enrollment, MISD and State Average, 2012-13



Source: TASBO eFACTS+ database

In 2012-13, the district incurred \$3.6 million in transportation operating expenditures. Only \$912,562 of this amount, or 25 percent, is reimbursed through the state allotment for transportation. The remainder is funded by the district.

On a per-student (enrolled) basis, MISD spent \$449 on transportation in 2012-13. The state average of transportation operating expenditures that same year was \$263 per student. MISD spends \$186 per student enrolled, or 71 percent, more than the state average. This is due primarily to a much larger percentage of students transported.

As discussed later in this chapter, this higher spending level has less to do with management or efficiency and more to do with policy. The district transports many students living within the two mile radius, and the state does not provide funding for these students unless a hazardous route is designated. This chapter explores this issue at MISD, and provides commendations and recommendations in the following areas of transportation management: policies and procedures, management and operations, vehicle maintenance, and fleet management and routing. Table 4.1 provides a fiscal impact summary for the recommendations in this chapter.

Table 4.1. Fiscal Impact Summary

Recommendation	One-Time Costs/ Savings	2014-15	2015-16	2016-17	2017-18	2018-19	Total Fiscal Impact
4-1: Specify student eligibility for transportation in board policy	\$0	\$0	\$0	\$0	\$0	\$0	\$0
4-2: Review hazardous routes	\$0	\$13,327	\$13,327	\$13,327	\$13,327	\$13,327	\$66,635
4-3: Renegotiate vendor contract at end of 2014-15 school year	\$0	\$0	\$360,000	\$360,000	\$360,000	\$360,000	\$1,440,000
4-4: Negotiate enhanced performance reporting from Goldstar in 2014	\$0	\$0	\$0	\$0	\$0	\$0	\$0
4-5: Change position responsibilities to better align job responsibilities for the field supervisor and the trainer	\$0	\$0	\$0	\$0	\$0	\$0	\$0
4-6: Implement Transfinder software modules to improve field trip processing efficiency and stakeholder communications.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
4-7: Upgrade two-way bus radio system	(\$55,915)	\$0	\$0	\$0	\$0	\$0	(\$55,915)
4-8: Reduce bus spares inventory	\$0	\$0	\$0	\$0	\$0	\$0	\$0

Recommendation	One-Time Costs/ Savings	2014-15	2015-16	2016-17	2017-18	2018-19	Total Fiscal Impact
4-9: Evaluate moving a first tier school to the second tier.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Net Fiscal Impact	(\$55,915)	\$13,327	\$373,327	\$373,327	\$373,327	\$373,327	\$1,450,720

Note: Costs are negative, savings are positive.

Policies and Procedures

School systems often supplement State laws and Federal regulations and guidelines with additional local policies, procedures and practices to better define how the local unit will conduct business. Clear, concise and enforceable policies are essential elements of an effective and efficient transportation operation. A review of the policies and procedures relative to transportation industry best practices found MISD lacks well-structured, documented policies as to how students will be transported. For a school district to provide an effective and efficient transportation system all stakeholders should know the parameters from which the district is providing the service. These stakeholders include routing personnel, district administrators, customer service personnel, students and parents. Well defined and documented policies and procedures reduce the likelihood of misinterpretation and helps assure that all polices are adhered to and enforced impartially and equitably. Other transportation policies related to student behavior on buses, the use of video and audio recordings on buses, evacuation drills, seat belts on buses, and accident reporting are well documented and understandable.

Texas law provides for transportation of students who reside two or more miles from school and the same law allows for the transportation of students within the two-mile limit if certain hazardous conditions exist that would not afford students a safe walk to school. Goldstar staff stated that there are multiple school locations within MISD that, over several years of growth and the building of new schools, routes that were at one time hazardous due to construction or development no longer meet the definition of a hazardous route.

A 2009 Texas Legislative Budget Board efficiency study of MISD stated that the district did not have a documented resolution for hazardous walking areas. Texas Education Code 42.155(d) states, "The District may apply to the Commissioner of Education for an additional amount of up to ten percent of its regular transportation allotment to be used for the transportation of students living within two miles of the school they attend who would be subject to hazardous traffic conditions if they walked to school. The Board shall provide to the Commissioner the definition of hazardous conditions applicable to the District and shall identify the specific hazardous areas for which the allocation is requested. A hazardous condition exists where no walkway is provided and students must walk along or cross a freeway or expressway, an underpass, an overpass or a bridge, an uncontrolled major traffic artery, an industrial or commercial area, or another comparable condition".

The September 2013 Board minutes reflect that MISD provided the Texas Education Association (TEA) documentation with specific descriptions of the areas within the two-mile limit that the district deemed

hazardous per TEA requirements. The Board approved the resolution to apply for the additional 10 percent funding over and above the current level of funding of \$912,562. This process allowed MISD to receive an additional \$91,256 in transportation funding beginning in the 2014-15 school year.

The following schools have areas that have been identified by Goldstar management as potentially safe areas for students to walk within the two mile radius:

- Decker Elementary
- Pioneer Crossing Elementary
- Bluebonnet Trail Elementary
- Blake Manor Elementary
- Presidential Meadows
- Decker Middle

A site visit to Presidential Meadows Elementary indicated an area that is residential in nature and, based on past school transportation experience, is of a safe design as a potential candidate for the walking of students residing in that area.

Recommendation 4-1: Specify student eligibility for transportation in board policy.

The Board should establish polices that will provide guidance for the district in the development of routes in order to provide a safe, efficient and effective transportation system for the students of MISD. These policies would provide clear definition of the expectations of stakeholders in the transportation process. The following items should be considered for inclusion in the policy:

- Clarify that two-mile walking limits are measured by the shortest walking path (or other method of measurement) between the nearest walkway or driveway of the student's residence leading to the nearest open and accessible public entrance to the school building.
- Students, where possible, must walk to common established bus stops where safe and reasonable (for example school buildings, public parks, entrances to developments or other district approved gathering locations). Students are not entitled to door-to-door stops with exception of hazardous roadways where students should not walk along a roadway to gain access to a stop. A door stop may be required due to the requirement of a student's Individualized Education Plan (IEP).
- It is a parent's responsibility for the safety of their child when walking to/from the bus stop and while waiting for the bus. The district is responsible once the student gets on the bus in the morning until the student steps off the bus back at his bus stop after the school day is over. This is new policy that establishes the division between parent and district responsibility.
- Students should be at a bus stop 10 minutes (or other district determined time, 5 to 10 minutes is standard) prior to scheduled arrival of the bus. Students should wait 10 minutes (or other

district determined time, 10 to 15 minutes is standard) for the bus after the scheduled arrival in the event the bus is running late for reason.

- Determine a maximum time a student may be required to ride a bus. This time will vary dependent on bell times but the requirement establishes a service parameter for the students. This time is also critical when considering the window of time when routing the buses. The longer route window, the better opportunity to better fill the buses.
- Determine a distance a student may be required to walk from home or daycare to access a bus stop. This distance varies greatly and is often dependent on the grade level of the students.
Example:
 - Grades K-5: May walk up to ¼ mile to a bus stop
 - Grades 6-8: May walk up to ½ mile to a bus stop
 - Grades 9-12: May walk up to 1 mile to a bus stop
- The district requires parking permits for students who regularly drive a private vehicle to school. For students who apply for and receive parking permits, the Board may declare these students as not eligible for bus transportation. This allows for transportation to not have to plan for seating on the bus for students who regularly drive to school, thereby decreasing the total eligible students requiring transportation. In this event, an exception may be made if the student cannot drive the car for a period of time. A student may be allowed to access a bus from an existing stop on an existing route provided there is room on the bus. If there is not room, the student may access the next closest bus that has room and from an existing stop. Prior authorization from school or transportation personnel should be required.

Fiscal Impact

This recommendation can be implemented with existing resources.

Recommendation 4-2: Review hazardous routes.

MISD should review all hazardous areas and make determinations as to the viability of transferring some of the hazardous areas to walk areas based on safe walk paths to school. A positive determination may result in the removal of buses from the system when properly re-routed. This may negate the newly realized 10 percent increase in hazardous funding but the removal of buses and related costs will likely offset the revenue reduction. The annual cost of a regular bus is approximately \$34,861 (with fixed costs removed).

Fiscal Impact

The 2012-13 TEA Route Services report indicates MISD transports 301 students (no particular grade level) that live within two miles of school. Assuming a three bus reduction with re-routing and an 84 percent capacity of a 71-passenger bus (60 passengers), this would equate to 180 students removed from the

system. Three buses times \$34,861 is \$104,583 potentially removed from the budget. The difference in the \$91,256 in additional funding for students in hazardous areas and the removal of three buses at \$104,583 is \$13,327 annually. The number of actual buses that could be removed is dependent on what grade level of schools are identified as the number of students assigned to a bus is dependent on the grade level (elementary level seat assignment is three per seat and secondary level seat assignment is two per seat).

Recommendation 4-2	One-Time Cost/ Savings	2014-15	2015-16	2016-17	2017-18	2018-19	Total Fiscal Impact
Review hazardous routes	\$0	\$13,327	\$13,327	\$13,327	\$13,327	\$13,327	\$66,635

Note: Costs are negative, savings are positive.

Management and Operations

Vendor Contract

An effective transportation contract establishes a clear point of reference that defines the roles, requirements and expectations of each party and details the compensation for providing the services. Effective contracts also provide incentives for exceeding service requirements and penalties for failure to meet established service parameters. The following is a summary of the key elements that should be included in a contract. Each element includes why it is important:

- *District and Contractor responsibilities* – A clear description of these items establishes the basis for the entire relationship between a district and its contractor. District requirements relate to how the contractor’s assets will be used and the administrative support that will be provided for administration of the contract. Normally, this includes notification schedules for bus routes and extra-curricular trips; notification requirements for school closings; and relevant policies and procedures that guide student behavior on buses. Contractor requirements typically include a general description of the services to be provided, reporting requirement, minimum bus specifications and requirements and expectations for the provision of bus drivers and aides.
- *Compensation schedules, incentives, penalties, contract term and termination* – These clauses identify the specific payments for the defined services and the specific situations that alter the compensation schedule. Additionally, the term of the contract establishes the period of time in which the provisions must be complied with and the termination clause that clearly describes the consequences for non-compliance of the established specifications.
- *Service expectations* – The service specifications define the specific service to be provided, on what schedule and other specific requirements. The core of the specifications is a comprehensive listing of the bus routes to be serviced by the Contractor. In many transportation contracts, items such as arrival windows, run lengths, reporting requirements, minimum bus specifications,

minimum bus age, special education and bus aide requirements and how substitutions and breakdowns will be addressed in this section.

- *Incorporation of relevant laws and statutes* – The incorporation of relevant state and federal laws and regulations, either explicitly as part of the contract or by reference, should be provided in order to ensure that all parties to the agreement understand the parameters within they must operate.

Recommendation 4-3: Renegotiate vendor contract at end of 2014-15 school year to reduce financial risk to MISD.

The contract between MISD and Goldstar, the transportation vendor, contains several provisions that are or could be disadvantageous to MISD. These are summarized below:

- Under the agreement, MISD assumes all of the financial risk associated with the contract. The vendor has no financial risk and no incentives to reduce costs.
- The term of this agreement (six years plus five 1-year renewals) is unusual in the industry. Most agreements are three to four years with an additional two to three years of renewals. If the contractor provides the buses the contracts are expected to be longer term, but since MISD is responsible for the purchase of buses, the maintenance facility and fuel, there is no reason for a longer term contract.
- Price growth factors are based on Dallas area cost of living increases, not Austin.
- After the initial term prices are subject to agreement with 60 days' notice. This is not enough time to re-procure services if prices cannot be negotiated.
- There are no minimum requirements for regular preventive maintenance inspections.
- The contract specifies that the vendor employs the route coordinator. This relationship – whereby the vendor providing the service is also responsible for establishing routes – is not one that is recommended by industry best practices. Providing the contractor with routing responsibilities allows the contractor to oversee the process that is a determining factor in their compensation. Under this arrangement there is no incentive for the contractor to be efficient. While this position only recently transferred from MISD to the vendor, it should be brought back as soon as possible.

The existing contract contains a termination clause that allows MISD to “cancel or terminate the agreement for convenience, with or without preference, upon 120 days written notice.” MISD should work with its attorney and Goldstar to renegotiate the above provisions of the existing agreement, or terminate the agreement at the end of the 2014-15 school year and re-bid the services. A renegotiated contract should help reduce the overall transportation cost and financial risk to MISD without sacrificing the quality of service.

Fiscal Impact

MISD should establish a target of \$360,000 in savings from implementing the above changes. This represents approximately 10 percent of the 2012-13 actual expenditures.

Recommendation 4-3	One-Time Cost/ Savings	2014-15	2015-16	2016-17	2017-18	2018-19	Total Fiscal Impact
Renegotiate vendor contract at end of 2014-15 school year.	0	\$0	\$360,000	\$360,000	\$360,000	\$360,000	\$1,440,000

Note: Costs are negative, savings are positive.

Recommendation 4-4: Negotiate enhanced performance reporting from Goldstar.

In recent years key performance indicators are increasingly being used by the school bus industry to measure the performance of school transportation departments' efficiency and effectiveness. These indicators tell how well a district is providing transportation services and at what cost. The measures that involve costs include all items in the transportation budget related to transporting students to and from school.

The district is required to file two transportation reports annually with TEA – a Route Services report and a Route Operations report. These reports include a comprehensive data set that TEA uses to calculate measures. The district files the data reports, but does not take full advantage of the measures available to them to monitor their performance.

The review team conducted an analysis using 2012-13 financial and operational data and measures from the TEA Route Services and TEA Operations reports. Additional measures were calculated from the TEA data collected. Table 4.2 provides an example of the data and measures available through the state transportation reports. The state averages are provided as comparison points.

Table 4.2. Key Performance Indicators, MISD and State Average, 2012-13

Measurement	MISD	State
Operating cost per student enrolled	\$449	\$263
Operating cost per rider		
Total	\$721	\$839
Regular Education	\$517	\$702
Special Education	\$8,928	\$3,136
Ridership as a percentage of enrollment	62%	31%
Total cost per bus		
Total	\$51,540	\$34,568
Regular Education	\$43,576	\$33,546
Special Education	\$90,030	\$38,234
Total cost per mile		
Total	\$3.74	\$3.22
Regular Education	\$3.37	\$3.19
Special Education	\$5.05	\$3.33
Average miles per rider	192	260

Source: TASBO eFACTS+ 2012-13

As mentioned earlier, MISD's cost per enrolled student is significantly higher than the state. Other measures are also higher, including operating cost and operating cost per mile. Special education transportation costs are particularly high in comparison to the state average. Average miles per rider at MISD are lower than the state average, likely because it buses more students within the two mile radius than most Texas school districts.

Had the above measures been analyzed, MISD could have acted earlier on the unfavorable variances. These and other measures should be tracked and reported by Goldstar, and analyzed by Goldstar and MISD to monitor performance and take actions to improve the cost-effectiveness of the transportation function. Certain measures, such as those related to routing efficiency and student ridership, should be analyzed monthly. Other measures related to costs could be analyzed annually. Comparisons to peer districts and state averages should also be made. The district should develop a set of reporting requirements and timetables for Goldstar for implementation during the 2014-15 school year.

Fiscal Impact

This recommendation can be implemented with existing resources.

Staffing

The transportation operation is currently under the direction of a general manager from Goldstar. The transportation office is staffed with one site manager, one field supervisor, two dispatchers, a routing specialist, one trainer, one maintenance foreman and two additional mechanics. Additionally, there are 40 Goldstar bus drivers, 22 MISD bus drivers, 8 Goldstar bus aides and 2 MISD bus aides. These figures indicate driver positions are sufficient to cover 49 daily regular education runs and 8 special needs runs

for a total of 57 daily runs. The total number of drivers of 62 allows for 5 spare drivers. A total of 10 aide positions for 8 special needs runs allows for 2 spare aide positions. The industry standard for spare drivers and aides is 10 percent. Barring any significant daily absences there is sufficient staffing for drivers and aides. Office support staff is at times required to drive school buses if there is an excessive shortage of drivers (all support staff are licensed school bus drivers).

The site manager is responsible for the overall direction of the transportation function within state and federal laws and regulations, MISD Board policy, and industry best practices. The field supervisor is responsible for discipline on school buses relative to behavior referrals from bus drivers and works closely as a liaison with school administration, parents and bus drivers. This position is generally responsible for:

- Regularly working with bus drivers and observations of on-the-road actions to help assure drivers are compliant with the bus routes and general safe operations of the bus as well as the safety during the pickup and drop off of students at schools.
- Maintains bus video equipment by reviewing the physical operation of the equipment to make sure the equipment is recording and archiving properly and that backup batteries are sufficiently charged. This checkup is completed once per quarter for the total bus fleet including spare buses. The field supervisor is not responsible for review of the video recordings. Interviews indicate this position has had no formal training in the maintenance of video equipment.
- Assists at accident scenes as needed by taking photos of the scene, records the names of passengers on the bus at the time of the accident, liaisons with investigating police personnel, fire and rescue personnel and school district officials.

There are two dispatchers. The morning dispatcher is on duty from 4:45 a.m. to 1:45 p.m. and the afternoon dispatcher is on duty from 10:00 a.m. to 7:00 p.m. Overlapping schedules allow the two dispatchers to work together during the day to schedule for any unusual occurrences or unplanned absences of bus drivers and aides. The physical dispatch area is configured so that all drivers must check in with dispatchers both morning and afternoon to obtain a key to the bus. The dispatchers are able to observe each driver face-to-face to help assure they are on time and fit for duty such as not appearing fatigued, too ill for duty, or under the influence of any substances that would not permit them to legally and safely operate a bus. The dispatchers maintain a route file on each bus that includes a seating chart (to provide spare bus drivers) and a listing of passengers on the bus with contact information in the event of any emergency events.

The routing coordinator is responsible for the routing and scheduling of buses to transport students to and from school during the regular school year as well as summer school. Prior to the site visit, the incumbent routing coordinator had tendered her resignation. In the weeks prior to her leaving, Goldstar advertised and hired a replacement. The replacement routing coordinator was able to spend approximately one month training in routing and use of the software with the incumbent. The district is appropriately staffed in this position. According to the Council of Great City Schools (CGCS) the staffing guideline is 88 buses per route planner (coordinator). MISD has a total of 57 buses operating daily. The

routing coordinator provides routing for approximately 8,500 eligible students attending 13 district schools.

MISD has one trainer, who is responsible for all training of drivers and aides, safety, driver records, medical certifications, Texas Education Association requirements, the global positioning system (GPS) for buses and review of bus videos. The initial driver training is 35 hours of which 20 hours is classroom and 15 hours behind the wheel. TEA training is 20 hours over and above the initial training with a three year re-certification. Goldstar provides 10 hours of annual in-service training per year or approximately one hour per month. The training process appears to be functional and in order.

The department is also staffed by one accounts payable/payroll person who processes all transportation employee payroll as well as purchases made by both MISD and Goldstar. MISD transportation employees clock in and out using the MISD time system, called True Time™, which is a module of the district's Skyward™ financial management system. Goldstar employees check in and out using their own system of time keeping.

Recommendation 4-5: Change position responsibilities to better align job responsibilities for the field supervisor and the trainer.

The field supervisor position responsibilities includes maintaining the video monitoring system in school buses as well as managing the student discipline program while students are on board buses. The position of employee trainer has, as one responsibility, to review the video replay of bus cameras. It is recommended that the review of video replay be included in the responsibilities of the field supervisor. This serves two purposes:

- The main purpose of video monitoring is, per MISD School Bus Video Policy, "Video and audio recording equipment shall be used for safety purposes to monitor student behavior on District property". The field supervisor is in charge of student discipline and liaisons with building principals regarding that discipline. And per the same policy, "The principal shall review recordings as needed, and evidence of student misconduct shall be documented", further shows the field supervisor should be the person charged with reviewing and gathering the video replay for the principal.
- The review of video recordings of school buses should be limited to as few personnel as possible to protect the privacy rights of students. This is evidenced by further documentation within district policy that states, "Recordings shall remain in the custody of the campus principal and shall be maintained as required by law".

This recommendation does not preclude the trainer from viewing video recordings. Many school districts use video recordings for driver training purposes as well. The two positions work interactively and alert each other should they view questionable behavior from students or bus drivers and aides.

Fiscal Impact

This recommendation can be accomplished with existing resources.

Technology

MISD uses Transfinder™ software to support the operations and management of its transportation function. This software is widely used around the U.S. The district also uses GPS and radio systems to support for monitoring and communications. The following are the various technology products used by MISD:

- **Transfinder:** This is the software used to develop and maintain bus routes. This product includes a database for vehicle information, driver and aide records, bus stops, school attendance, walking boundaries, student rider records, routes, and maps that include road speeds and direction of travel as well as illegal turns. Review of the system and the operator's knowledge as well as the data export for analysis indicates a system that is fully functional.
- **Infofinder I:** This module provides for school information and bus stop lookup for schools, parents and realtors. The link is provided for ease of use by the users and also reduces the number of phone calls to the transportation office while providing customer service. This module works off the intranet connection within the district. The district has a link to this function on the main website. A test on the link indicates the system is functional.
- **Synovia GPS:** This product affords the district the ability to track where buses are located at any given point in real time as well as providing historical location data. Staff interviews indicate this technology is fully implemented and is regularly used to address complaints of late buses, early buses and provide instant location of buses in the event of emergencies.
- **Two-way bus radio system:** The radio for dispatching buses is a Very High Frequency (VHF) radio system.

Recommendation 4-6: Implement Transfinder software modules to improve field trip processing efficiency and stakeholder communications.

MISD owns two modules of Transfinder that it does not use at all. These modules - Infofinder LE and Trip Finder – are used in conjunction with each other. With these modules district personnel can look up student and route information, submit requests for field trips and run and view Routefinder Pro reports without having to install any special software on other computers. The district has had these modules for several years but has not been using the product. Interviews indicated the contractor was not aware this technology existed in the district until this efficiency study was underway.

MISD routing personnel should also work toward completion of entering route data within the Transfinder software. Route data were able to be exported from the system for analysis however there were multiple elements of the data that did not have values that would have provided the project team additional

information for more in-depth analyses. The completion of this task will be an important element of the earlier recommendation under contract administration for developing key performance indicators to regularly monitor the district's performance by the contractor.

Implementation of these modules and the completion of data entry should help streamline the process for managing trips. The current process is entirely manual and requires excessive tasks to complete and approve forms. One dispatcher is responsible for scheduling field trips. Interviews indicate that the trip requests are not always signed and/or do not always have the appropriate account coding to support reimbursement to the transportation department. This has caused trips to be cancelled, drivers not paid for trips they committed to, and unavailable funding to pay for a requested trip that was ultimately provided.

It is to MISD's benefit, as well as Goldstar's, to have these software solutions fully operational. The Infofinder LE link will allow school district personnel access to route information and run school bus route reports that may assist them when working with new residents to the district as well as providing bus lists should emergency events occur.

Fiscal Impact

There is no expected fiscal impact to the district for this recommendation. The Transfinder representative indicated many resources are available and included in the annual maintenance costs the district already pays. Any clarification of costs for additional on-site training will need to be addressed with Transfinder if the district decides on that option. Transfinder also offers technical assistance through a web based portal.

Recommendation 4-7: Upgrade two-way bus radio system.

The two-way radio system is instrumental in providing safety and security to district students and all employees involved in the transportation operation. For example, radios are used to transmit information in the event of an accident, bus breakdown, location of a student who has not reached home and other similar events that occur in school transportation. It is important for transportation personnel to be able to reach buses during these events.

This VHS system used by MISD is outdated. It operates on a line-of-sight aspect and has limited range to the point that drivers and dispatchers cannot hear each other, even within the confines of the district boundaries. The system is also susceptible to interference from other similar radio systems in the area as well as atmospheric conditions. The district should purchase a more current radio system with 900 megahertz technology to improve communications with bus drivers.

Fiscal Impact

The estimated cost of a new two-way bus radio system is \$55,915. This figure is based on a May 2014 bid proposal provided to Goldstar by an Austin area vendor. The bid includes the purchase and installation of 85 mobile radios, 8 portable radios for administrative use, a repeater system, base station with

installation, three year warranty and Federal Communications Commission licensing fee. Annual license fees and service fees cannot be estimated at this time.

Recommendation 4-7	One-Time Cost/ Savings	2014-15	2015-16	2016-17	2017-18	2018-19	Total Fiscal Impact
Upgrade two-way bus radio system	(\$55,915)	\$0	\$0	\$0	\$0	\$0	(\$55,915)

Note: Costs are negative, savings are positive.

Vehicle Maintenance

The MISD maintenance garage is staffed with one foreman and two mechanics. The staff is responsible for maintaining 70 school buses (including spares) and 4 transportation support vehicles. For the purpose of establishing a staffing ratio of mechanics to buses, a process developed by the US Air Force was used. The process is the Vehicle Equivalency Unit (VEU) table whereby vehicles and equipment are given a rating based on a vehicle rating of 1.0 for a typical sedan. For MISD, each regular school bus in the fleet has a rating of 3.5 and the support vehicles have a rating of one to three. The VEU rating also establishes a number of mechanics based on the number of units. The ratio is 100-125 units per mechanic and is further based on variables including the types of conditions the vehicles operate under (example, extreme temperatures, type of terrain, size of the area in which the vehicle operates). Table 4.3 illustrates the VEU ratings for the MISD vehicle fleet.

Table 4.3. MISD Vehicle Equivalency Rating

Vehicle Type	Number of Units	Vehicle Rating	Total VEU Count
School Bus	70	3.5	245
Chevrolet Suburban	1	2.5	2.5
Dodge Caravan	1	1	1
Ford 15 passenger van	1	1	1
Type A small school bus	1	3	3
Totals	74	0	252.5

Source: US Air Force Vehicle Equivalency Table

When all measures are totaled the result indicates MISD is properly staffed in maintenance as two mechanics would rate from 200 to 250 VEU's total, where MISD is 252.5 total VEU's. At MISD, the foreman also works on school buses as needed, particularly for repairs that require more than one person. In any maintenance garage it is important to properly schedule mechanics work time so there is sufficient overlap in schedules. This allows sufficient time for work requiring more than one mechanic to be scheduled. This is important in the area of safety as well as one mechanic should not be attempting the work of two mechanics while alone. Interviews indicate the mechanics are not scheduled to perform work that may place a lone mechanic in imminent danger.

Prior to the arrival of Goldstar, MISD maintained few records for maintaining the district's vehicle fleet, and had no formal processes or plans for preventive maintenance or vehicle replacement. The lack of a vehicle replacement plan is evident given the age and mileage of the existing fleet. Based on its 2012-13 Transportation Route Operations Report, 23 of the district's 70 buses (33 percent), were more than 10 years old.

Commendation 4-1: The contracting with Goldstar has resulted in several improvements to the management of vehicle maintenance.

Since the arrival of Goldstar, multiple improvements have been made or are in line to become an improved way of doing business. A tour by the review team of the maintenance facility revealed several positive characteristics and best practices:

- RTA™ fleet maintenance software has been fully implemented and is providing for preventive maintenance (PM) scheduling using an industry minimum standard of A, B, and C schedules. These schedules determine what types of services are to be provided based on the mileage of the vehicle and/or the amount of hours in service which is also dependent on the type and make of the vehicle. RTA™ also tracks parts inventory and hours of service of mechanics. Mileages for the PM's are currently manually entered by maintenance staff via manual mileage recordings by a staff member in charge of fueling buses.
- Goldstar is currently in the process of completing the inventory of all parts in the garage and with RTA™ will be better able to manage the existing inventory as well as recording what inventory is being placed on a vehicle. The system, when properly managed, will provide personnel with levels of inventory control. Inventory control helps decrease cost by only stocking essential parts at pre-determined levels, allows the monitoring of aging parts for disposal through returning to the vendor or other means of disposal, and helps monitor any concerns of parts and materials being used for unauthorized purposes. The original lack of vehicle maintenance history is now up to a five-year history.
- There is a Veeder-Root™ automatic tank level system. This system allows for the monitoring of the level of fuel in the tanks for re-ordering purposes versus a manual, graduated stick method of determining fuel levels. The system also provides a more accurate reading of fuel in the tanks.
- The garage is equipped with Material Safety Data Sheets (MSDS) that indicates hazardous materials are on-site and what to do in the event of a spill, ingestion, eye contact or other method of contact with the body.
- A vehicle lockout system is in place which, when properly used, prevents a vehicle from being driven out of the garage until repairs are complete, preventing injury to personnel.
- Petroleum-based materials (used oil, transmission fluid, and gear oils) and used oil filters are properly stored in the garage and disposed of through an internationally recognized vendor.

- All inventories, including tires, are now stored inside the garage facility that offers the best theft deterrent and integrity of purchased replacement parts.
- All mechanics are working toward Automotive Service Excellence (ASE) certifications. Goldstar is paying for the certifications.

Fleet Management and Routing

The 2009 Texas Legislative Budget Board report of MISD transportation indicated a system that had no bus replacement plan. The district bus fleet is currently aged and has high mileage. There are 70 total buses that range from 1992 to 2013 model years. Of the 70 total buses there are 19 buses (27 percent of fleet) that have over 200,000 miles and range from 1996 to 2003 model years. The industry guideline for replacement is 12 to 15 years and 200,000 miles for large school buses. There are 30 buses (43 percent of fleet) that are currently 12 model years or more old. It is clear from these indicators that a replacement backlog has developed that must be addressed, particularly in light of the district's anticipated enrollment growth in the coming years.

Additional considerations for bus replacement are:

- The current discussions within the district to replace up to 20 buses will offset concerns over rising costs to maintain the replaced buses due to their age.
- Approximately 30 percent of the fleet does not meet the 2010 Environmental Protection Agency (EPA) regulations for clean burning diesel engines (if diesel buses are purchased). Diesel buses manufactured after 2010, according to the EPA, emit 95 percent fewer harmful emissions than buses manufactured prior to that date unless those older buses were retrofitted with diesel particulate filters (DPFs).
- Whereas the capital costs for propane buses is approximately 11 percent higher, the district should analyze the cost differences of operating and maintaining their existing propane-fueled buses before making a final decision on new purchases.

Goldstar provided a bus replacement plan to the MISD Board on June 16, 2014. Following an approved Board motion to sell bonds in August for school bus replacement, it appears the district has opted to be more aggressive in the replacement of the fleet than the planned schedule by Goldstar, recognizing that the original replacement schedule was likely based on a scenario with lower funding. The immediate fiscal implications for the purchase of new school buses are illustrated in Table 4.4.

Table 4.4. Proposed School Bus Purchase Costs

Fuel Type	Number of Units	Cost per Unit	Total Cost by Passenger Unit	Total Cost all Units	Cost Difference Diesel versus Propane
Diesel-77 passenger	17	\$91,850	\$1,561,450		
Diesel-47 passenger	3	\$95,870	\$287,610	Diesel \$1,849,060	
Propane-77 passenger	17	\$102,747	\$1,746,699		
Propane-47 passenger	3	\$106,500	\$319,500	Propane \$2,066,199	
Propane Units versus diesel Units					Propane is \$217,139 higher

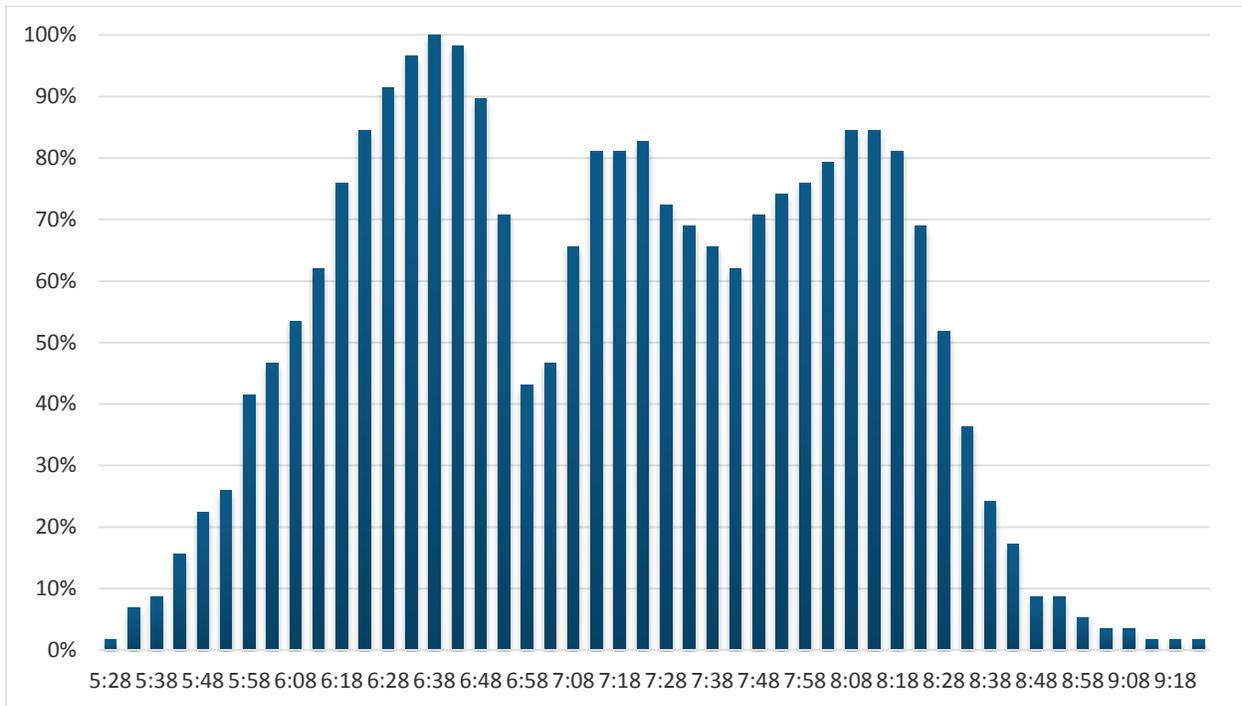
Source: Goldstar Bus replacement plan for MISD (2014)

The existing bus fleet services approximately 88 square miles and includes addresses in Austin, Manor, and Elgin, Texas. The district reported transporting over 5,000 students at two high schools, two middle schools, eight elementary schools, one alternative academy and the Texas School for the Deaf. The routing scheme is a three tiered system and is based on the following bell times:

- Elementary schools (grades K-5) – 7:40 a.m. to 2:40 p.m.
- Middle schools (grades 6-8) – 7:50 a.m. to 3:20 p.m.
- High school (grades 9-12) – 8:55 a.m. to 4:10 p.m.

Figures 4.3 and 4.4 below illustrate the percentage of utilization of the bus fleet at specific times during the morning and afternoon routes. The goal of an effective and efficient routing scheme is to provide for the most balanced distribution of bell times. A combination of balanced bell times, effective routing practices, and the pairing of routes provides for opportunities for improved efficiencies. The variances in the peaks of the bars on the following graphs are an indication of the imbalances caused by the current bell schedule.

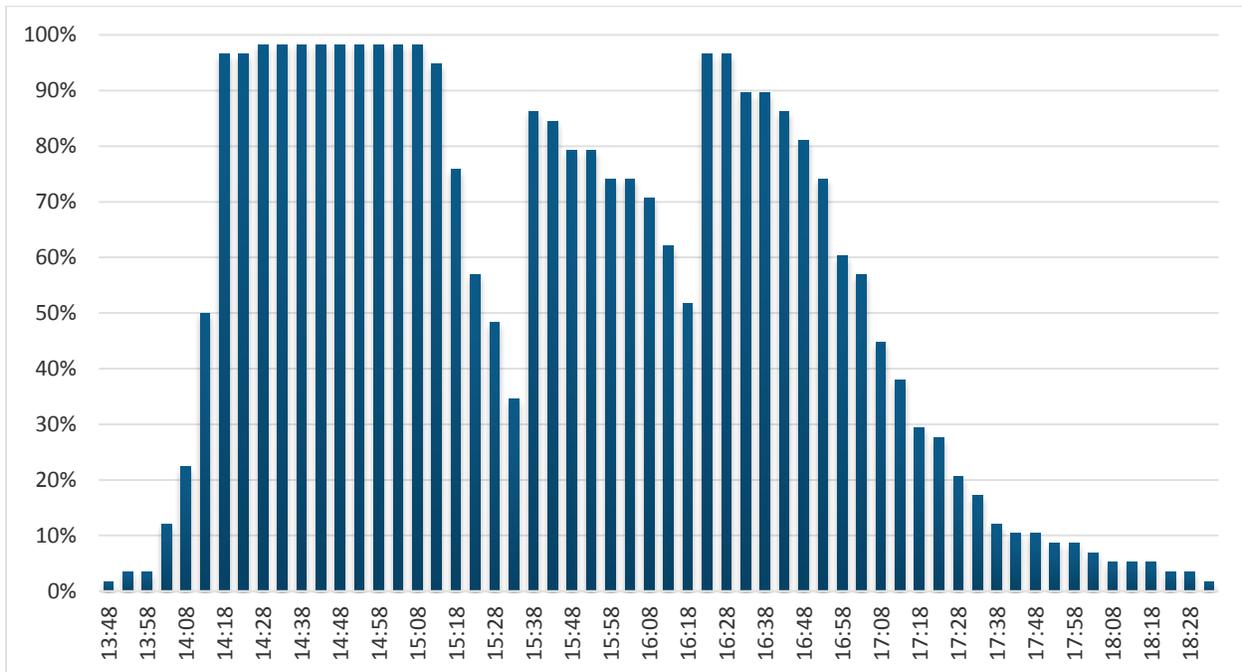
Figure 4.3. MISD Bus Utilization, Morning Routes



Source: School Bus Consultants, LLC

The morning deployment indicates a system that is heavier in the first tier and well balanced in the second and third tiers. The afternoon deployment indicates a system that is also heavier in the first tier but not as well balanced in the second and third tiers. The morning deployment also indicates that, whereas elementary level schools have scheduled start times of 7:40 am, students are being dropped off as early as 7:00 am and earlier, resulting in students at school as much as 40 minutes before the bell time. The early drop off is likely due to the first tier buses needing to drop off elementary students early in order to make a second tier run as the second tier middle schools start at 7:50 am. Otherwise, a bus cannot make three runs. The earlier drop-off does allow elementary schools time for participation in the breakfast program, which begins at 7:00am.

Figure 4.4. MISD Bus Utilization, Afternoon Routes



Source: School Bus Consultants, LLC

The afternoon return buses run more efficiently than the morning runs primarily because the afternoon bell times between tiers one and two is 40 minutes. This directly affects the level of service provided by the operation in the morning deployment as the early drop-off of elementary level students increases their total length of day with no known instructional benefit to the student (other than the 10 to 15 minutes needed for breakfast).

The lack of data relative to mileage and student counts from the routing system prevents further analysis of the routing structure to determine if there are concerns within the routing of the buses.

Recommendation 4-8: Reduce bus spares inventory.

The number of MISD spare buses is excessive. The industry standard for spare bus ratio is 10 percent of the active fleet. MISD has 57 daily buses transporting students which indicate that 6 buses over the active 57 buses should be the number of spare buses. MISD has 13 buses above the active fleet. It is recommended that the number of spare buses be reduced once the district receives new replacement buses.

Fiscal Impact

The reduction in spares will reduce maintenance, inspection and insurance costs for the older vehicles in the fleet, and may generate some revenue from a salvage sale. However, these financial impacts are not expected to be significant and accordingly there is not an estimate of fiscal impact for this recommendation.

Recommendation 4-9: Evaluate moving a first tier school to the second tier.

Moving a first tier school (or two depending on the number of buses assigned to a school) to the second tier will better balance the morning and afternoon deployment of buses by decreasing the level of the first tier and increasing the level of the second tier. Moving an elementary level school (first tier) also causes no effect on any athletic schedules of the middle and high schools. A better balanced tier of buses creates opportunities for a reduction in the number of routes required in the system. When evaluating bell times for any school, other factors need to be considered, including any impact on the scheduled workday of school employees and on professional development schedules. A change in bell times should include a restructuring of the routing scheme in order to realize any incremental savings.

Fiscal Impact

There is no determined fiscal impact for this recommendation. A re-structuring of routes among multiple tiers would determine if savings can be realized. Additionally, a determination by the district whether the bell times can be changed relative to school calendars, length of workday and effects on professional development would need to be completed.

Chapter 5 – Food and Nutrition Services

This chapter provides commendations and recommendations for the Manor Independent School District (MISD) Food and Nutrition Services Department. The mission of the MISD Food and Nutrition Services Department is to ensure that every student is offered a quality a high quality, well balance meal with friendly service¹⁸.

MISD Food and Nutrition Services offers a wide variety of nutritious breakfasts and lunches to students each school day on all campuses. The district participates in the School Breakfast Program and the National School Lunch Program through the U.S. Department of Agriculture. The nutritional goal for school meals is to provide a large portion of the recommended daily dietary allowances. All schools operate a conventional kitchen (full service) versus a convenience kitchen (warming) and school principals establish lunch schedules at each school. Further, all schools are “closed” campuses, meaning that students cannot leave campus for lunch.

MISD’s Food and Nutrition Services Department staffs 88 employees and most of these work at the schools. Each campus cafeteria is staffed with one cafeteria manager and workers who prepare and serve meals. Some campuses also have cashiers and an assistant manager. The Food and Nutrition Services central administration office includes a director, dietician, office manager, field manager, district chef, bilingual secretary, and a warehouse foreman.

Food and Nutrition services is a \$4.6 million operation and MISD, and it has generated surpluses each of the past four years. Table 5.1 presents a four-year financial history of MISD’s food and nutrition services since 2009-10. It is a self-sustaining operation and is able to use fund balances to support needed equipment replacements.

¹⁸ <http://www.manorisd.net/>

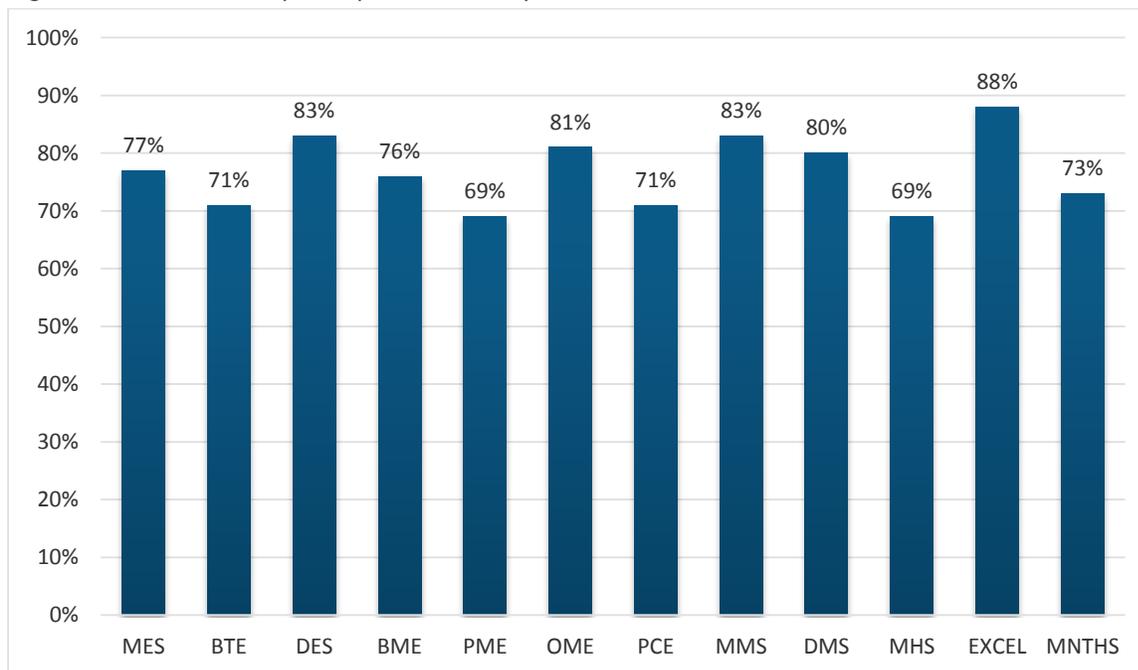
Table 5.1. Food and Nutrition Services Department financial history

	2009-10	2010-11	2011-12	2012-13
Revenues	\$4,070,917	\$4,228,290	\$4,687,672	\$4,593,836
Expenditures:				
Salaries & Wages	1,780,741	1,773,429	1,796,288	1,765,192
Contracted Services	55,577	147,782	169,310	83,737
Materials & Supplies	2,107,950	2,097,398	2,349,086	2,629,672
Other Operating	1,454	3,849	1,025	4,923
Equipment	-	-	6,637	15,454
Total Expenditures	\$3,945,722	\$4,022,458	\$4,322,346	\$4,498,978
Surplus (Deficit)	\$125,195	\$205,832	\$365,326	\$94,858

Source: FY 2009-10, 2010-11 – eFACTS+; FY 2011-12, 2012-13, and 2013-14 MISD expense revenue summary report

One of the factors contributing to recurring surpluses is the high student participation rate. The district-wide lunch participation rate is 76 percent, and participation rates at MISD middle schools and high schools are significantly above those rates found in most school systems. Figure 5.1 presents lunch participation rates by school at MISD for October 2013.

Figure 5.1. MISD lunch participation rates by school, October 2013



Sources: MISD Daily Summary Report, October 1-31, 2013; MISD Enrollment Comparison and Capacity

These high rates are attributable to a well-run food services program, good menu offerings, reasonable prices that are adjusted periodically, and at the high schools, a closed campus policy that keeps students on campus during lunch.

Commendation 5-1: MISD Food and Nutrition Services Department achieves highly favorable recognition by third parties.

Many school system food service departments around the U.S. have struggled this year to implement the new federal requirements for nutritious foods offerings. MISD food service management has been very effective in implementing these standards and has achieved two major accomplishments this year:

1. On May 9, 2014, MISD's food service operation won the Certificate of Achievement for Excellence rating by the Texas Department of Agriculture
2. During 2013-14, MISD was audited on its implementation of the new nutrition standards and was one of the few districts in the state not to receive any (negative) findings.

Commendation 5-2: Food and Nutrition Services uses online program to increase efficiency of revenue collection.

MISD uses an online program called "Lunch Money Now." This program allows parents to access their child's cafeteria account through the internet and check the student's balance, view the student's purchase history, and make deposits to the child's lunch money account using a credit card. The program significantly streamlines the check-out process for students paying for their meals, and is better for internal control in that less cash is handled by MISD employees.

Table 5.1 presents a summary of fiscal impacts included in this chapter.

Table 5.1. Fiscal Impact Summary

Recommendation	One-Time Costs/ Savings	2014-15	2015-16	2016-17	2017-18	2018-19	Total Fiscal Impact
5-1: Generate monthly profit and loss statements by school.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
5-2: Revise Manor High School lunch schedule to improve efficiency.	*	*	*	*	*	*	*
5-3: Modify General Fund cost allocation formula for Food Services.	\$0	\$214,000	\$214,000	\$214,000	\$214,000	\$214,000	\$1,070,000
Net Fiscal Impact	\$0	\$214,000	\$214,000	\$214,000	\$214,000	\$214,000	\$1,070,000

Note: Costs are negative, savings are positive.

*The savings for this recommendation is reflected in a separate recommendation for indirect cost recovery by the General Fund (see Recommendation 5-3). General Fund savings will only be achieved to the extent the indirect cost allocation is increased. For this reason, the five-year fiscal impact reflected below is for information only and is not included in the districtwide summary of fiscal impacts.

Recommendation 5-1: Generate monthly profit and loss statements by school.

MISD currently generates a food service operation profit and loss statement monthly and annually for the entire district. However, there are no school-level profit and loss statements prepared. While the district operates at a surplus, it is unlikely that all schools operate at a surplus. Without a school-level profit and loss statement, this important information cannot be ascertained.

Several variables affect school level profitability, including student participation in breakfast and lunch programs, staffing and work schedules, lunch scheduling, and the number of lunch lines used to serve students. Meal prices are established at the district level and are the same for each type of school (elementary, middle, high).

MISD should develop school level profit and loss statements and analyze school level surpluses and deficits to determine if any corrective action should be taken.

Fiscal Impact

The district can implement this recommendation with existing resources.

Recommendation 5-2: Revise Manor High School lunch schedule to improve efficiency.

One of the factors that affects the ability of schools to have a financially viable food service operation is staff productivity. Meals per Labor Hour (MPLH) industry standards are used to evaluate staff productivity in the food services industry. This is a useful measure because it directly relates inputs (staff labor hours) to outputs (meal equivalents served). Table 5.2 below shows the MPLH standards applied by many school systems to measure the productivity of their school cafeteria staff.

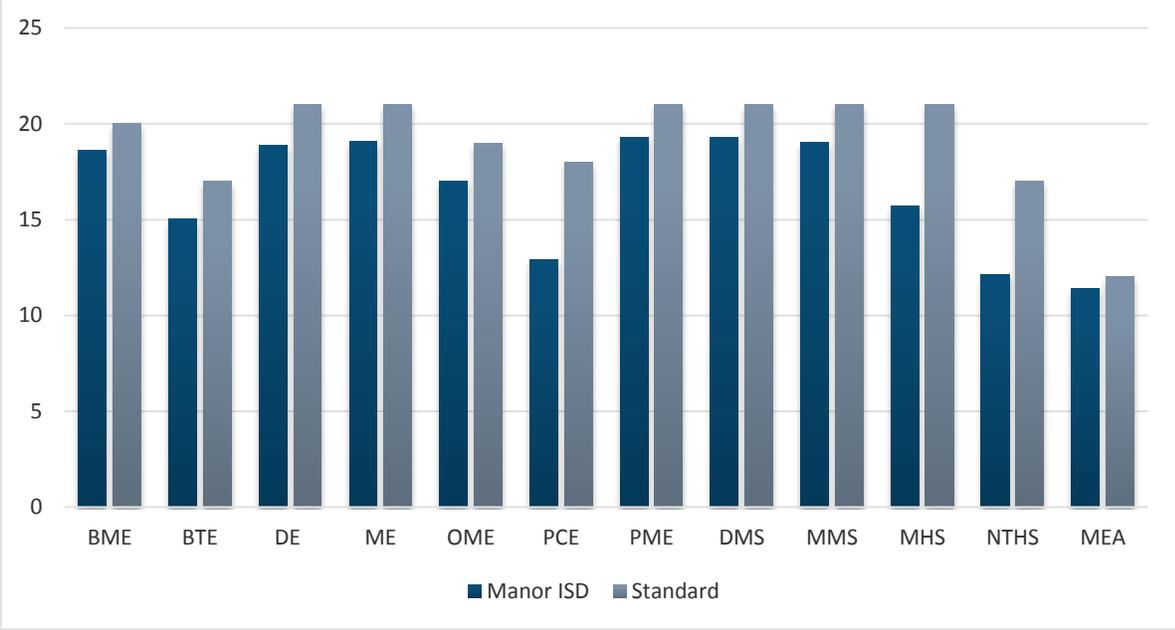
Table 5.2. Industry Standard Recommended Meals per Labor Hour for a Conventional System

Number of Meal Equivalents	Meals Per Labor Hour (MPLH)	
	Conventional System	
	Low Productivity	High Productivity
Up to 100	8	10
101 - 150	8	11
151 - 200	10-11	12
201 - 250	12	14
251 - 300	13	15
301 - 400	14	16
401 - 500	14	17
501 - 600	15	17
601 - 700	16	18
701 - 800	17	19
801 - 900	18	20
901 up	19	21

Source: School Food Services Management for the 21st Century, 5th Edition

If the MPLH rate is lower than the recommended rate, either the number of meals served is too low with the number of staff working each lunch shift or the number of hours worked is high. The number of hours worked is a function of two variables; the number of staff employed at each location and the hours worked per staff member. For schools with a MPLH lower than industry standards, the school food service operation would have to increase the number of meals served or reduce the number of staff or hours worked by each employee to achieve the recommended MPLH productivity standard. Figure 5.2 below shows the district's MPLH in comparison to the industry high productivity standard included in Table 5.2.

Figure 5.2. MISD MPLH Compared to High Industry Productivity Standards



Source: MISD Daily Summary Report, October 2013; targets calculated using guidelines from School Foodservices Management for the 21st Century, 5th Edition

The district’s MPLHs fall below the industry standard at all campuses but are very close to the high productivity rates at most schools. One elementary school (Pioneer Crossing Elementary) and the two high schools are the only schools significantly below the standard. The recommended meals per labor hour based on standards for Manor High School is 21. The actual MPLH at Manor High is 15.7. The recommended meals per labor hour based on standards for New Tech High School are 17 and the actual MPLH at New Tech is 12.1. New Tech High School has lower student enrollment, and accordingly lower meal volume, making it difficult to achieve optimum productivity.

One of the primary factors that appears to be affecting the lower productivity rates, at least at the high schools, is the number of lunch periods. Currently both New Tech High and Manor High have only two lunch periods. Each of the middle schools has three lunch periods and the elementary schools have overlapping lunch periods during a two-hour timeframe in the middle of the day. Manor High School administrators cite that fewer lunch periods provide academic benefits because of increased instructional time. However, the fewer number of lunch periods requires a larger number of staff and more serving lines to accommodate all of the students. This scheduling approach is adversely affecting work productivity and is likely resulting in a financial operating deficit at Manor High School. Adding an additional lunch period at the Manor High School campus will improve staff productivity and help support a more financially viable operation. High schools in Round Rock ISD, Georgetown ISD and Austin ISD operate with three lunch periods. These school districts could be contacted for guidance on scheduling options for Manor High School that will not adversely affect instructional time.

Fiscal Impact

Assuming that a target MPLH of 21 can be achieved over a two-year period starting in 2015-16, the estimated annual savings to the Food Services Fund will be approximately \$61,324 upon full implementation. The estimate is based on the following:

- 1,696 meal equivalents per day (based on October 2013 actual meal equivalents)
- Target MPLH of 21
- Target labor hours per day of 81 (1,696 / 21)
- Labor savings of 27 hours per day (daily labor hours of 108 – 81 target)
- Savings of \$61,324 (27 hours x (\$11 per hour + 16 percent for benefits) x 178 school days)

The 2014-15 year will be used for planning the new schedule, and 50 percent of the expected savings will be achieved in 2015-16. The savings for this recommendation is reflected in a separate recommendation for indirect cost recovery by the General Fund (see Recommendation 5-3). General Fund savings will only be achieved to the extent the indirect cost allocation is increased. For this reason, the five-year fiscal impact reflected below is for information only and is not included in the districtwide summary of fiscal impacts.

Recommendation 5-2	One-Time Cost/ Savings	2014-15	2015-16	2016-17	2017-18	2018-19	Total Fiscal Impact
Revise Manor HS lunch schedule to improve efficiency.	\$0	\$0	\$30,662	\$61,324	\$61,324	\$61,324	\$214,634

Recommendation 5-3: Modify General Fund cost allocation formula for Food Services.

As in most school districts, MISD food services operates under a separate fund. Food services revenues and expenditures are recorded in this fund and the district's General Fund is not affected. The General Fund, however, incurs costs on behalf of the Food Services Fund and should be reimbursed for these expenditures. The federal Food Services Accounting Manual allows districts to allocate reasonable portions of utilities, custodial, waste disposal, pest control, and other costs incurred by General Fund for the benefit of the food service operation. It is important that the food service operation be allocated these costs so that the full cost and true profitability can be determined.

MISD has been inconsistent in allocating indirect costs, allocating \$100,000 in two of the past five years, but not in other years. The amount for 2013-14 has not yet been determined. Further, there is no specific formula applied to determine the amount of the allocation on an annual basis. MISD should apply a formula each year to calculate the cost allocation to food services. This will result in a more accurate picture of the food service operation's financial performance. While different allocation methods can be used for different types of costs, an estimate of all indirect costs allocable to food services can be based

on the percentage of square footage the cafeteria occupies, which in most schools is approximately 6 percent.

Fiscal Impact

In 2012-13, MISD incurred (districtwide) \$2,066,667 in utilities costs and approximately \$1,500,000 in custodial costs. These two items represent the largest allocable expenditures. By applying a 6 percent allocation, the MISD General Fund should allocate approximately \$214,000 annually to the Food and Nutrition Services Fund, and adjust this amount annually based on actual costs. The allocation of funds to the Food and Nutrition Services Fund will result in savings to the General Fund.

Recommendation 5-3	One-Time Cost/ Savings	2014-15	2015-16	2016-17	2017-18	2018-19	Total Fiscal Impact
Modify general fund cost allocation for Food & Nutrition Services	\$0	\$214,000	\$214,000	\$214,000	\$214,000	\$214,000	\$1,070,000

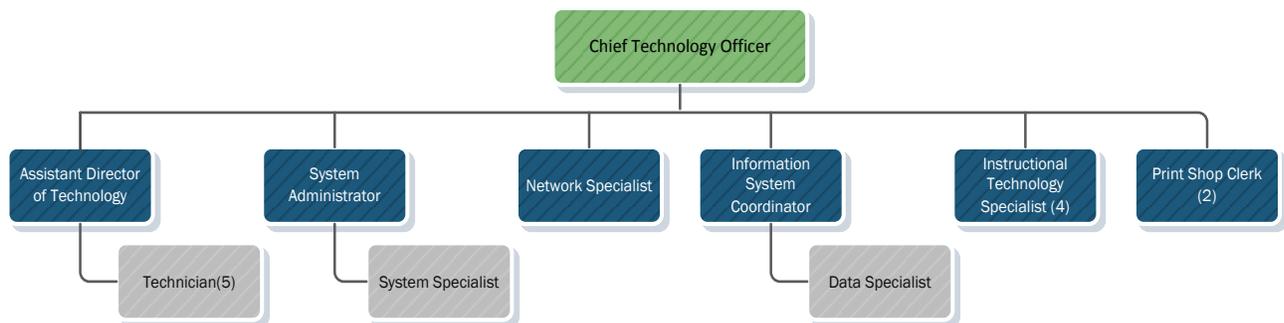
Chapter 6 – Technology Management

To achieve a technology-rich educational environment, Texas public school districts must develop an organizational structure and plan to address hardware, software, training, and administrative support needs. Texas public school districts vary in the assigned responsibilities of their technology departments. Some departments support administrative functions only while others are responsible for supporting both administration and instruction. Well-managed technology departments guide daily operations by using a clearly defined plan that is based on appropriate goals and that contains clearly assigned responsibilities, procedures for developing and applying technology, and a customer service system which meets and anticipates user needs.

According to the district’s website, the mission of the Technology Services Department of the Manor Independent School District (MISD) is “to provide effective teaching and learning experiences for all students and staff members. We will provide ready access to current technology, software tools, and applications in order to ensure seamless technology integration throughout the district.” The department supports instructional learning and administrative functions by providing a variety of technology services. The Technology Services Department is headed by a Chief Technology Officer who reports to the Superintendent. The department is organized into six sections: Network Services, Information Services, System services, Integration Services, Support Services, and Print Shop.

Figure 6.1 displays the organization of the MISD Technology Services Department.

Figure 6.1. MISD Technology Services Department Organizational Structure



Source: 2013-14 MISD Technology Services Department

The network services section of the department includes one Network Specialist who is responsible for administering the district’s network infrastructure, ensuring stability, and providing security through maintenance and monitoring of the district’s wide area network (WAN). This position’s major responsibilities also include installation, testing, and maintenance of network hardware and software.

The information services section of the Technology Services Department is staffed by two employees who provide implementation and operational support for the district’s administrative/business applications, including the student and business information management system, Skyward.

The support services section is staffed by six employees. The assistant director of technology manages five technicians, whose primary responsibility is to provide onsite technical support by installing and maintaining computer hardware and software throughout the district. This section also supports all devices including tablets, whiteboards, smart boards, projectors, clickers, scanners, digital cameras, and printers.

The system services section consists of one system administrator and one system specialist. These staff are responsible for all the district's systems, servers, and Active Directory infrastructure. Their additional responsibilities include managing the district's mobile device management software which is key to managing over 5,000 iPad tablets in the district.

The integration services section has four Instructional Technology Specialists. They are responsible for providing technology integration staff development to all staff members and to enhance the integration of technology into daily curriculum and instruction.

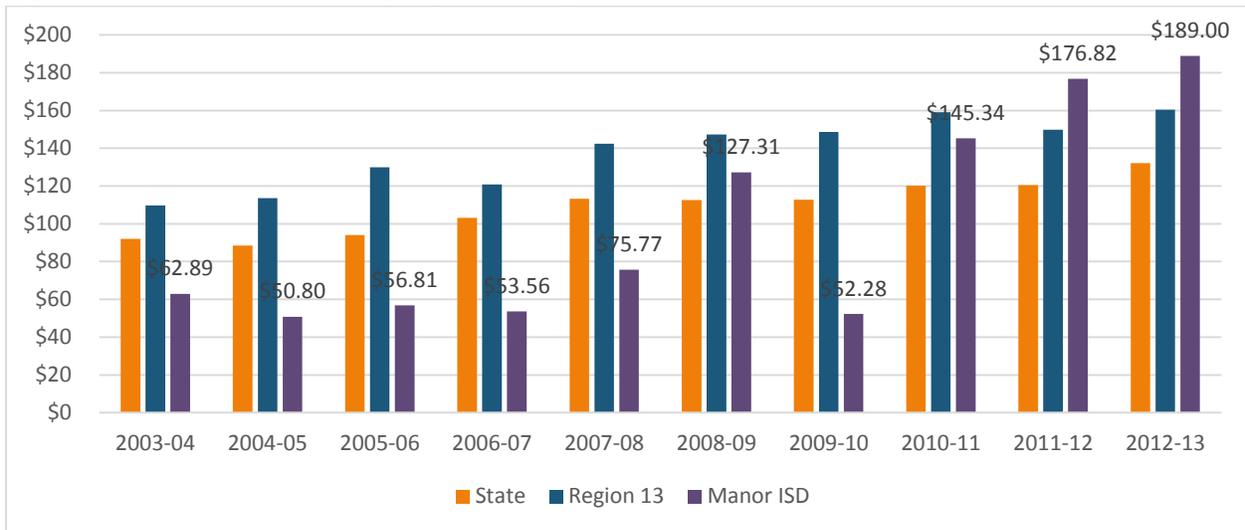
The last section within the department is the print shop which has two print shop clerks. The print shop provides large scale print capabilities to the district and its campuses.

MISD has over 9,600 desktops, laptops computers, and iPad tablets to support its students and staff. Each teacher has a laptop computer and an iPad tablet. The district has more than 4,400 iPad tablets for its students that allows several campuses to provide a 1 to 1 device to student ratio. In addition to the computers, laptops and tablets, campuses have interactive white boards, projectors, and other instructional technology devices for their teachers and staff to use in the classrooms. In order to provide access to mobile tablets and laptops, the district has a robust wireless network hardware and software structure.

The district uses the Skyward software system for its business and student data management system. This system is also used to track and report PEIMS student data such as student demographic information, attendance data, and discipline data.

MISD's technology service expenditures were approximately \$1.4 million in 2012-13, or \$189 per student. The district spends more per student on technology services than the state and regional averages. However, it is important to note that such comparisons should be made only for benchmarking purposes and not for drawing conclusions. Figure 6.2 depicts MISD's technology expenditures per student compared to the state and regional average over the past ten years. For purposes of this analysis, technology expenditures are those charged to Function 53 (Data Processing) in the account code structure for Texas public schools.

Figure 6.2. MISD Data Processing Expenditures per Student, General Fund



Source: Texas Education Agency District Actual Expenditure files

Generally, function 53 expenditures reflect technology department expenditures, but there could be significant differences in per student amounts due to differences in district and school staffing and organizational approaches. For instance, many Texas schools have instructional technology specialists that provide instructional technology support, but charge these positions to the schools or the curriculum department instead of the technology department. Further, computer equipment purchases are generally charged to the function where they are located or under instruction (function 11). This can represent a significant expenditure, and can vary from year to year or district to district.

MISD's Function 53 technology expenditures represent 2.5 percent of MISD's total operating budget (General Fund), compared to the state average of 1.7 percent.

MISD's technology expenditures started to exceed regional and state averages after the 2010-11 school year, which coincides with the district's decision to invest heavily in technology. The district's iPad tablet initiative makes the MISD one of few Texas districts that provide 1 to 1 device to the majority of their students.

While the review team applauds the district on their technology initiatives, below several recommendations are presented to help improve technology management at MISD.

Table 6.1 provides a summary of technology management recommendations and resulting fiscal impacts over the next five years.

Table 6.1. Fiscal Impact Summary

Recommendation	One-Time Costs/ Savings	2014-15	2015-16	2016-17	2017-18	2018-19	Total Fiscal Impact
6-1. Reorganize the district instructional technology specialist positions under instruction to improve technology integration into the curriculum.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
6-2. Develop a comprehensive professional development program for the use and integration of technology for the district educators.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
6-3. Develop and document a robust technology Inventory process.	(\$20,000)	\$0	(\$7,000)	(\$7,000)	(\$7,000)	(\$7,000)	(\$48,000)
6-4. Develop a formal project management methodology using industry standards and implement it throughout the department.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
6-5. Create formal service-level agreements for technology services.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
6-6. Develop a comprehensive disaster recovery plan.	(\$30,000)	(\$0)	(\$50,000)	\$0	\$0	\$0	(\$80,000)
Net Fiscal Impact	(\$50,000)	\$0	(\$57,000)	(\$7,000)	(\$7,000)	(\$7,000)	(\$128,000)

Note: Costs are negative. Savings are positive.

Recommendation 6-1: Reorganize the district's instructional technology specialist positions under instruction to improve technology integration into the curriculum.

There is not enough communication and coordination between the instructional technology specialist and the Curriculum and Instruction Department as a result, the level of technology integration into curriculum is not sufficient and varies greatly from teacher to teacher and school to school.

MISD provides each teacher with one laptop computer and one iPad tablet. In addition there are more than 5,000 iPad tablets available for student use. MISD has three campuses with a student to device ratio of 1 to 1. While the district has high levels of technology resources, the usage and integration of technology into curriculum is led by the four instructional technology specialists who report to the Technology Services Department with minimum coordination with the Curriculum and Instruction Department. The instructional technology specialists met with the Curriculum and Instruction Department only once during the 2013-14 school year.

Table 6.2 shows the two goals stated in the MISD 2014-17 technology plan. Under each goal MISD has a number of objectives and under each objective there are a number of strategies. Each strategy has a timeline, status, person responsible, and evidence sections. Although the goals from the 2014-17 technology plan are related to integration of technology into instruction and curriculum, there are no staff included from the Curriculum and Instruction Department in the “person responsible” section of the strategies in order to achieve these goals.

Table 6.2. 2014-17 Manor ISD Technology Plan

Goal	Description
Goal 1	Develop mastery of technology proficiency standards to ensure student learning and academic achievement through the transparent integration of technology into instruction and learning across the curriculum.
Goal 2	Increase the capacity of staff members to effectively integrate technology into the core curriculum through mastery of technology literacy proficiency standards and strategies for integration

Source: 2014-17 Manor ISD Technology Plan

The instructional technology specialists and classroom teachers alone cannot achieve these goals without working in close coordination and collaboration with the Curriculum and Instruction Department.

In order for MISD to take full advantage of its technology investments and use these investments to improve student learning, the district’s Curriculum and Instruction Department should lead the instructional technology and related activities.

To implement this recommendation, the district should move the four instructional technology specialists from the Technology Services Department to the Curriculum and Instruction Department. This will allow the instructional technology specialists and Curriculum and Instruction Department staff to work together. This will also send a message to the district educators and administrators that the district sees instructional technology as integral part of curriculum initiatives more than a technology project.

Fiscal Impact

MISD can implement this recommendation with existing resources.

Recommendation 6-2: Develop a comprehensive professional development program for the use and integration of technology for MISD teachers.

MISD lacks a comprehensive professional development program with specific standards and training requirements to ensure that district staff members are proficient in the use of technology. Additionally, there is no districtwide policy that defines mandatory technology proficiency levels for teachers or timeframes for becoming proficient, or integrating technology into the curriculum.

Although the district’s instructional technology specialists provide technology training, the district does not have a documented districtwide minimum training requirements, either in hours or in types of training

for technology. Principals and teachers are responsible for identifying and scheduling the training needed for themselves or their respective campuses. This potentially makes the technology training inconsistent and inequitable among schools and teachers.

MISD students and staff have over 9,000 computers, tablets, and laptops. The district provides a laptop and an iPad tablet to all its teachers. Interviews with staff and the 2013-14 School Technology and Readiness (STaR) chart indicate that MISD has added more devices and infrastructure for teachers, staff, and students; however the training necessary for how to use and integrate technology into curriculum needs improvement.

The Texas Education Agency (TEA) developed the Texas STaR chart for use by campuses and districts in conducting self-assessments of their progress toward integrating technology into the curriculum in alignment with the goals of the State Board of Educators' (SBOE's) Long-Range Plan for Technology, 2006–2020. The four key areas of the STaR chart are: Teaching and Learning; Educator Preparation and Development; Leadership, Administration, and Instructional Support; and Infrastructure for Technology. The STaR chart includes four stages of progress in each of four key areas: Early Tech, Developing Tech, Advanced Tech, and Target Tech. Table 6.3 displays the assessment focus areas and scoring within each of the STaR chart key areas.

Table 6.3. Texas Campus STaR Chart Focus Areas and Scoring

Key Area	Focus Areas	Scores Depicting Levels of Progress
Teaching and Learning	<ul style="list-style-type: none"> ▪ Patterns of classroom use ▪ Frequency/design of instructional setting using digital content ▪ Content area connections ▪ Technology application TEKS implementation ▪ Student mastery of technology applications (TEKS) ▪ Online learning 	<p>Early Tech (6–8) points</p> <p>Developing Tech (9–14) points</p> <p>Advanced Tech (15–20) points</p> <p>Target Tech (21–24) points</p>
Educator Preparation and Development	<ul style="list-style-type: none"> ▪ Professional development experiences ▪ Models of professional development ▪ Capabilities of educators ▪ Technology professional development participation ▪ Levels of understanding and patterns of use ▪ Capabilities of educators with online learning 	<p>Early Tech (6–8) points</p> <p>Developing Tech (9–14) points</p> <p>Advanced Tech (15–20) points</p> <p>Target Tech (21–24) points</p>
Leadership, Administration, and Instructional Support	<ul style="list-style-type: none"> ▪ Leadership and vision ▪ Planning ▪ Instructional support ▪ Communication and collaboration ▪ Budget ▪ Leadership and support for online learning 	<p>Early Tech (6–8) points</p> <p>Developing Tech (9–14) points</p> <p>Advanced Tech (15–20) points</p> <p>Target Tech (21–24) points</p>

Key Area	Focus Areas	Scores Depicting Levels of Progress
Infrastructure for Technology	<ul style="list-style-type: none"> ▪ Students per Classroom Computers ▪ Internet Access Connectivity Speed ▪ Classroom Technology ▪ Other Classroom Technology ▪ Technical support ▪ Local Area Network/Wide Area Network ▪ Distance Learning Capacity 	<p>Early Tech (6–8) points</p> <p>Developing Tech (9–14) points</p> <p>Advanced Tech (15–20) points</p> <p>Target Tech (21–24) points</p>

Source: Texas Education Agency, Campus STaR Chart

Table 6.4 shows the 2013-14 Campus STaR chart results for MISD schools. Each school gets a separate score on each of the four key areas. The aggregated results for each area – and related color coding – are categorized as below:

- Score 9-14 Developing Tech (Yellow)
- Score 15-20 Advanced Tech (Green)
- Score 21-24 Target Tech (Blue)

Table 6.4. MISD STaR Results by School, 2013-14

MISD Schools	Teaching & Learning	Educator Preparation & Development	Leadership Administration & Instructional Support	Infrastructure for Technology
Blake Manor Elementary	Developing Tech (13)	Advanced Tech(15)	Advanced Tech(16)	Advanced Tech (16)
Bluebonnet Trail Elementary	Developing Tech(11)	Developing Tech(12)	Developing Tech(11)	Advanced Tech(20)
Decker Middle School	Advanced Tech (15)	Advanced Tech (16)	Advanced Tech (18)	Advanced Tech (18)
Decker Elementary	Advanced Tech(19)	Advanced Tech(17)	Advanced Tech (15)	Target Tech(21)
Excel High School	Advanced Tech (16)	Advanced Tech (17)	Advanced Tech (18)	Advanced Tech (18)
Manor Elementary	Advanced Tech (15)	Developing Tech(14)	Advanced Tech (15)	Advanced Tech (15)
Manor High School	Developing Tech(14)	Advanced Tech (15)	Advanced Tech (18)	Advanced Tech (20)
Manor Middle School	Developing Tech(12)	Developing Tech(12)	Developing Tech(13)	Advanced Tech (18)
Manor New Technology High School	Advanced Tech(19)	Advanced Tech(18)	Advanced Tech(20)	Target Tech (22)
Oaks Meadows Elementary	Advanced Tech (19)	Advanced Tech (19)	Advanced Tech (18)	Advanced Tech(20)
Pioneer Crossing Elementary	Developing Tech (14)	Developing Tech (13)	Advanced Tech (15)	Developing Tech(14)

MISD Schools	Teaching & Learning	Educator Preparation & Development	Leadership Administration & Instructional Support	Infrastructure for Technology
Presidential Meadows Elementary	Advanced Tech (16)	Advanced Tech (16)	Advanced Tech (18)	Advanced Tech (16)

Source: 2013-14 MISD Campus STaR Charts

When comparing campus progress in the STaR summary report in the areas of Teaching and Learning and Educator Preparation and Development to the areas of Leadership, Administration, and Instructional Support and Infrastructure for Technology, it is clear that far fewer campuses have progressed beyond the Developing Tech status in the former categories when compared to the latter categories. This comparison provides another indicator that MISD schools are not fully proficient in the use of technology or consistently integrating technology into classroom instruction.

MISD should develop a comprehensive professional development program to ensure that district staff members are proficient in the use of technology. The program should include specific proficiency standards, training requirements, policies, and goals. The program should also include mandatory teacher proficiency levels and timeframes for becoming proficient to ensure all instructional staff have the capability to integrate technology effectively into the teaching curriculum. The Curriculum and Instruction Department and the instructional technology specialists should work as a team to develop the technology professional development program. This team should develop training plans, schedules, and formats to ensure teachers receive training within the target timeframe.

Fiscal Impact

MISD can implement this recommendation with existing resources.

Recommendation 6-3: Develop and document a robust technology inventory process.

The Technology Services Department does not have a documented technology inventory process that allows the department to track, identify, and pair district technology assets with its user and location.

According to the Technology Services Department, schools are responsible for maintaining inventories of technology equipment for their respective schools. The process varies greatly from school to school and as a result, it is not possible to get accurate information about the district's technology equipment inventory. The Technology Services Department is using application software called Casper as its mobile device management system and technology inventory. Casper allows the department to collect technical information about any device as long as devices are connected to the district network. However Casper does not have the ability to track technology assets, their users, or their exact location in a given time. Although the inventory gathered by the software is better than having no inventory at all, it is not a complete and accurate inventory because it only recognizes a device if it is connected to the network and the device is turned on.

Without an accurate inventory, the Technology Services Department does not know if the district possesses the appropriate equipment to meet the needs of district staff and students. Additionally, the district cannot identify and evaluate any inequities among schools related to technology equipment. Accurate inventories would also assist the department in determining which technology equipment should be replaced at each location.

A thorough inventory contains a list of technology equipment, the date of purchase, equipment specifications, its location, the individual responsible for that item, the brand and model number of the item, and any other identifying fields (e.g., bar code) to ensure that devices can be easily tracked. Periodically, a designated district technology services employee should visit each school and compare existing equipment to items on the inventory.

The district's technology inventory should include computers and any other technology items that are worth more than \$500 or are prone to theft.

Inventory procedures and guidelines should be documented to ensure that responsible parties follow similar procedures across the district. These procedures should include guidelines and standards for a district inventory database, including consistent methods for identifying equipment and making necessary inventory adjustments.

The procedure should state that the district maintains an inventory of all technology equipment that may be prone to theft and should also include requirements for an annual physical inventory of equipment.

Fiscal Impact

Although the district can develop and document a robust inventory procedure with its own staff, the district may need a specialized computer inventory software to implement those procedures going forward. A specialized computer inventory software may cost up to \$20,000 to acquire for a district the size of MISD. The estimated software's ongoing maintenance fee would be around \$7,000 for each year after the first year.

Recommendation 6-3	One-Time Costs/ Savings	2014-15	2015-16	2016-17	2017-18	2018-19	Total Fiscal Impact
Develop and document a robust technology Inventory process.	(\$20,000)	\$0	(\$7,000)	(\$7,000)	(\$7,000)	(\$7,000)	(\$48,000)

Note: Costs are negative. Savings are positive.

Recommendation 6-4: Develop a formal project management methodology using industry standards and implement it throughout the department.

The Technology Services Department does not utilize a project management methodology for tracking expenditures, staff time, and project timelines for technology initiatives. When a methodological way of

managing a project is lacking, districts run a high risk of over-committing its resources and failing to deliver critical projects on time and on budget.

Most district technology-related project information is kept on staff's individual computers as simple Excel or Word files. The information captured and tracked on these documents does not have the same level of in-depth information and it is cumbersome for the Chief Technology Officer to have access to all the projects districtwide to see where the projects are in terms of resource and deadlines. Further, there is not one consolidated list to show all the projects that MISD's Technology Services Department staff are working on.

The department should document project information such as completion percentage, project priority, project budget, and project due date for all technology projects. Without detailed documentation about the projects, it is difficult, for the Chief Technology Officer to inform district senior staff about the potential impact of a new project on the existing workload or on the status of an existing project.

The department should create a formal technology project list and project documentation in line with project management industry standards for all existing projects. The department should ensure that department staff follow industry standard project management methodologies for all new projects.

Table 6.5 shows some of the key elements of a project management methodology.

Table 6.5. Project Management Methodology

Key Elements	Details
Developing common standard process and templates to formalize project management process.	<ul style="list-style-type: none"> ▪ The department uses a formal project initiation, classification and approval processes. ▪ The department uses project charter template to initiate new projects. ▪ The department uses the status report template to notify project sponsors and participants. ▪ The department uses the post project satisfaction survey to get feedback from project sponsors and participants.
Capture information in writing	<ul style="list-style-type: none"> ▪ Project sponsors ▪ Project requirements ▪ Project due date ▪ Project resources with roles and responsibilities ▪ Project priority ▪ Project status ▪ Project budget

Source: Gibson Consulting Group, Inc.

The Technology Services Department should adopt a project management methodology at minimum that includes the processes and components listed in Table 6.5 and use it for all current and future projects.

Fiscal Impact

MISD can implement this recommendation with existing resources.

Recommendation 6-5: Create formal service-level agreements for technology services.

The Technology Services Department does not have documented service level agreements (SLAs) related to the technology services they provide. The primary purpose of an SLA is to provide an objective measure of accountability of the performance of services by the department. The goal for a well-defined SLA is to identify the requirements and document the performance expectations of business and instructional technology users to meet their needs in the classroom or administrative setting.

The Technology Services Department provides a variety of services: desktop support technicians provide technical troubleshooting and hands-on field technical support in the schools; network technicians provide infrastructure support including telecommunications, data and network services; and other services include phone systems, and security cameras. Although the Technology Services Department assigns priority levels such medium and high to district technology work orders, there is no published document indicating what those priority levels mean in terms of service response and completion times.

One of the first steps in creating SLAs is to create a service catalog. Service catalogs define the type of services that the district expects the Technology Services Department to perform. Once the service catalog has been created, the district's technology users and the department work together to identify the expected service levels for each service. At the end of this process, the department should have a service catalog where each service has an SLA. The number of services and their SLAs should then determine the staffing levels for the various groups within the Technology Services Department. Table 6.6 shows a sample SLA between an end-user group and an IT Department.

Table 6.6. Sample Service Level Agreement

Priority Level	Respond By	Close By
Low -Planned	5 Business days	25 business days
Medium- Routine	2 business days	10 business days
High- Serious	6 business hours	2 Business days
Critical-Urgent	2 hours	8 hours

Source: Gibson Consulting Group Inc.

SLAs used by many school districts and large organizations have performance indicators. These indicators usually specify the period of time the end-user can expect to wait for a response or resolution. Many SLA users also use these agreements as a performance measure to ensure departmental effectiveness and efficiency.

Fiscal Impact

MISD can implement this recommendation with existing resources.

Recommendation 6-6: Develop a comprehensive disaster recovery plan.

MISD does not currently have a comprehensive disaster recovery plan. Should a catastrophic event occur, such as a hurricane, flood, fire or vandalism, the district's data would be at risk of loss. In addition to the data loss, the district would not be able to perform important functions related to student information processing and key business operations until the original systems were restored.

Currently, there is a high-level document to provide brief information for which systems are backed up and how long the backup data is retained. The district performs daily backups for critical systems and the media of these backups is stored onsite at a secure location. However these documents and backup procedures cannot replace a comprehensive disaster recovery plan, as they are missing important elements necessary to allow the district to recover key systems and data in the event of a disaster.

There are five key elements of a comprehensive disaster recovery plan¹⁹: (1) a disaster recovery team, (2) a list of people to contact after a disaster, (3) an assessment of critical district functions, (4) a list of essential server and network equipment, and (5) a list of staff needed immediately to recover from a disaster. Table 6.7 presents district tasks needed to develop a disaster recovery plan that contains the above elements.

Table 6.7. District Tasks Required to Develop Disaster Recovery Plan

Steps	Details
Build the disaster recovery team	<ul style="list-style-type: none"> ▪ Identify a disaster recovery team that includes key policy makers, building management, end-users, key outside contractors and technical staff.
Obtain and/or approximate key information	<ul style="list-style-type: none"> ▪ Develop a comprehensive list of critical activities performed within the district. ▪ Develop an estimate of the minimum space and equipment necessary for restoring essential operations. ▪ Develop a time frame for starting initial operations after a security incident. ▪ Develop a list of key personnel and their responsibilities.
Perform and/or delegate key duties	<ul style="list-style-type: none"> ▪ Develop an inventory of all computer technology assets, including data, software, hardware, documentation and supplies. ▪ Set up a reciprocal agreement with comparable organizations to share equipment or lease backup equipment to allow the district to operate critical functions in the event of a disaster. ▪ Make plans to procure hardware, software and other equipment as necessary to ensure that critical operations are resumed as soon as possible. ▪ Establish procedures for obtaining off-site backup records. ▪ Locate support resources that might be needed, such as equipment repair, trucking and cleaning companies. ▪ Arrange priority delivery with vendors for emergency orders. ▪ Identify data recovery specialists and establish emergency agreements.

¹⁹ <http://nces.ed.gov/pubs98/98297.pdf>

Steps	Details
Specify details within the plan	<ul style="list-style-type: none"> ▪ Identify individual roles and responsibilities by name and job title. ▪ Define actions to be taken in advance of an occurrence or undesirable event. ▪ Define actions to be taken at the onset of an undesirable event to limit damage, loss and compromised data integrity. ▪ Identify actions to be taken to restore critical functions. ▪ Define actions to be taken to re-establish normal operations.
Test the plan	<ul style="list-style-type: none"> ▪ Test the plan frequently and completely. ▪ Analyze the results to improve the plan and identify further needs.
Deal with damage	<ul style="list-style-type: none"> ▪ If a disaster occurs, document all costs and capture the damage by video. ▪ Be prepared to overcome downtime on your own as insurance settlements take time to resolve.
Give consideration to other significant issues	<ul style="list-style-type: none"> ▪ Do not make a plan unnecessarily complicated. ▪ Make one individual responsible for maintaining the plan, but have it structured so that others are authorized and prepared to implement it if needed. ▪ Update the plan regularly and whenever changes are made to your system.

Source: Adapted from the Technology and Security Task Force, National Forum on Education Statistics, "Safeguarding your Technology"²⁰, fall 1998.

To successfully implement this recommendation, MISD should first establish a disaster recovery planning committee. During the planning process the district should classify applications and systems into categories such as mission critical, critical, essential, and non-critical. These categories indicate how important the application or system is to the district's operation and whether or not the application or system functions can be performed manually. The district should then determine the desired restoration timeframe for each category. Results of these discussions will be the primary drivers of the scope of the plan and the financial cost to the district for implementing the disaster recovery plan.

Fiscal Impact

At this time, it is not possible to definitively estimate what the final implementation cost of the disaster recovery plan will be as the plan has not yet been developed. However, two important factors in disaster recovery will allow the review team to arrive at the probable cost range of the implementation.

One of the critical cost factors related to disaster recovery is the number of applications and services that the district deems mission critical. In the disaster recovery plan, these applications and services will be assigned a higher priority and will be recovered first in case of disaster. Most school districts identify payroll, primary student information system functions, email, communication systems, and phones as the critical applications and systems to recover.

The second factor is the disaster recovery strategy. There are three main strategies: cold site recovery, warm site recovery, and hot site recovery. A cold site recovery strategy is the least costly option; however

²⁰ <http://nces.ed.gov/pubs98/98297.pdf>

recovery time could be anywhere from days to a week. This option requires a minimum amount of equipment, hardware and software investment, and is centered on a recovery facility with minimal communications equipment. A warm site recovery strategy is more costly, but the recovery time can be in the range of hours, up to one day. With this strategy, the recovery facility has communication equipment, as well as back-up hardware and software for identified applications and systems. The systems would be installed and configured, but the data in them may not reflect the latest data. It would only reflect the data as of the last restored back-up data date and data changed since then would not be represented in the system. Finally, a hot site recovery strategy is the most costly, but the expectation of downtime is hours, rather than days or weeks. This type of strategy is mostly used by hospitals, financial institutions, or the military and involves creating an exact replica of the identified critical system environment at the recovery site, with data being populated into both environments (live and back-up) simultaneously.

Because most school districts choose a warm site recovery strategy, the review team can estimate the implementation cost based on this strategy. Acquiring additional servers and network equipment based on the number of mission critical applications the plan implementation cost can be estimated at approximately \$50,000.

If the district acquires outside subject matter expertise for facilitating and creating the disaster recovery plan, an additional investment of \$30,000 would be required – assuming an average hourly rate of \$150 for the subject matter expert and an estimated 200 hours of work.

Implementing the disaster recovery plan resulting from this recommendation will require a significant investment of time by MISD technology staff – particularly the network and system administration staff.

Recommendation 6-6	One-Time Costs/ Savings	2014-15	2015-16	2016-17	2017-18	2018-19	Total Fiscal Impact
Develop a comprehensive disaster recovery plan	(\$30,000)	\$0	\$0	\$0	\$0	\$0	(\$30,000)
Implement the disaster recovery plan	\$0	\$0	(\$50,000)	\$0	\$0	\$0	(\$50,000)
Total Fiscal Impact	(\$30,000)	\$0	(\$50,000)	\$0	\$0	\$0	(\$80,000)

Note: Costs are negative. Savings are positive.

Chapter 7 – Human Resources

Introduction

The employees of any school district are its most valuable asset. The recruitment, selection, orientation, training, salary, and benefits provided to the workforce contribute greatly to the effectiveness of the district. To comply with state and federal laws and to maintain a high-quality, effective workforce, a school district must ensure the appropriate licensing of professional staff and instructional support staff as well as ensure that all teachers and paraprofessionals meet “Highly Qualified” criteria as defined by the Federal law commonly referred to as *No Child Left Behind (NCLB)*.

Manor Independent School District (MISD) staffing costs represent by far its most significant investment, representing \$43.7 million or 84 percent of total expenditures in 2012-13. MISD staffing growth has maintained the same pace as student enrollment growth over the past five years, and the pupil-staff ratios are currently in line with the state averages. Table 7.1 shows MISD’s enrollment, staffing and key staff ratios for 2008-09 and 2012-13 with comparisons to the state average. MISD’s overall staffing is slightly lower relative to the student population when compared to the state average (as evidenced by MISD’s higher pupil-staff ratio). The district’s pupil-teacher ratio has grown to approximate the state average in recent years, indicating teacher loads that are more consistent with other districts in the state.

Table 7.1. Enrollment and Staffing Comparisons, MISD 2008-09 and 2012-13, and State Average for 2012-13

	MISD 2008-09	MISD 2012-13	% change	State 2012-13
Enrollment	6,216	8,039	29%	5,058,939
Total Staffing (FTEs)*	770	983	28%	642,184
Pupil-Staff Ratio	8.0	8.17	2%	7.9
Pupil-Teacher Ratio	13.4	15.7	17%	15.5

Sources: TEA Academic Excellence Indicator System, 2008-09; Texas Academic Performance Report, 2012-13.

*Full-time equivalent staff

The district manages this investment through a Human Resources Department. The mission of the MISD Human Resources Department is to provide quality customer service to respond to the needs of a rapidly growing district, and to recruit and retain a diverse staff who are motivated to achieve academic excellence for all students.²¹

Currently, the MISD HR department’s focus is mostly transactional. While several automated systems exist to support electronic processing, personnel records are still maintained in hard copy form and not adequately safeguarded. Perhaps the most significant issue facing the district with respect to HR is the recruiting process. The process starts too late, and too much of the screening process is placed on the

²¹ MISD web site: http://www.manorisd.net/apps/pages/index.jsp?uREC_ID=172289&type=d

principals and administrators. This is contributing to missing out on the highest ranked candidates and a higher percentage of new teachers with an alternative certification.

The lack of performance measures – a finding common to other MISD departments discussed in the *District Organization and Management* chapter of this report – is also applicable to HR. The department needs to establish measurable performance targets and track and report actual performance against them. The fiscal impacts of all recommendations made in this chapter are presented Table 7.2 below.

Table 7.2. Fiscal Impact Summary

Recommendation	One-Time Costs/ Savings	2014-15	2015-16	2016-17	2017-18	2018-19	Total Fiscal Impact
7-1: Realign the division of staff responsibilities to achieve strategic goals and ensure legal compliance.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
7-2: Implement Skyward position control module.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
7-3: Improve personnel records management.	(\$75,000)	\$0	(\$10,000)	(\$10,000)	(\$10,000)	(\$10,000)	(\$115,000)
7-4: Re-engineer district recruiting and hiring process.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
7-5: Monitor and analyze employee absenteeism.	\$0	\$0	\$150,000	\$150,000	\$150,000	\$150,000	\$600,000
7-6: Improve substitute management.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
7-7: Update benefit forms and guidelines.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
7-8: Develop long-range plan to address salary compression	\$0	\$0	\$0	\$0	\$0	\$0	\$0
7-9: Revise process for handling grievances	\$0	\$0	\$0	\$0	\$0	\$0	\$0
7-10: Begin tracking annual trend data on grievance activity, issues, and resolutions.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
7-11: Improve evaluation system for non-teaching employees.	(\$10,000)	\$0	\$0	\$0	\$0	\$0	(\$10,000)
Net Fiscal Impact	(\$85,000)	\$0	\$140,000	\$140,000	\$140,000	\$140,000	\$475,000

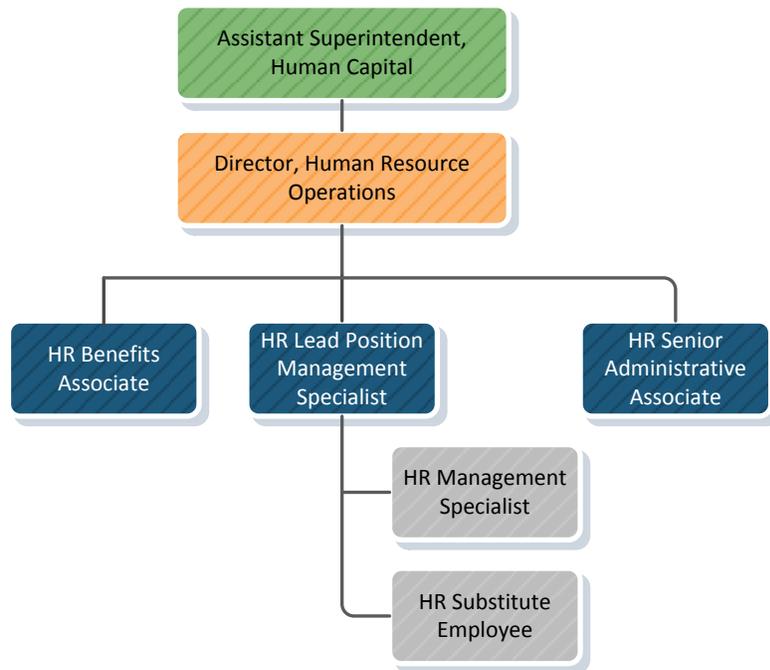
Note: Costs are negative. Savings are positive.

This remainder of this chapter reviews key human resource (HR) functions at MISD and contains recommendations to improve their efficiency and effectiveness. Areas for improvements include adjusting responsibilities and position titles among HR staff, improving personnel records management, re-engineering the recruiting process, and making other improvements in leave and substitute management, compensation administration, employee relations, and personnel evaluation and management.

HR Department Organization and Management

The HR Department operated under a \$631,000 budget in 2013-14. A total of 6.5 full-time equivalents (FTEs) are assigned to HR—an assistant superintendent, one professional director, two exempt specialists, and three nonexempt support staff. The assistant superintendent is responsible for leadership of HR, and also oversees advanced academics, fine arts, college readiness and counselors, communications, and partners in education. Approximately 50 percent of the assistant superintendent’s time is dedicated to non-HR functions. The HR Department’s organization chart is reflected in Figure 7.1.

Figure 7.1. MISD HR Organization Chart



Source: Constructed through interviews, Gibson Consulting Group

A comparison of HR department staffing was made with seven other Texas school districts of similar size (Table 7.3). The average number of total FTEs among the comparison group is five, with an average of two professionals and three nonexempt staff. The MISD HR department is responsible for the district’s risk management functions including leave, benefits, workers’ compensation, and unemployment claims administration. Of the comparison districts, only one is responsible for leave, benefits, and workers’ compensation administration. This district operates with one FTE less than MISD. Overall, MISD staffing appears to be consistent with other districts.

Table 7.3. HR Department Staffing Comparison, MISD and Peer Districts, 2012-13

District Name	Reported Enrollment*	Num FTE*	HR Dept FTE*	Prof/ Exempt	Nonex	Leave	Benefits	Workers' Comp
Manor	8,039	983	6.5	3.5	3	yes	yes	Yes
Carroll	7,697	970	4	2	2	yes	no	Yes
La Porte	7,723	988	5	2	3	yes	no	Yes
Lake Travis	7,779	956	5	2	3	yes	yes	No
Eanes	7,837	1,050	5.5	2.5	3	yes	yes	Yes
New Braunfels	8,063	929	4	1.5	2.5	yes	no	No
Cedar Hill	8,243	992	5	1	4	yes	no	No
Copperas Cove	8,355	1,194	6	1	5	yes	no	No
Average of Comparison Districts			5	2	3			

*2012–2013 Texas Academic Performance Report (TAPR) Data

The district uses Skyward software to support the human resources management functions. This system is also used to support the financial management functions of the district. Other software is used to support applicant tracking (AppliTrack) and substitute management (Aesop).

Recommendation 7-1: Realign the division of staff responsibilities to achieve strategic goals and ensure legal compliance.

The majority of professional level responsibilities and operational oversight, including risk management, have been assigned to one professional—the director of HR operations. There are two other exempt employees in the department. However, these positions are not handling professional-level responsibilities and are dedicated to substitute management and position control—functions that are typically assigned to nonexempt staff. Furthermore, the primary job duties of these exempt employees as defined in the current job descriptions do not meet the Fair Labor Standards Act exemption test criteria (C.F.R. § 541.101–402).

In addition, a nonexempt employee responsible for general clerical support is classified as a substitute employee despite being employed in the same capacity for the entire year. For the previous two years, the employee was as a high school student worker assigned to HR. This individual is no longer a MISD student and works a regular, full-time schedule.

Some of the professional responsibilities assigned to the director of HR operations should be divided among other professional (i.e., exempt) staff. Responsibility for key HR functions such as recruiting, retention, staffing allocations, principal support, and risk management should be divided amongst professional level staff with the experience and education necessary to perform these duties. The district should evaluate the classification of the HR lead position management specialist and HR specialist and identify tests used to justify the Fair Labor Standards Act exemption status of these positions. The district should revise the job descriptions or classification of these positions as needed.

Further, the district should reclassify the “substitute student worker”, who serves as an HR clerk, to a regular, full-time employee. According to Teacher Retirement System (TRS) rules, the employee does not meet the definition of a substitute employee (i.e., serves on a temporary basis in place of a current employee and who is paid no more than the daily rate of pay set by the employer (34 TAC 25.4(b)) and is eligible for TRS membership. TRS rules also state that district employees are required to participate in the retirement system if: (1) employment is expected to last for an indefinite period of time or for a period of four and one-half months or more, (2) the employee works one-half or more of the standard full-time workload, *and* (3) the employee is compensated at a rate comparable to the rate of compensation for other persons employed in similar positions.

Fiscal Impact

This recommendation can be accomplished with existing resources.

Recommendation 7-2: Implement Skyward position control module.

The basic premises of position control are:

- Schools and departments should not hire more individuals than they have funding for.
- Number of budgeted FTE’s should equal the number of positions in the district.
- The identification codes for each position should match the employee’s job codes.
- Vacant positions that schools and departments have that are not funded should be deactivated or re-classed to job titles for which there is budget.
- Schools and departments should use the availability of PC reports to identify what positions are assigned to their organization.

The HR lead position management specialist is responsible for position control. Staff assignments are tracked using various spreadsheets and the process for recording changes is redundant. The position management specialist provides the payroll department with records changes in three different formats (i.e., Skyward report, Excel spreadsheet, and copies of personnel action forms). The payroll department makes the necessary changes in the Skyward payroll and salary negotiation modules based on information submitted received from HR. MISD has set staffing formulas for staff to student ratios to support the target number of positions needed. However, these formulas were not adhered to in 2013–2014.

The district does not use the position control module available in Skyward. This module provides organization, assignment, accounting and budget, vacancy, and approved position information. The module serves as the center for the Skyward system and pushes information into many other modules. Districts that use this module are able to generate a wealth of reports including staffing (i.e., campus organization) reports. Use of this module eliminates the need for HR to create separate spreadsheets and disseminate information manually. The module also provides all stakeholders access to information as transactions occur.

The district should implement the Skyward system position control module and customizable workflow functionality to transform paper-intensive tasks and processing to electronic format. System functionality includes automatic notifications and the ability to attach documents to processes. Using these functionalities would allow HR staff to greatly reduce the amount of paper that is generated and routed through the department and other departments for all types of processes. The HR lead position management specialist and at least one other MISD employee should receive module-specific training from Skyward.

Fiscal Impact

MISD already owns the position management module, so there will be no additional licensing fee or support costs. The additional training costs are expected to be nominal.

Recommendation 7-3: Improve personnel records management.

MISD applies a highly manual and paper-intensive process for personnel records management. Active employee records and inactive and archived files are maintained in paper form, with the exception of service records, which are maintained electronically. Active records are in individual employee file folders in file cabinets in the HR department office. Folders are organized into sections and kept in chronological order, making it easy to retrieve records. A checklist that identifies required documents is included in each section of the file, and a sample of active personnel files reviewed during the onsite visit were found to be complete.

Archived records are kept in a locked storage room near the HR office that is dedicated to personnel and payroll records. Inactive personnel files are boxed for archiving by a records consulting company. Records are clearly labeled using a system that allows documents to be easily retrieved and purged at seven and 30 years. Files are not purged prior to being moved to inactive status or archived. However, inactive and archived records are not protected against damage or loss. MISD does not have a disaster recovery plan in place for hard copy personnel records. (See related recommendation for information systems disaster recovery in *Chapter 6 – Technology Management* of this report.)

This approach to file management is effective but not efficient or secure. The maintenance of hard copy files and forms requires excessive manual effort by HR staff and increases the chance for error. The district should automate its personnel records management function and convert to digital personnel files. At a minimum, Skyward can be used to manage digitized records (i.e., PDF format). Other alternatives that use an electronic document management system should be explored.

Until this occurs the district should implement measures to protect both active and archived employee files. Paper files in the HR department and the leave specialist's office should be kept in locked, fire-proof cabinets. Once the transition to electronic files is made, HR should work with the technology department to develop requirements for protecting active and archived personnel records.

Fiscal Impact

An investment in a document management system will be required, along with staff resources to index and scan the documents into the system.

Recommendation 7-3	One-Time Cost/ Savings	2014-15	2015-16	2016-17	2017-18	2018-19	Total Fiscal Impact
Improve personnel records management.	(\$75,000)	\$0	(\$10,000)	(\$10,000)	(\$10,000)	(\$10,000)	(\$115,000)

Note: Costs are negative. Savings are positive.

Recruiting and Hiring

Teachers represent the largest and most important employee group in a school district. Consequently, the process through which new teachers are brought into the district must be effective and efficient to ensure that the most qualified and effective teachers on a year to year basis.

MISD uses AppliTrack online application software to support the efficient processing of most applicants. This system electronically receives applications, resumes and other forms, and distributes candidate information online to principals and administrators. Principal focus group input suggests that they are pleased overall with this system.

Recommendation 7-4: Re-engineer district recruiting and hiring process.

Much of the burden for screening applicants is under the responsibility of the principals and department heads. While some targeted assistance for identifying viable candidates in the applicant pool is provided by HR, principals and other district administrators are responsible for searching through the general pool of applications; making an initial assessment of qualification, certification, and highly qualified status; conducting interviews; checking references; and making a recommendation to hire a specific candidate. HR does not pre-screen candidates to identify the most qualified applicants and narrow the applicant pool. While minimal training on interviewing has been provided by HR, interview questions and processes vary for each hiring manager and are not reviewed and approved by the HR department. As a result, the district has a higher risk for complaints of unfairness or discrimination.

The timing of the application process is also a concern. MISD staffing projections and staff allocations are provided late in the spring, which hinders effective recruiting and selection of the most qualified candidates. In addition, it was reported that many teacher candidates have been lost due to the lengthy process involved in offering a contract. This has affected the district's ability to increase the number of Hispanic and African-American teachers to more closely reflect the student population.

Late offerings have also resulted in a high percentage of teacher applicants with alternative certifications, and this appears to be contributing to higher teacher turnover. The MISD teacher turnover rate reported in the 2012–2013 TAPR (20.4 percent) exceeds the state turnover rate of 15.3 percent and the regional

average of 15.6 percent. HR reported many teachers leave after completing three years to take employment with surrounding districts, particularly teachers from alternative certification programs. Currently these candidates are a large portion of new teachers employed by the district. In 2012-13 MISD teachers with a permit represented 10.4 percent of all teachers. For Region 13, the average was 3.9 percent. The number of MISD teachers that are not certified are 2.5 times that of the average district in the region.²²

The district should re-engineer its recruiting function through the implementation of three specific strategies: (1) development of a strategic recruitment plan; (2) changing the recruiting calendar and (3) increasing HR's role in the hiring process. These implementation strategies are discussed below.

- **Develop strategic recruitment plan.** The district should develop and implement a proactive and strategic recruiting plan. Due to competition from surrounding districts for candidates, the implementation of a strategic recruiting program is critical. The district should begin monitoring and measuring the effectiveness of recruiting efforts to help the HR department focus resources on the most successful activities.

MISD should also expand strategic recruiting for hard-to-fill vacancies by posting positions externally on the Region 13 ESC and professional organization web sites. The district may wish to explore additional recruiting destinations with more diverse teacher candidate populations. A list of Texas Hispanic–Serving Institutions (HSIs) with education or teacher certification programs is included as Exhibit 2. HSIs are defined in federal law as accredited and degree-granting public and private nonprofit institutions of higher education with 25 percent or more total undergraduate Hispanic full-time equivalent (FTE) student enrollment. The complete list of postsecondary institutions enrolling populations with significant percentages of minority students other than Hispanics is available on the U.S. Department of Education Website (<http://www2.ed.gov/about/offices/list/ocr/edlite-minorityinst.html>). MISD should examine this data to identify opportunities to recruit other minority candidates.

- **Change recruiting calendar.** The timeline for recruiting should also be changed. The district should develop timelines and processes to facilitate recruiting and hiring in a timely manner including posting of vacancies, interviewing, selection, and recommendation. The process of staffing projections and allocations should be started in January and completed in February to allow HR to begin posting positions and preparing for spring recruiting activities. Hiring processes should be mapped to identify inefficiencies and delays to ensure recommendations are finalized and approved in a timely manner.

Staffing metrics should be compiled and analyzed to assist with projections and ability to hire for anticipated vacancies. Consider delegating authority to offer contracts to HR, particularly for hard-to-fill positions and anticipated vacancies. This can be done on a seasonal basis to ensure viable candidates are not lost to other districts.

²² TEA, Texas PK-16 Public Education Information Resources, 2012-13

- **Increase role of HR in hiring process.** To expedite the hiring process, MISD's HR Department should increase its role in pre-screening activities. The district should implement a pre-screening tool as part of the online application process to identify quality applicants and create a viable applicant pool. There are various automated prescreening tools to filter teacher applicants by scores received on validated questions. Alternatively, the district can develop screening questions based on quality indicators correlated to effective teaching practices. Automated tools would be used for prescreening only. Principals will then interview only those candidates that meet rigorous prescreening standards. If the district chooses to use one of these tools, resources must be committed to provide principals corresponding training on interpreting prescreening results

To ensure compliance throughout the hiring process, consistent interview procedures should be developed and all individuals with hiring authority should be provided training on these processes. All supervisors and principals should be following procedures using appropriate and consistent interview questions correlated with effective, research-based teaching practices and other non-teaching related job performance. Two sources available for research-based interview questions are the National Center for Teacher Quality and the Gates Foundation Measures of Effective Teaching Project.

Fiscal Impact

This recommendation can be accomplished with existing resources.

Leave and Substitute Management

The district provides leave benefits that are comparable to other Texas school districts. Employees are provided with five local personal leave days, and have additional local leave benefits including unpaid extended sick leave for all employees, a sick leave bank, and reimbursement of state leave upon retirement for employees with at least 10 years of district service. The district also provides temporary disability leave to all full- and part-time employees, which exceeds the state minimum program that is limited to certified professionals and classroom instructional aides.

Two different software systems are used for reporting absences. Instructional employees are required to report their absences through *Aesop*, a substitute management system, and *Skyward*, the district HR system. *Aesop* data is exported to *Skyward* and manually reconciled when payroll is processed. (See related recommendation in the *Financial Management* chapter of this report.) Other employees report their absences through *Skyward Employee Access*.

The HR benefits associate is responsible for leave administration. Direction is provided by the director of HR operations. The benefits associate provides individual counseling to employees and processes long-term leave, including family and medical leave (FML), temporary disability leave, extended sick leave, assault leave, and the sick leave pool.

Substitute expenditures for 2012-13 were \$907,355, a 19 percent increase from 2008-09. Expenditures in MISD are approximately 3.6 percent of teacher compensation, higher than the state average percentage rate of 2.4 percent.²³ Information was not available to determine the cause of the increase in substitute expenditures. An increase in spending could be the result of greater use for staff development activities related to district or campus curriculum initiatives, lack of oversight of absence reporting, increase in employee absences, lack of oversight, and other factors. Several of these issues are discussed below.

Recommendation 7-5: Monitor and analyze employee absenteeism.

Principals and supervisors are responsible for many aspects of managing leave, such as approving and reporting absences and monitoring employee use of leave and leave balances. There is limited oversight and accountability for monitoring employee absence rates at the district level. The MISD HR Department does not currently analyze employee absences and leave for trends or abnormalities across schools and departments.

Without comparison reports on absences principals and managers do not know whether their absence rates are higher or lower than average. Principals do not have standards to know whether days absent for school business are excessive on their campus. Making principals aware of this data can be a useful tool for them and for the district.

Absenteeism impacts substitute use and associated costs. Substitute use should be analyzed to identify opportunities for reducing costs. MISD should implement processes for monitoring leave accrual balances and use of leave, analyzing absence trend data, and counseling with principals who have extraordinary absence rates on their campuses. Absence rates and trend data should be examined to identify problem patterns, areas of concern, and opportunities for improvement. Staff should begin to use the *Aesop* reporting features and data queries from *Skyward* to generate data on employee absences for teachers and non-instructional staff.

Fiscal Impact

MISD should establish a goal of reducing the gap between their teacher substitute spending rate (as a percentage of teacher salaries) and the state average. If the district could get half way to the state average rate, or 3.0 percent, in annual savings of \$150,000 could be achieved. Over the long run the district should attempt to reach the state average or lower.

Recommendation 7-5	One-Time	2014-15	2015-16	2016-17	2017-18	2018-19	Total Fiscal Impact
	Cost/ Savings						
Monitor and analyze employee absenteeism	\$0	\$0	\$150,000	\$150,000	\$150,000	\$150,000	\$600,000

Note: Costs are negative. Savings are positive.

²³ TASB eFACTS+ Financial and Staffing Database, 2008-09 through 2012-13

Recommendation 7-6: Improve substitute management.

The minimum qualification for substitute teachers in MISD is 24 college hours or enrollment in college with a minimum of 12 completed college hours. Individuals that complete the application process are placed in the active pool once they have attended a substitute orientation session.

The HR senior administrative associate is responsible for all aspects of substitute teacher staffing including placement, applicant management, hiring, fingerprint processing, and management of the automated substitute system (Aesop). The associate also processes custodial and food service substitutes upon a recommendation from the department. Other positions for which substitutes are used are office and classroom aides.

The associate also conducts substitute orientation that covers use of the Aesop system and provides an overview of classroom management, campus procedures, and district information. Three large group sessions with 40–60 individuals in attendance are held throughout the year. No other formal training is required.

The report features of the Aesop system are not being fully utilized, as substitute reports are run by request only. As a result, metrics are not used to analyze substitute use or support planning efforts.

A substitute evaluation form is available through the district intranet. These forms are mainly used to document substitute performance issues. Once a report is filed, the associate investigates the situation and submits a recommendation to the assistant superintendent to block the substitute from the system. The assistant superintendent must approve the removal or blocking from the system. Once a decision is made, the associate notifies the individual.

Several strategies should be adopted by MISD to improve its management of substitutes. These are discussed briefly below:

- **Formally evaluate the quality of substitute teachers and the effectiveness of the substitute training program.** The HR leadership should work with the HR senior administrative associate in planning, monitoring, reporting, and evaluating both the performance of all substitutes and the content and quality of the substitute orientation program. Investigate availability of additional training programs to develop and improve the quality of substitute skills. Sources include the Regional Education Service Center, local community colleges, and other entities.
- **Use Aesop data to develop standard reports and metrics to regularly monitor substitute workforce trends.** Regularly review substitute workforce metrics to identify trends, such as fill rate by school, day, and month. These reports can help HR leadership develop strategies to ensure the number of available substitutes can meet the needs to cover a teacher’s controlled (e.g., staff development, UIL events, and administrative duties) and uncontrolled absences (e.g., personal and sick leave).

- **Establish criteria for removing substitutes from the active pool for non-disciplinary purposes and begin tracking substitute hours worked to comply with requirements of the Affordable Care Act (ACA).** The number of active substitutes maintained in Aesop will have implications for the district as various aspects of the Affordable Care Act (ACA) become effective (e.g., failure to offer insurance and affordability penalties). It is recommended that the number of active substitutes be limited to those who accept a minimum number of assignments or work a minimum of days within a designated period (e.g., month or semester). In addition, the district should consider implementing the Aesop module that tracks substitute hours worked to assist with compliance with the ACA.

Fiscal Impact

This recommendation can be implemented with existing resources.

Recommendation 7-7: Update benefit forms and guidelines.

Family and Medical Leave processes and forms are outdated and have not been revised to comply with 2009 amendments to the federal regulations. Family and medical leave processes and forms should be updated immediately to comply with federal regulations and local policy provisions. Model forms issued by the U.S. Department of Labor can be used as a starting point for MISD. The HR Department should ensure that its staff receives training to ensure compliance on an ongoing basis.

Employees should also be provided complete and accurate descriptions of district leave benefits. Leave benefits are important components of the district's total compensation package and should be effectively communicated to employees. The first step to providing effective communication is to include accurate leave information in the employee handbook and other publications (i.e., recruiting materials). It is also a good practice to give employees and supervisors a review of leave benefits on an annual basis. This can be done at faculty and department meetings, in newsletters, and other forms of communication.

Local provisions for the Family and Medical Leave Act (FMLA) should be included in the employee handbook and other benefits communications, including the definition of the 12-month period during which employees are entitled to 12 weeks of leave, the requirement to use paid leave concurrently with FML, limitations on use of leave for spouses employed by the district, and the ability to use paid leave for care of a newborn or for adoption or placement of a child. Listed below are other benefits defined in MISD Board Policy DEC (LOCAL) that should also be included:

- Extended sick leave
- Temporary disability leave for noncertified full- and part-time employees
- Reimbursement of leave upon retirement

Fiscal Impact

This recommendation can be accomplished with existing resources.

Compensation

The MISD HR Department regularly reviews the market competitiveness of its pay groups and has conducted a full pay systems review every few years for at least the past 14 years. Given the district's location in the Austin metro area, competition for professional staff is fierce and districts are constantly vying for better market position.

Salary comparisons using data from 2013-14 were made with eleven districts in the local area that MISD considers to be their primary competitors for talent. These comparison districts and their student enrollment is presented in Table 7.4.

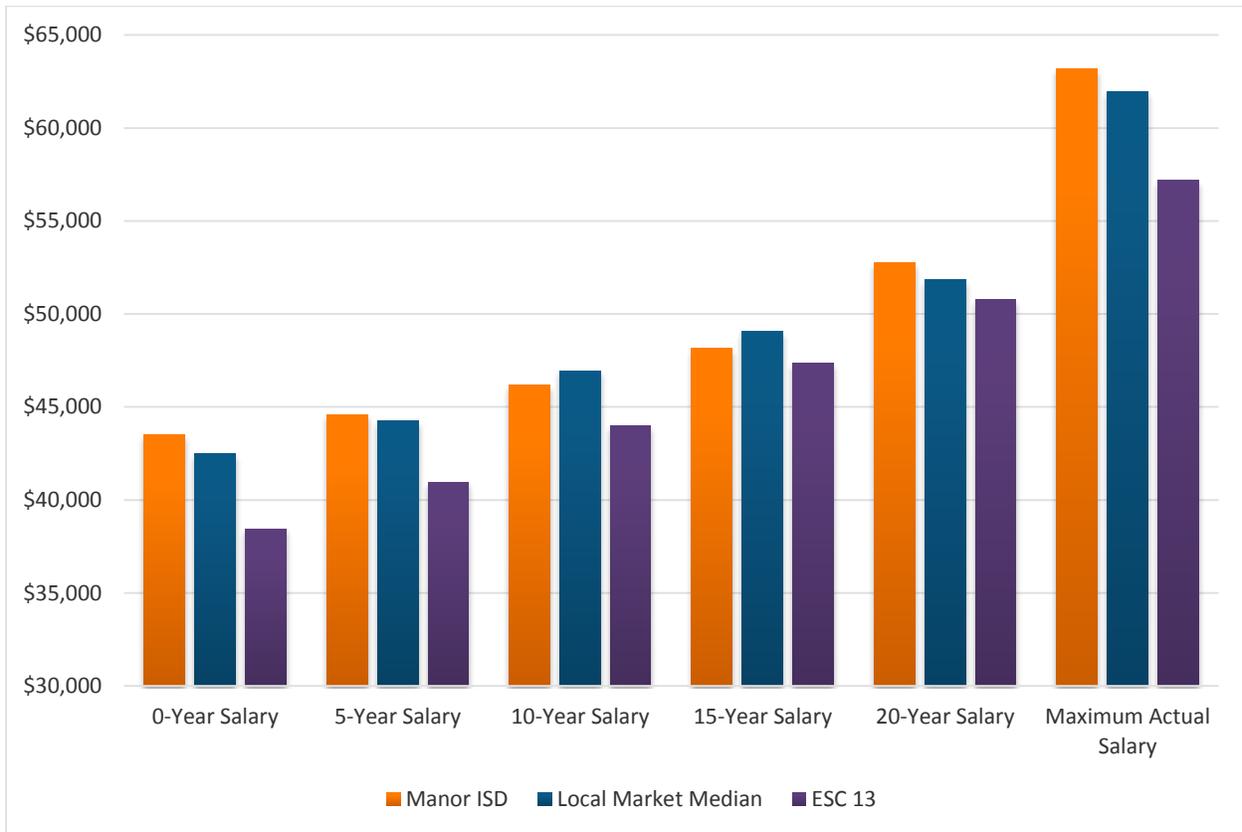
Table 7.4. Salary Comparison Districts

Comparison Districts	2013-14 Enrollment
Austin ISD	84,050
Leander ISD	35,236
Elgin ISD	4,133
Round Rock ISD	46,477
Del Valle ISD	11,536
Bastrop ISD	9,571
Hutto ISD	5,911
Georgetown ISD	10,576
Eanes ISD	7,985
Pflugerville ISD	23,491
Hays CISD	17,021

Source: TASA/TASB Salary Survey, 2013-14

Comparisons of MISD average teacher salary were made to each of the above districts and the regional (Region 13) average. Figure 7.2 presents MISD's average teacher salary for 2013-14 compared to the local and regional area by years of experience. In four of the six salary ranges, MISD's average salary is above the average of the 11 comparison districts. In all six categories it is above the Region 13 average.

Figure 7.2. MISD Median Teacher Salary Comparisons by Experience, 2013-14



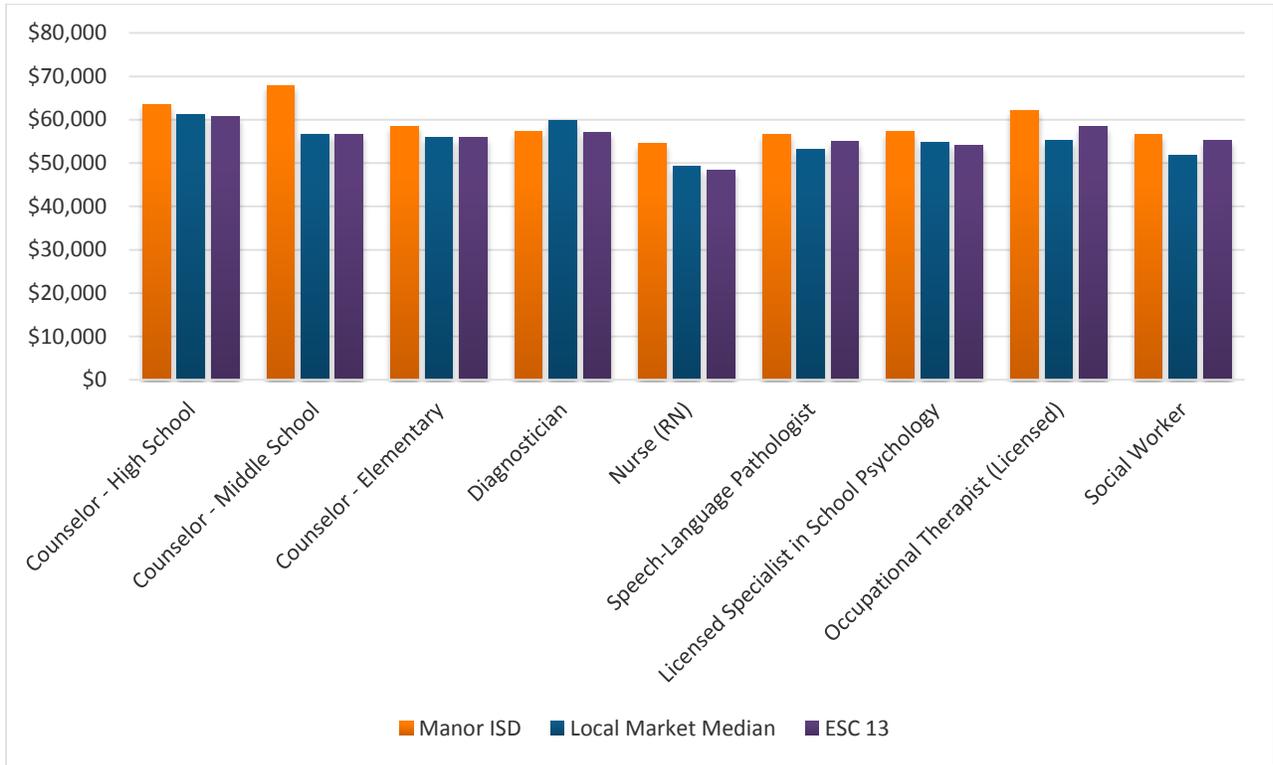
Source: TASA/TASB Salary Survey, 2013-14

Manor's teacher pay rates are strong in the first five years which is the key period for recruiting and retention of new teachers. Salaries dip only slightly in the 10 to 15 year range. In 2012-13, MISD's teacher turnover rate was 20.4 percent, approximately one-third higher than both the Region 13 average (15.6 percent) and the state average (15.3 percent). The district is aware of these issues and appears to have made strong teacher salaries a strategic funding priority in 2013-14 and beyond.

The district currently has three midpoint-based pay structures—one each for the Administrative-Professional, Operational Technical, and Paraprofessional pay groups. The district also has a step structure that includes all teachers, nurses, librarians, counselors, speech-language pathologists, diagnosticians, and LSSPs. With the exception of teachers, librarians, and occasionally nurses, most districts have moved the other non-teaching professional staff to the Administrative-Professional pay structure to allow for flexibility in pay placement processes and to move away from the entitlement mentality that often comes with step structures.

Salaries are also strong for professional support staff. Median salaries paid by MISD are 108 percent of the local job market and 107 percent of the region. Figure 7.3 presents comparisons of selected support positions to the 11 peer districts and the Region 13 average.

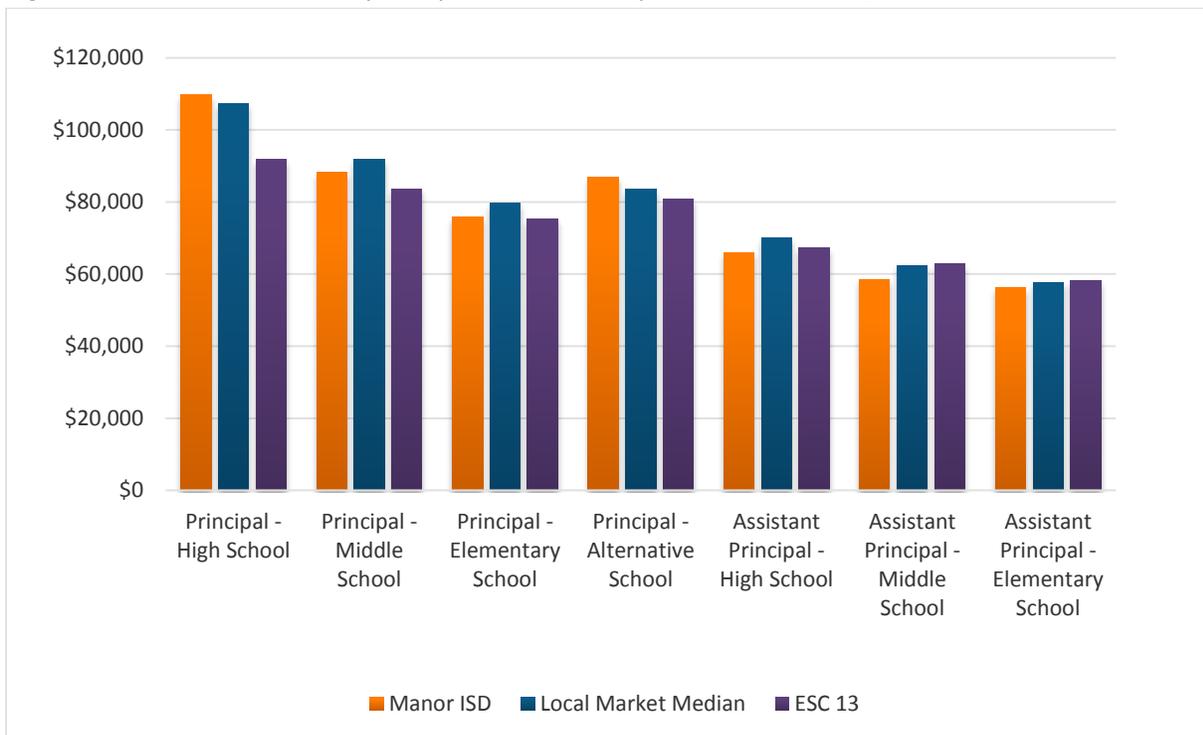
Figure 7.3. MISD Median Salary Comparisons for Professional Support Staff, 2013-14



Source: TASA/TASB Salary Survey, 2013-14

Campus administrator salaries are less competitive than teachers and professional support staff. Median salaries are below the local area districts for all jobs except high school principal and alternative school principal. Assistant principal salaries are below the local area market and the regional market groups, as shown in Figure 7.4.

Figure 7.4. MISD Median Salary Comparisons for Campus Administrators, 2013-14



Source: TASA/TASB Salary Survey, 2013-14

Recommendation 7-8: Develop long-range plan to address salary compression.

Over the past several years several MISD employment and salary actions have created the unintended perception that pay is distributed unfairly, a belief which can have undesirable consequences. For example, a 10-year, high-performing MISD employee would conceivably decide to start looking for a new job after learning that a recently-hired colleague, who has a great deal of potential and enthusiasm but considerably less relevant experience, has been hired also to perform the same job at the same pay level.

This example illustrates one form of salary compression - when the pay of a new employee is very close to the pay of more experienced employees in the same job. Another form of salary compression is when employees in lower-level jobs are paid almost as much as their colleagues in higher-level jobs, including managerial positions.

When salary compression and the policies that enable it are sustained over several years, it is demoralizing to the workforce and can lead to widespread dissatisfaction. District leaders become concerned because salary compression transforms the organization's single largest cost – compensation – from a motivator into a demotivator. Moreover, while salary compression is not illegal, it is often accompanied by pay inequities that often violate equal pay laws. In situations where salary compression causes *salary inversion*, where newer employees make more than experienced staff, it could create a pay equity problem if the experienced staff is a protected class.

The Society for Human Resource Management has developed a listing of the causes of salary compression (Figure 7.5). It is commonly used by organizations to determine if they are experiencing salary compression. Because fixing the problem is more costly than preventing it, the same chart can be used by TUSD as a primer to avoid future salary compression.

Figure 7.5. Causes of Salary Compression

- Annual budgets with salary increases have been modest for 20 years—somewhere between two and four percent has been the norm—yet candidates changing jobs or companies expect raises of more than two to four percent, and thus the salaries of new hires can exceed that of incumbents.
- Reorganizations change peer relationships and can create compression if jobs are not reevaluated.
- In some organizations, certain departments or divisions may be relatively liberal with salary increases, market adjustments, and promotions while others are not.
- Some employers have overlooked their HR policies designed to regulate pay, paying new hires more than incumbents for similar jobs under the mantra of paying what it takes to get the best talent.
- Because of the weak job market, many organizations have found it easy to hire people who had already done the same work for another organization, eliminating the need for training. Rather than hiring people with high potential and developing them for the long term, they have opted for people who could “hit the ground running,” regardless of their potential.

Source: Jim Kochanski and Yelena Stiles. “Put a Lid on Salary Compression before It Boils Over.” www.shrm.org

The review team reviewed several examples of new employees with less or equal experience being placed at higher starting salaries than more experienced employees in the same position. In MISD’s case, this has been done to attract new talent that might otherwise be lost.

MISD has been addressing salary compression on a case-by-case basis, but needs to develop a long-term plan for addressing it while remaining competitive in the market for needed talent. For internal pay equity, placement procedures should not allow new employees to be paid more than job incumbents with more experience in the same position. This rule of thumb however, does not hold true in the case of jobs that are different or experience that is different. Experience that is directly related to the job in question has more value than total years in education generally.

Fiscal Impact

Since MISD is currently addressing salary compression on a case by case basis, implementing this recommendation is not expect to have additional costs than would otherwise be incurred. Accordingly, this recommendation can be accomplished with existing resources.

Employee Relations

Recommendation 7-9: Revise process for handling grievances.

The goal of the district in handling employee complaints should be to resolve conflicts at the lowest possible level and prevent grievances from being filed. In many districts, the Level 1 contact for grievances is the employee's supervisor, or the lowest level administrator who has the authority to remedy the alleged issue. At MISD, the assistant superintendent reviews all complaints and determines who will handle the first step in the formal grievance process. The Level 2 hearings are generally conducted by the assistant superintendent for Human Resources. The assistant superintendent and director of HR operations have completed mediation training and offer employees the option of using an informal mediation process to resolve issues.

The MID HR Department should collaborate with campus principals and supervisors to ensure timely and effective resolution to grievances at the lowest level possible. A protocol for conducting investigations and written procedures should be developed to ensure the process is consistent. Principal responsibilities should include conducting interviews and collecting witness statements on a case-by-case basis and recommending the action to be taken following the investigation. HR should also provide supervisory training to principals and other administrators and supervisors on effective communication and managing employee performance effectively.

The HR Department should post models, forms, and procedures for conducting investigations to the secured administrator/supervisor section of the intranet for use when the need arises. Online forms to be completed online will reduce the risk of lost paperwork and delays in processing time.

Fiscal Impact

This recommendation can be accomplished with existing resources.

Recommendation 7-10: Begin tracking annual trend data on grievance activity, issues, and resolutions.

Historical trend data on past grievance activity, including information by reason and department or work area was not available for analysis by the review team. The assistant superintendent reported that grievances are regularly filed, although the majority of complaints are resolved before Level 3 (i.e., board hearing).

MISD is not currently tracking or analyzing grievance data at the district level to better understand the underlying causes and potential remedies. Tracking data on grievances can be a very useful tool for management. Historical trend data can tell district leaders what is typical and atypical for the district and provide an early warning alert when preventive interventions are called for. Annual metrics on grievances and investigations should include the total number of employee grievances filed and the level of resolution for each, the number of investigations completed and reports to SBEC, and categories of

grievance issues (e.g., complaints against supervisor, complaints about job assignment, compensation and benefits, PDAS, discipline/termination, etc.).

Fiscal Impact

This recommendation can be accomplished with existing resources.

Performance Appraisal and Management

The district uses the Professional Development Appraisal System (PDAS), the current state recommended system for teacher evaluation. Principals use Eduphoria, a data collection and reporting tool, to manage the process. This system allows for electronic recording of observation and completing forms. Final evaluations are printed, signed by the teacher, and forwarded to HR for filing.

Over the next few years, TEA will be recommending a new teacher evaluation system. During the past year the agency has been piloting alternative evaluation systems. The new system is expected to incorporate student growth into a teacher's evaluation. Currently, the PDAS system allows student achievement at the school level to be part of the evaluation, but not student achievement for specific students taught by the teacher.

The district will eventually need to plan for implementing a new teacher performance system that incorporates student achievement growth as mandated by the Texas Legislature. It is expected that a new state model that includes student growth will be available for districts to implement locally in 2016–17. It is recommended that the district wait for more guidance and assistance from the Texas Education Agency since it would be difficult for the district to develop and implement a local system in a timely manner.

Recommendation 7-11: Improve evaluation system for non-teaching employees.

For all non-teaching positions, the performance evaluation process is completed on paper. Evaluation forms uniquely tailored to each non-teaching position have been developed. HR staff estimates that as many as 90 different evaluation forms are in place. Some specialized performance indicators that align with the essential functions listed on the job description are included for certain positions. However, additional indicators that are not relevant to some positions are also included (e.g., instructional impact and oversight on non-instructional professional evaluations).

The large number of unique evaluations creates challenges for supervisors of multiple positions. In addition, maintaining the system and ensuring evaluation forms are current and aligned with job descriptions is challenging for the HR staff. The district should improve the non-teacher performance evaluations by doing the following:

- Establish a calendar of initial, ongoing, and recurring training (e.g., annual documentation training, periodic training on developing growth plans, certification and NCLB resources, managing employee performance, conflict resolution, and conducting effective interviews).

- Allow administrators to provide input into specific needs that acknowledges variance in skill level. Various sources for training include TASB, Texas Association of School Administrators (TASA), Texas Association of School Personnel Administrators (TASPA) Regional Education Service Center 13, school attorneys, and other consultants.
- Consolidate evaluation forms among other jobs groups and levels to reduce the number of unique evaluations that supervisors are required to use and HR must maintain.
- Implement a tracking system to ensure annual appraisals for all employee groups are conducted.
- Explore the feasibility of transition to an electronic system that provides an automated method of tracking completion of performance appraisals and allows for electronic storage.

Fiscal Impact

This recommendation will require supervisor and HR staff time, and additional cost if a new performance evaluation system (for non-teachers) is purchased. It is expected that the cost of such a system would not exceed \$10,000.

Recommendation 7-11	One-Time Cost/ Savings	2014-15	2015-16	2016-17	2017-18	2018-19	Total Fiscal Impact
Improve evaluation system for non-teaching employees	(\$10,000)	\$0	\$0	\$0	\$0	\$0	(\$10,000)

Note: Costs are negative. Savings are positive.

Chapter 8 – Financial Management

Introduction

School districts are public entities entrusted with federal, state, and local funds to pursue their educational mission. Financial managers of school districts are charged with implementing the processes and procedures to manage those funds in accordance with the law, regulations, and district policy. As resources for education become increasingly limited, effective financial management is critical to ensuring that the school system meets objectives and support student achievement.

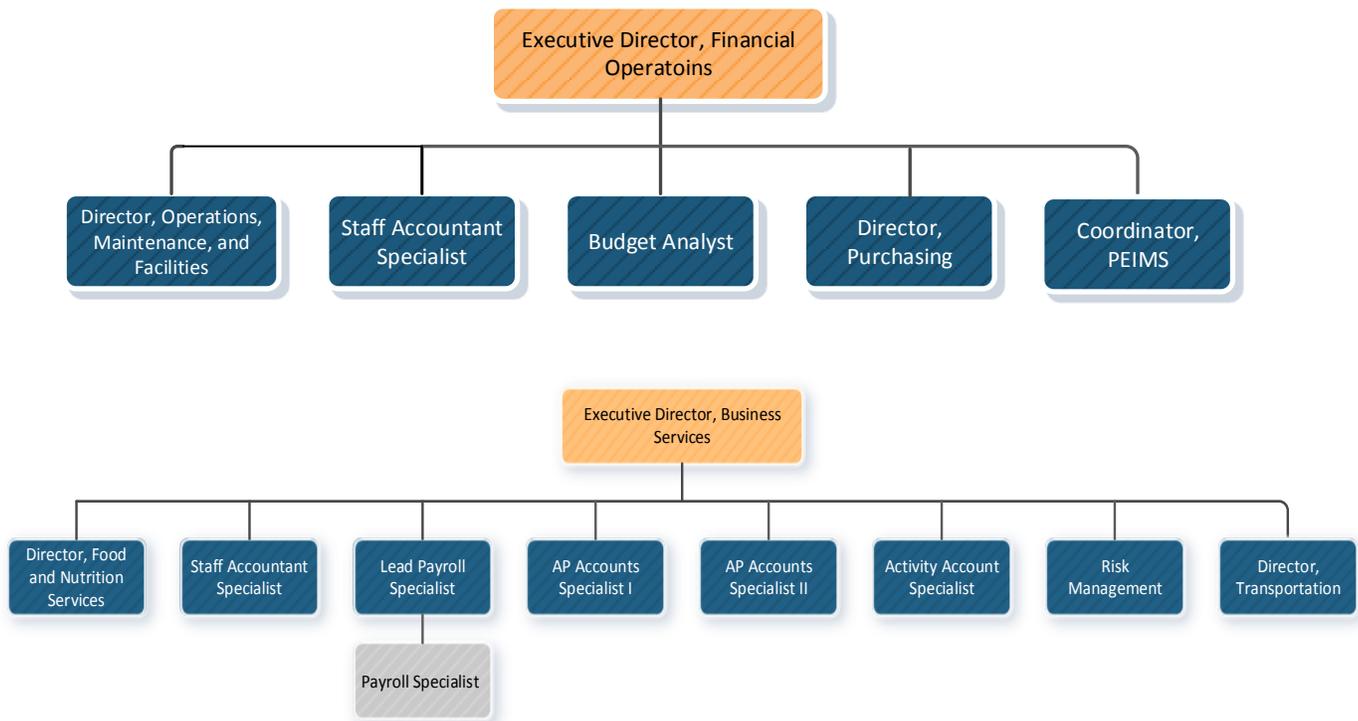
A successful school district must continue to look for ways to leverage available resources while maximizing learning opportunities for all students. Stated simply, a successful school district operates efficiently, manages its costs wisely, and streamlines operations. Sound financial management includes:

- Developing an organizational structure that balances the responsibilities of financial management, fosters good communication within the department and with other district schools and departments, and enhances the ability of the department to accomplish tasks in a timely manner.
- Formulating budgets to monitor spending, control costs, and enforce accountability across the district.
- Employing processes, procedures, and controls to ensure that vendors and employees are paid accurately and timely, and to ensure that financial transactions are recorded properly.
- Implementing information management systems that facilitate the efficient processing of transactions and the reliable reporting of financial information.
- Accounting for funds entrusted to the district in accordance with applicable federal and state laws.

Manor Independent School District's (MISD) financial operations include payroll, budgeting, purchasing, accounts payable, student fund management, and general accounting functions.

The district's financial management functions are executed through the Business Office which is composed of the Executive Director of Business Services, the Executive Director for Financial Operations, a Budget Analyst, and four Staff Accountant Specialists. The Executive Director for Financial Operations coordinates budget and external reporting activities for the district as well as estimates and monitors state funding and other revenues. The Executive Director also oversees Purchasing, Facilities and Construction, the 2014 bond program, and the district PEIMS function. The Executive Director of Business Services oversees payroll, accounts payable, Food and Nutrition Services, Risk Management, and Transportation. Purchasing is discussed later in this chapter. The Business Office organization structure is presented in Figure 8.1.

Figure 8.1. Current Business Office Organizational Structure



Source: Organizational Chart Finance and Business Operations

The Staff Accountant Specialist oversees the student activity funds, bank reconciliations, budget transfers and general accounting functions. The Lead Payroll Specialist oversees payroll runs for permanent employees, special pay adjustments and any employee payroll inquiries. The Payroll Specialist oversees payroll runs for substitutes and payroll deductions. The Accounts Payable Specialists process all payments to vendors from all funds except student activity funds. The Budget Office Substitute performs general accounting functions, assists with development of budget and works with auditors during the year end external audit. The Director of Facilities and Construction and Director of Federal Grants oversee their respective departments.

The Business Office has conducted an informal customer survey in the past, the results of which indicate employees have seen improvement in finance services (e.g., response times, clarity of information). This survey was not intended to be a performance measure, but rather an avenue for obtaining feedback from customers. The Business Office and the Purchasing Department currently do not track performance or efficiency measures. Refer to *Chapter 1 – District Organization and Management* for further details related to implementing performance measures districtwide. Table 8.1 provides summary information of the district’s actual operating expenditures for the most recent five years.

Table 8.1. Actual Operating Expenditures

2009	2010	2011	2012	2013
\$63,143,247	\$65,354,945	\$59,771,035	\$65,808,714	\$68,543,717

Source: Texas Education Agency, PEIMS Reports

The district has received unqualified (clean) opinions (meaning that there were not issues in the audit) during their year-end annual audits for the same years shown in Table 8.1 and they have met their target fund balance for the same years. The district also earned a “Superior Achievement” rating on its Financial Integrity Rating System of Texas (FIRST) evaluation from the Texas Education Agency. The FIRST rating ensures that Texas public schools are held accountable for the quality of their financial management practices and that they improve those practices.²⁴

This chapter provides commendations and recommendations related to the following aspects of financial management at the district.

- Purchasing
- Budget Financial Reporting
- Accounting and Payroll

Summary of Recommendations

Table 8.2 provides a summary of financial management recommendations and resulting financial impacts over the next five years.

Table 8.2. Fiscal Impact Summary

Recommendation	One-Time Costs/ Savings	2014-15	2015-16	2016-17	2017-18	2018-19	Total Fiscal Impact
8-1. Modify purchasing procedures in order to maximize the use of purchasing cards.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
8-2. Eliminate hard copy manual processes at campuses.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
8-3. Evaluate feasibility of implementing budget “control” accounts through Skyward to reduce volume of budget transfers.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
8-4. Improve budget financial reporting process.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
8-5. Streamline expense reimbursement process.	\$0	\$0	\$0	\$0	\$0	\$0	\$0

²⁴ TEA website: <http://www.tea.state.tx.us/index4.aspx?id=3864>

Recommendation	One-Time Costs/ Savings	2014-15	2015-16	2016-17	2017-18	2018-19	Total Fiscal Impact
8-6. Implement positive time reporting for non-exempt employees and pay bi-weekly.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
8-7. Automate reconciliation between AEOSP and Skyward.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Net Fiscal Impact	\$0	\$0	\$0	\$0	\$0	\$0	\$0

Note: Costs are negative, savings are positive.

Purchasing

The Purchasing Department employs two employees: a Purchasing Specialist and a Purchasing Director, who are overseen by the Executive Director of Financial Operations. The Purchasing Director has final approval on all purchase orders (POs) and also oversees the bidding process. The Purchasing Specialist assists the Purchasing Director with PO review, approves POs from campuses, oversees the district travel program, and fields any questions that may arise from employees who are submitting POs.

Recommendation 8-1: Modify purchasing procedures in order to maximize the use of purchasing cards.

The district issues POs for payments to vendors for goods and services. In 2012, the district implemented a Purchasing Card Program (P-Card Program) whereby certain individuals within the district have a card issued to them for district purchases. The goal of the program was to decrease the number of requisitions and POs that are processed by the Purchasing Department. The Executive Director of Financial Operations and the Purchasing Director serve as the program administrators. The Executive Director is in charge of issuing/cancelling cards, establishing and implementing policies, and establishing controls for the program. The Purchasing Director determines spending limits and is also responsible for reviewing the monthly statements, ensuring that all receipts are submitted (for purchases equal to or greater than \$25) and making any budget code changes. The current P-Card Program does not establish a limit on individual transactions, however, total monthly purchases are limited to the spending limit on each card. Table 8.3 lists all the P-Cards that have currently been issued as of the writing of this report.

Table 8.3. Summary of Issued P-Cards

Issue Date	P-Card Owner/Department	PO Group
10/3/2013	Special Education Director	161
02/28/2013	CTE Director	151
10/3/2013	Bilingual Education/ESL Director*	131
08/17/2012	Athletics Director	181
03/27/2013	Human Resources Director*	949
07/30/2012	Advanced Academics/Fine Arts Director	917

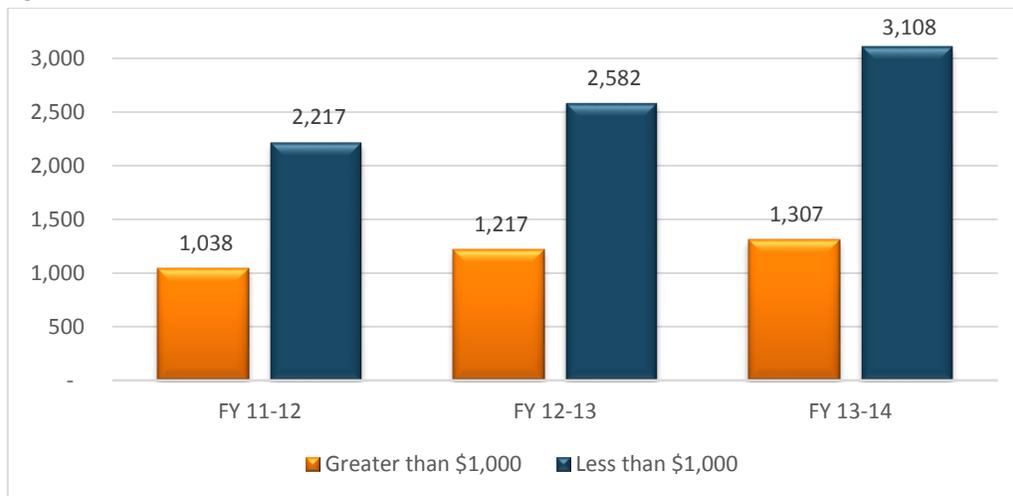
Issue Date	P-Card Owner/Department	PO Group
01/11/2013	Facilities and Construction Director	600
07/24/2012	Family and Student Support Services Director	932
07/19/2012	Technology Directors	191
08/20/2013	Superintendent Office Communications Liaison	701
02/28/2013	Child Development Center	394
11/7/2013	Purchasing/District Ghost Card	Various
02/11/2014	Bluebonnet Trail Elm School*	102
07/24/2012	Human Resources – Asst Superintendent	949
07/30/2012	Curriculum & Instruction Executive Director*	Various
02/18/2014	Manor New Tech High School	904
11/13/2012	Assistant Superintendent's Office	701

Source: Purchasing Department, June 2014

Table Note: *Card was deactivated June 2014

The P-Card implementation has not yet resulted in a reduction in purchase order volume. During the past three fiscal years (FY) the district has processed a PO dollar volume ranging from \$14.8 million to \$15.7 million a year. The quantity of POs has also increased. Of all the POs processed, two-thirds are under \$1,000. Figure 8.2 presents the volume of POs by dollar amount grouping for the past three years.

Figure 8.2. District-wide PO Volume

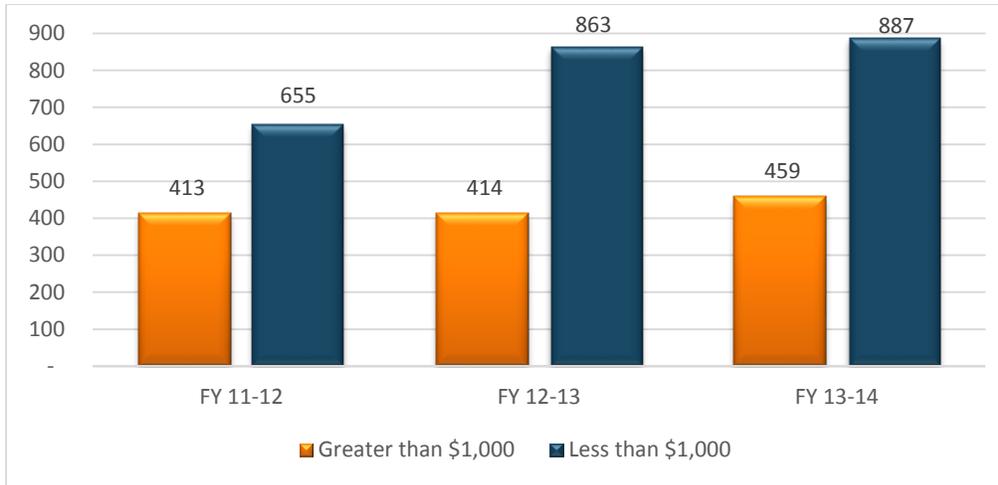


Source: PO/Requisition Transaction Report-Skyward

In implementing the P-Card program, the district's goal was to establish a more efficient and cost effective method of for making small dollar, high volume purchases. The program was specifically designed to decrease the number of requisitions being processed and allow authorized district employees to make immediate purchases to address their departmental needs in a timely manner. As noted in Figure 8.2 above, the goal has not yet been achieved district wide. Figure 8.3 shows that purchase order volume has

not declined for those departments/schools where a P-Card was issued. A similar trend of PO volume increases continued despite the implementation of P-Cards.

Figure 8.3. P-Card Department PO Volume



Source: PO/Requisition Transaction Report- Skyward

The main benefit of a P-Card program is to minimize the manual and sometimes tedious processes of purchasing and place more autonomy on department heads. The district should review the guidelines provided to the cardholders and modify these to encourage maximum use of the card. Possible modifications include:

- Establishing a transaction threshold for which P-Cards should be used.
- Providing messaging and educate the cardholders about the positive effects of using P-Cards so that they are more comfortable using them.
- Moving the month-end review of P-Card activity to the Accounts Payable department as they will be better fit to review proper budget coding prior to paying card.
- Establishing “audit-type” review procedures to ensure that cardholders are complying with the P-Card Program protocols instead of a detailed review of every single transaction.
- Increase the distribution of P-Cards to remaining schools.

These modifications will help the district’s Purchasing Department focus on monitoring purchasing transactions as opposed to processing POs for every procurement. Further, this will result in quicker procurement of small items needed to meet department needs. Additionally, increased use of P-Card can increase the rebate amount associated with the card.

Fiscal Impact

The district can implement this recommendation with existing resources.

Recommendation 8-2: Eliminate manual purchasing processes at campuses.

The Skyward system, used by the district for financial management, includes a purchasing module that supports the processing of purchase requisitions online. Supporting documents can be scanned and “attached” electronically to the requisition transaction, and approvals can be made online based on designated approval levels and assignments.

During school site visits, the review team learned that each campus used this system for online transaction processing of purchase requisitions, attaching scanned documents and executing online approvals. However, some campuses continue to perform a manual process (used before the system was implemented) that now duplicates this effort. Supporting documents are not only scanned, but also photocopied for principal review and signature. The principal approves each transaction twice – once online and a second time in writing. The documents are then filed at the campus even though there is an electronic copy available whenever it needs to be printed.

This duplication of effort is the result of school staff wanting to make sure that they have the hard copy documents available if they are ever needed. It appears that it has less to do with confidence in the system, although some schools maintain a separate spreadsheet of outstanding purchase requisitions that may be more current than what is reflected on Skyward. MISD staff at other schools rely exclusively on the Skyward system features and do not perform the manual and paper-intensive procedures. The Business Office should send a directive to the schools stating that hard copy documents are not required to be maintained at the campuses and that only the online process should be used. Improving the use of the district P-Card (recommended earlier in this chapter) should help improve the overall efficiency of the purchasing process and eliminate the need to maintain duplicate spreadsheets or logs of outstanding purchase requisitions at the campus.

Fiscal Impact

The district can implement this recommendation with existing resources.

Budget Financial Reporting

Recommendation 8-3: Evaluate feasibility of implementing budget “control” accounts through Skyward to reduce volume of budget transfers.

When expenditures are encumbered, the requestor validates that there are sufficient funds available. Skyward is currently configured to automatically check for available funds within an individual account when purchase requisitions are initiated. If the account does not have sufficient funds, Skyward prevents the requisition from being submitted. In order to process the request, the requestor must contact the Business Office and ask for a transfer to that individual account from another individual account such that they may continue with submission of their requisition. In other instances, school or department staff may change the account code of the requisition to a different code that has budgeted funds available. As a result, the Accounting Department must process numerous small dollar budget transfers throughout the

year and identify possible account code discrepancies. In FY 2013-14, a total of 546 individual transfers were processed.

The district should implement the feature in Skyward that checks for available balances at a determined account group level rather than an individual account level whenever the school or department initiates a purchase requisition. This can easily be configured in Skyward by defining the groups and which accounts are mapped to which group. After the groups are defined, then the group level option is selected. This feature would ensure that available funds exist at a level above the individual account (a group of similar accounts) and would reduce the time and effort of budget and accounting staff while still maintaining adequate control over spending.

Fiscal Impact

The district can implement this recommendation with existing resources.

Recommendation 8-4: Improve budget financial reporting process.

One of the board's responsibilities is to approve the annual budget. Based on a review of the past four approved budget documents, the information presented is at a very high (function) level. Figure 8.4 presents the 2013-14 MISD approved budget.

Figure 8.4. 2013-14 MISD Approved Budget



Budget for 2013-2014
Date Adopted by Board: June 26, 2012

Revenue:		
5700	Local and Intermediate Sources	\$ 57,221,554
5800	State Program Revenues	31,970,387
Total Revenues		89,191,941
Expenditures:		
11	Instruction	\$ 33,780,622
12	Instructional Resources, Media Services	\$ 739,634
13	Curriculum Development, Staff Development	\$ 1,225,044
21	Instructional Leadership	\$ 1,333,516
23	School Leadership	\$ 4,106,350
31	Guidance and Counseling, Evaluation	\$ 1,592,188
32	Social Work Services	\$ 399,917
33	Health Services	\$ 702,106
34	Student Transportation	\$ 2,880,169
35	Food Services	\$ 4,589,500
36	Co-Curricular/Extra-Curricular Activities	\$ 1,390,149
41	Central Administration	\$ 1,980,828
51	Plant Maintenance and Operations	\$ 6,706,778
52	Security and Monitoring	\$ 752,184
53	Data Processing	\$ 1,459,592
61	Community Service	\$ 442,234
71	Debt Service	\$ 24,219,923
81	Facilities Acquisitions and Construction	\$ -
91	Contracted Instructional Services Between Public Schools	\$ -
92	Incremental Costs Associated with Chapter 41	\$ -
93	Payments to Fiscal Agents for Shared Service Arrangements	\$ -
94	Payments to Other Schools	\$ -
95	Payments to Juvenile Justice Alternative Ed. Programs	\$ 35,000
96	Payments to Charter Schools	\$ -
97	Payments to Tax Increment Funds	\$ -
99	Intergovernmental Charges Not Defined in Other Codes	\$ 246,635
Total Adopted Expenditure Budget		\$ 88,582,369

Source: MISD

The current approach to budget reporting does not support sufficient transparency into district spending and should be enhanced. More information can help the board and the public have a better understanding of how the funds will be used and help ensure that the budget plan aligns with the overall goals and priorities of the district.

Additional information that could be added to the budget document includes:

- Details of budget by school
- Budget detail by object code
- Details of headcount needed in different positions
- Details of budget by department

An effective budget document should include sufficient level of detail incorporating factors considered as the budget was built (i.e.: headcount, student projections, etc.), drivers of increases or decreases from prior year budget, as well as information on any special expenditures for the year. Appendix F presents a sample budget that includes more information and details. The district's budget document should include

more details to facilitate the adoption of the budget and ensure that the board has sufficient information to adequately fulfill their duties.

MISD management provides monthly updates to the board via a packet included in the board materials. The documents include comparisons of year-to-date actual expenditures compared to the same year's adopted and amended budget as well as prior year actual expenditure by functional area. The packet also includes figures that outline the remaining balance in the amended budget. This schedule is provided for the following funds:

- General Fund
- Food Services Fund
- Debt Service Fund

The documents provided to the board do not include any information regarding significant variances or details regarding any future expenditures that could cause overages. Based on discussions with management, data analysis is not performed to understand the budget to actuals, the schedules are simply prepared for presentation.

The district should perform a review of budget to actual data in conjunction with preparation of the board packet. MISD should adopt the following procedures in its budget to actual reporting to the board:

- Provide explanations of variances noted in expected versus actual budget variances. To assist with this, a threshold can be established for investigation to facilitate the investigation process.
- Provide budget status by fund, major object category (e.g., salaries, contract services, supplies, etc.), and department (e.g., technology, human resources, middle schools combined).
- Provide the expected percentage of budget expended to date in addition to the actual percentage expended. Given that timing of expenditures can vary and sometimes be frontloaded or back loaded, these figures will be a better representation of budget status.
- Continue to present this information every month. During FY 2013-14 presentations for January, February, and July did not occur.

This information will provide the board with sufficient information to know that the budget is being spent according to the plan approved by the board.

At a more granular level, the Business Office should also ensure that the budget is modified/re-assessed when new positions are approved and added by Human Resources. Currently, there are no formal procedures for the Business Office to modify the budget when a position is added. As part of the overall budget reporting improvement efforts, there should be increased communication between the Business Office and the Human Resource Department to ensure accurate changes are made to budget.

Fiscal Impact

The district can implement this recommendation with existing resources.

Recommendation 8-5: Streamline review of travel expenditure reports.

In April 2014, the district implemented new travel policies and hired a third party service provider to book all district travel. This includes airfare, rental cars, and hotel bookings. The third party also received a copy of the district's travel policies and understands that the end goal of the changes is to find the most cost effective methods of travel. Currently, the process begins with the employee contacting a "travel representative" or the Purchasing Department after completing a travel request form. The travel representatives are MISD employees who have been trained on the new travel policies and are able to contact the third party travel agency. Individual employees are not allowed to coordinate with the travel agency directly. The goal of this process is to ensure compliance with the new policies and thus save the district money on travel. After the travel is approved and booked, the employee receives an estimated reimbursement amount. After the travel takes place, the employee must submit a travel expenditure report and all expense receipts to purchasing. The Purchasing Department reviews 100 percent of all submissions. All the information contained within the submission is reviewed. The Purchasing Department reviews for non-compliance with policies. If there are any instances of non-compliance, the employee is contacted and the reimbursement is adjusted.

Instead of reviewing every transaction before approval, a sample of travel expense reimbursements should be done after payment. The relatively small dollar amount of travel expenses does not justify a 100 percent advance approval. Specifically, the third party travel agency provides the district with several informational reports that can aid in narrowing down which travel expenditure reports to review. The reports include various details of travel costs as well as length and location of travel by employee. This information can help narrow down those employees with more activity and strategically determine which employees to review. Currently, there is a significant amount of time dedicated to review travel expenditure reports. Narrowing down the number of reports reviewed will save time of the Purchasing Department personnel. Additionally, the district should investigate the feasibility of processing employee expense reimbursement through payroll. Given that payroll is paid via electronic funds, this can help in reducing the number of checks cut.

Fiscal Impact

The district can implement this recommendation with existing resources.

Payroll

Commendation 8-1: The Payroll Department requires all employees to have a direct deposit for payroll payments.

Payment via direct deposit is the most efficient way to pay employees. The district is able to be very diligent in ensuring that all employees have a direct deposit set up. This has streamlined the finalization process of payroll and minimized the need for checks.

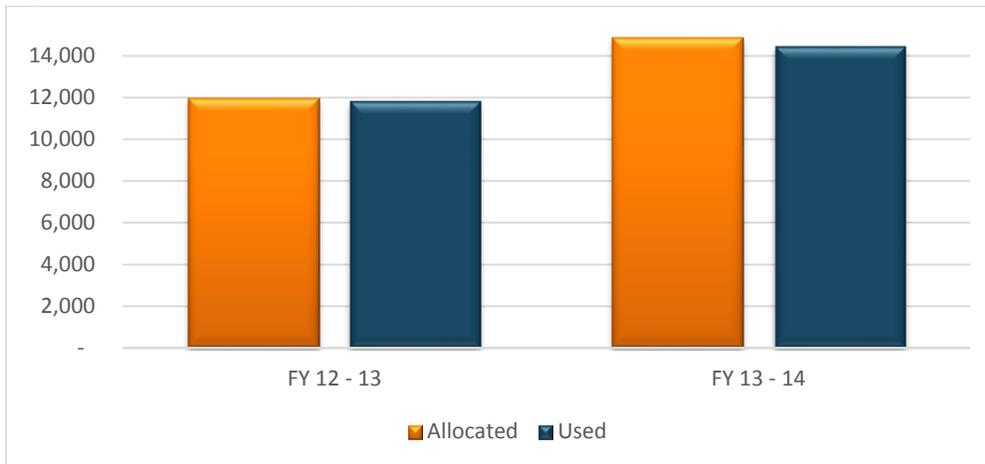
Recommendation 8-6: Implement positive time reporting for non-exempt employees and pay bi-weekly.

The district uses the True Time clock system to track hours worked by non-exempt employees. The True Time software is paperless and integrated with Skyward. Non-exempt employees include all clerical, paraprofessional, operations and technical positions. Those positions have an hourly rate, however, they are not hourly employees. Instead, their pay is based on a contract amount which is determined on the designated hourly rate times the total number of hours the position would work in a given school year, assuming a 40 hour work week. That contract amount is prorated and paid monthly over 12 months. Under this structure, it is assumed that everyone will work a standard work schedule and thus hours logged within True Time do not directly drive the monthly pay for non-exempt employees.

Their monthly pay is only affected by any overtime worked and submitted for payment. Overtime hours worked are either: 1) documented on a hard copy time sheet and submitted to payroll for payment within that payroll period, or 2) added to the employee's time compensation bank for time off. Overtime will only be paid (at an overtime rate) via submission of a hard copy, approved time sheet. If the overtime hours are added to the employee's time compensation bank, those hours can be used as time off at a later date. For example, if an employee is out for a day and has sufficient hours within the compensation time bank, the employee may use the hours within the compensation time bank in addition to the other types of time off allotted to them (i.e., vacation, local leave, etc.). It is up to the employee to record the time off within the Time Off module in Skyward to deplete the time compensation bank.

Figure 8.5 presents a summary of hours allocated to time compensation bank and used during the past two years for all employees across the district. For the most recent year, there were a total of 278 employees who worked overtime and the time was added to their time compensation bank. This equates to approximately 53 hours per employee for the year. Additionally, approximately 695 hours of the total hours allocated to time compensation bank were added manually, meaning not via completion of a time sheet.

Figure 8.5. District-wide Compensation Time



Source: Time Off Detail Transaction Report - Skyward

As indicated above, there is a high volume of hours being added into the time compensation bank for employees. The addition to the time compensation bank is automated upon submission of weekly timesheets within True Time and depletions are manual based on entry into the Time Off module by the employee taking the time off. The compensation bank can be depleted by the Payroll Department when compensation time is paid out or when a hard copy time sheet is submitted for payout.

The district's administrative procedures handbook stipulates that all time sheets must be submitted and approved by supervisor. The supervisor review seeks to ensure that the hours allocated to the time compensation bank are valid and accurate; however, the review may not cover depletion of the compensation time or any type of time off taken by the employee. For example, if the employee does not log hours for a day and the supervisor knows of the time taken off, they would approve the timesheet outlining the hours taken off as "paid hours off", there would be no review by the supervisor to ensure that the employee depleted their time compensation bank.

Based on interviews, historically there has not been diligence or enforcement of completion and review of time sheets within True Time, predominately given that those timesheets do not directly impact the pay for non-exempt employees. In FY 2013-14, there were 367 individual employees who had some instance of incomplete or unsubmitted time sheets within True Time. As such, there are instances where there is no official records of true hours worked by a non-exempt employee.

Hard copy time sheets for all employees who worked overtime or extra duty are due to payroll two days after the end of the payroll month, which is the last Sunday of each month. These timesheets are processed and or payroll processing and paid out on the 15th of the following month. This hard copy documentation is routinely late to payroll causing multiple pay runs in any given month. Table 8.4 shows the number of payrolls run each month from June 2013 to July 2014. MISD pays its employees once a month and has one additional payroll run for substitutes.

Table 8.4. Payroll Runs in FY 2013-14

Month	No. Payroll runs
June 2013	9
July 2013	12
August 2013	10
September 2013	11
October 2013	10
November 2013	8
December 2013	8
January 2014	5
February 2014	6
March 2014	10
April 2014	8

Source: Payroll Registers Skyward

Typically, districts have a payroll run for permanent employees and one for substitutes. The district will run the permanent employee and substitute pay run around the 10th of the month and post to Employee Access within Skyward for employees to review. This result is an inflow of late hard copy time sheets to payroll for processing in the days subsequent. As employees are only paid monthly, the district will run “supplemental” payrolls to pay the late-submitting employees in the current month so that they do not have to wait until the following month payroll. The number of employees paid in the supplemental runs can range from 1 to 40 employees.

Implementing positive time reporting for non-exempt employees will streamline the process and reduce back end processing significantly. Specifically, the implemented change should:

- Remove automatic addition to time compensation bank.
- Allow for submission of overtime hours worked within True Time.
- Enforce diligent review of all timesheets by supervisors.
- Educate and message to employees regarding the importance of timely timesheet submission.

Benefits of implementation include:

- Payment to employees for the time worked when they work it.
- Removal of hard copy time sheets.
- Reduce opportunity for human error.
- Eliminates the need for payroll to calculate overtime or enter data for different payroll runs.
- More accurate and timely reporting.

Fiscal Impact

The district can implement this recommendation with existing resources

Recommendation 8-7: Automate reconciliation between AESOP and Skyward.

The district uses AESOP, which is an automated system for substitute management. This system manages the process of reporting an absence by a teacher and notifying a substitute of the vacancy. AESOP is designed to log the time worked by the substitute, who they are substituting for, and the type of leave by the absent teacher. In addition to the AESOP log, each campus also maintains a sign-in sheet where all substitutes sign in and log the days and time worked (i.e., no. of full and half days). As part of the monthly payroll process the campuses must review and sign off on the hard copy sign in sheets and submit to payroll. Teachers are required to log their hours into the time off module within Skyward and indicate the type of leave (i.e., personal or school business).

The Payroll Department then performs a manual reconciliation on hard copy paper between the AESOP report, the campus sign in sheets and the time off module within Skyward. The reconciliation includes validation of the days logged in the campus sign in sheets against the AESOP report. This is done to ensure that the request submitted in AESOP was actually fulfilled and paid the appropriate rates based on the number of days worked. The reconciliation also compares the teacher absences within the AESOP report to the absence logged by the teachers within Skyward. This monthly reconciliation is time-consuming and tedious as it manually recalculates the pay for all substitutes every month. There can be anywhere from 80-140 substitutes paid on a monthly basis.

This reconciliation can be eliminated if the AESOP report is used as the official record of time worked by substitutes and teacher absences. The AESOP information can be uploaded to Skyward to record the pay amounts and teacher absences.

Benefits of using AESOP in this capacity include:

- Overall reduced paperwork as no sign-in sheets would need to be maintained or AESOP reports printed
- Easy tracking of absence patterns via creation of custom reports via AESOP
- Time savings for Payroll Department

Fiscal Impact

The district can implement this recommendation with existing resources.

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Appendix A – Sample Operational Performance Measures

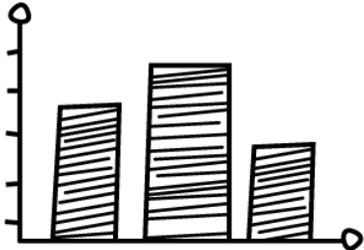
Performance Measure	Level
General District Management	
Ratio of students (enrollment) to full-time-equivalent (FTE) employees	District
Ratio of students (enrollment) to non-teaching FTE employees	District
Central administration and instructional leadership expenditures (general fund) per pupil	District
Central administration and instructional leadership expenditures (general fund), as a percentage of total expenditures	District
General fund balance as a percent of target fund balance	District
Percentage of students economically disadvantaged, mapped against the percentage of total revenue supported by federal funds	District
School Management	
Pupil-teacher ratio, by school	Campus
Pupil-aide ratio, by school	Campus
Special education student population as a percent of total enrollment	District
Percentage of schools meeting staffing standards for principals, assistant principals, counselors, library/media specialists	Campus
Average teacher class load per term by secondary schools	Campus
Number of secondary class periods with < 5 students enrolled by school	Secondary Campus
Number of secondary class periods with < 10 students enrolled by school	Secondary Campus
Finance	
Number of total employees per finance department employee	District
Number of invoices and direct payments made per accounts payable personnel (FTE)	District
Number of AP checks processed per AP department FTE	District
Average age of Accounts Payable	District
Number of Accounts Payable check voids and reissues	District
Number of purchase orders processed per purchasing FTE	District
Average dollar value of purchase orders processed	District
Number of payroll checks processed per number of payroll FTE	District
Number of payroll check/advice voids and reissues	District
Human Resources and Benefits	
Number of district employees per FTE human resources employee	District
Number of employment applications processed	District
Average days from position vacancy to recommendation by hiring manager	District
Average days from recommendation by hiring manager to start date	District
Non-certified teachers as a percentage of total teachers	District
Total overtime cost	District
Turnover rate for teachers	District

Performance Measure	Level
New teacher turnover rate (one year or less)	District
Turnover rate for non-teachers	District
Low income/high minority campuses compared to teachers experience	Campus
Percentage of teachers by ethnicity, compared to percentage of students by ethnicity	Campus
Teacher absentee days per year, by campus	Campus
Substitute costs per year, by campus	Campus
Benefits cost as a percentage of total salaries and wages	District
Technology	
Students (enrollment) per instructional computer (in classrooms and labs, plus laptops)	District
Average age of PCs	District
Average age of Apple computers	District
Number of computers per maintenance, repair, installation FTEs	District
Ratio of total students to total technology staff	District
Ratio of total students to total instructional technology staff (including campus liaisons)	District
Ratio of total employees to total technology staff	District
Ratio of total employees to technical support staff	District
Ratio of total computers to technical support staff	District
Ratio of instructional computers to instructional technology staff	District
Average turnaround time for computer work orders (days)	District
Facilities	
Average annual salary of skilled trades/maintenance FTE	District
Maintenance expenditures per gross square foot (Including portables)	District
Maintenance expenditures as a percent of total expenditures	District
Total maintenance expenditures per student	District
Gross square feet per maintenance FTE	District
Average turnaround time (days) for maintenance work orders to be closed	District
Percentage of work orders that were preventative	District
Average salary of all building and grounds FTE	District
Average annual salary of custodial FTE	District
Custodial salaries per gross square foot (Including portables)	District
Gross square feet per FTE custodian	District
Acres per grounds FTE	District
Facility capacity (permanent only) versus occupancy by school (TEA standards for capacity, room size)	Campus

Performance Measure	Level
Facility capacity (including portables) versus occupancy by school (TEA standards for capacity, room size)	Campus
Percentage of square footage that is portable classrooms	Campus
Percentage of district portable classrooms by school	Campus
Electricity cost (kwh) per square foot	Campus
Water cost (kgal) per square foot	Campus
Natural gas cost (ccf) per square foot	Campus
Food Service	
Meals per labor hour (MPLH), by school	Campus
Participation Rates (breakfast/lunch), by school:	Campus
Free (percentage participating)	Campus
Reduced Price (percentage participating)	Campus
Paid (number of paid meals per year)	Campus
Net profit (loss) of Food Services operation	District
Net profit (loss), by school	Campus
Indirect costs allocated to food service (amount and type) - (from gen. fund only)	District
Cash in lieu of commodities	District
Food cost as a percent of total cost	Both
Transportation	
Total cost per mile driven	District
Total cost per average daily rider	District
Average fuel cost per gallon (gasoline and diesel)	District
Annual transportation cost per student rider	District
Annual maintenance cost per bus	District
Accidents every 100,000 miles of service	District
Student incidents every 1,000 students transported	District
Maximum length of student time on school bus (minute)	District
Annual turnover rate for bus drivers	District
Annual turnover rate for bus monitors	District

Appendix B – Manor ISD Backward Design Process

MISD Backward Design Process

	Unit Map Meeting 	Team Planning Meetings 	Data Analysis Meeting 
Purpose	Improve alignment of instruction. Identify the desired understanding and outcomes of the content.	Improve Tier 1 classroom instruction	Provide immediate results of student performance. Track student progress in specific content areas.
Time	Minimum of 2-3 weeks prior to unit	Weekly, before and throughout the unit	Post Unit Test
Tasks	<ul style="list-style-type: none"> • Generate the driving question/big ideas • Identify the desired results • Plan formative assessments • Identify, sequence general skills for unit • Determine pacing 	<ul style="list-style-type: none"> • Analyze formative assessment results • Adjust pacing based on assessments • Plan learning experiences and day-to-day lesson instruction 	<ul style="list-style-type: none"> • Analyze Unit Test results • Evaluate results by standard • Determine reteach needs • Plan reteach experiences
Resources	<ul style="list-style-type: none"> • TEKS Resource System: IFD, Performance Indicators, Unit Tests • STAAR PLD Documents • Unit Map 	<ul style="list-style-type: none"> • Unit Map • TEKS Resource System: IFD, Exemplar Lessons, Performance Indicators, Unit Tests • Teacher-created lessons, resources • Formative Assessment data 	<ul style="list-style-type: none"> • TEKS Resource System: Unit Test • Unit Test data reports (Eduphoria) • Historical test data (STAAR, relevant formative and/or unit test results)

Appendix C – Manor ISD Data Analysis Process



Manor ISD Curriculum & Instruction

Data Analysis Process

Completed by teacher prior to data analysis meeting

Evaluate Overall Results

- Broad overview of Unit Test results
- Compare SE results to STAAR 2013

Eduphoria:
Lead4Ward HeatMap
by Unit Test
Test 1: Unit Test
Test 2: STAR 2013

SE Analysis

- Identify high-performing and low-performing SEs

Quintile Report

- Analyze groups of students according to performance
- Determine systemic and specific issues
- Understand implications for Tier 1 and intervention

Eduphoria:
Quintile Analysis
Report

SE Analysis by Student or Groups

- Identify students in need of intervention
- Identify SEs to target in intervention
- Determine small group instruction focus

Eduphoria:
Student SE Breakdown
w/ AEIS Indicators

Next Steps

- Identify Resources: staffing, materials, schedule
- Plan Intervention
- Communicate student data with interventionists
- Identify teachers in need of additional support

Focus of Data Meeting

Unit Assessment Data Analysis Action Plan

Objective: To determine which student expectations (SEs) from the TEKS to reteach, spiral and monitor.		
Subject/Teacher:	UNIT Name:	Date:
List the SEs below 70% in the Teacher Passing % Column (with % mastery)	List the SEs at or above 70% in the Teacher Passing % Column (with % mastery)	
What instructional implications can be made after analyzing the assessment item(s) and the data listed above?	What instructional strategies helped our students achieve? (List resource(s) utilized.)	

Action Plan		
Intervention Plan	Resources	When?
<u>Reteach</u>		
<u>Spiral</u>		
<u>Monitor</u>		

Feedback
Suggestion(s) for improvement(s) to UNIT

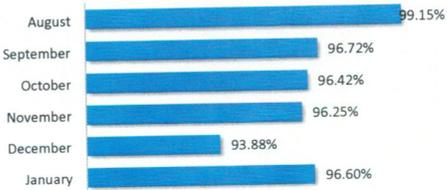
Appendix D – Manor Elementary School and Decker Middle School Dashboards

Campus	Manor Elementary
Date	Feb-14

CAMPUS PROFILE *SNAPSHOT 2013*

CAMPUS TYPE	Elementary
CAMPUS SIZE	754
GRADE SPAN	PK-05
PERCENT ECO DIS	75%
PERCENT ELL	37%
MOBILITY RATE (2011-12)	14%

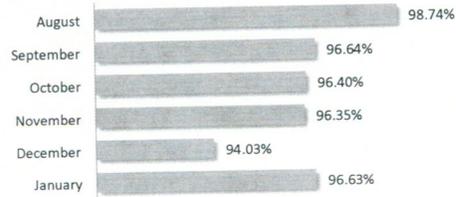
CAMPUS ATTENDANCE RATES



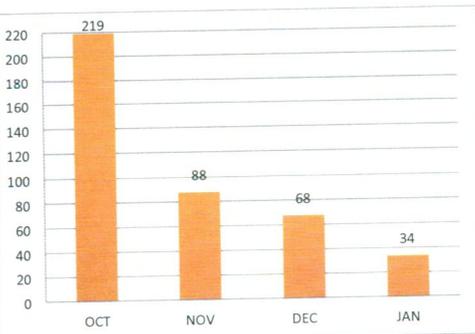
TOTAL ENROLLMENT **765**

% of students with >3 absences **55%**

DISTRICT AVERAGE: ATTENDANCE RATES

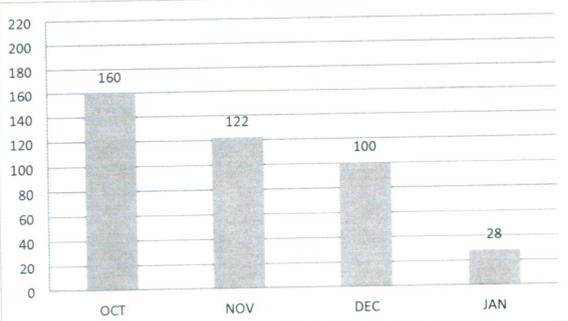


CAMPUS WALKTHROUGH DATA



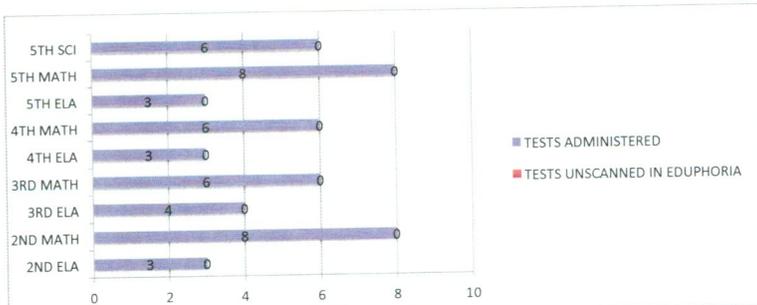
TOTAL NUMBER OF CAMPUS WALKTHROUGHS **409**

DISTRICT AVERAGE: WALKTHROUGH DATA



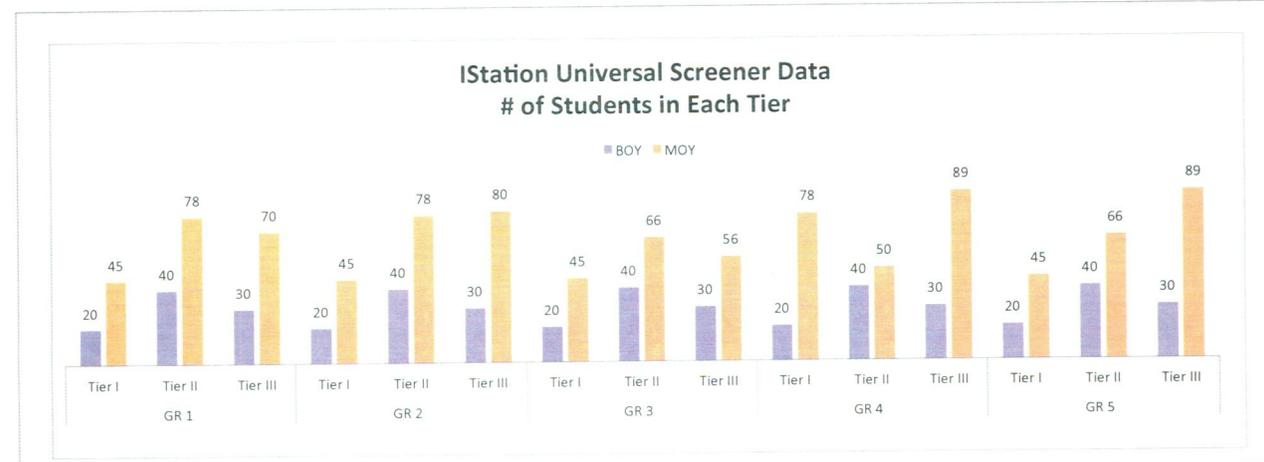
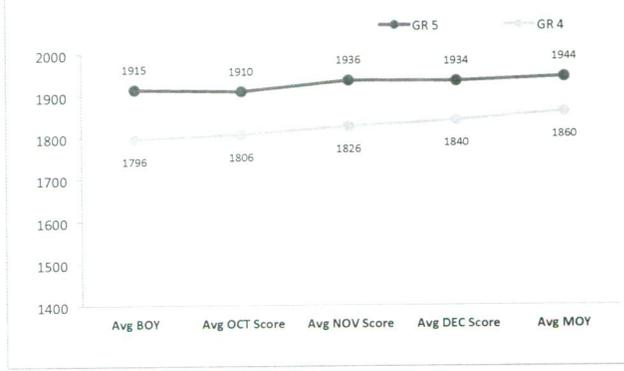
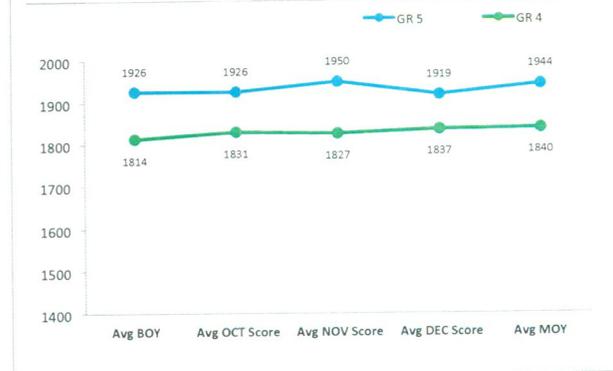
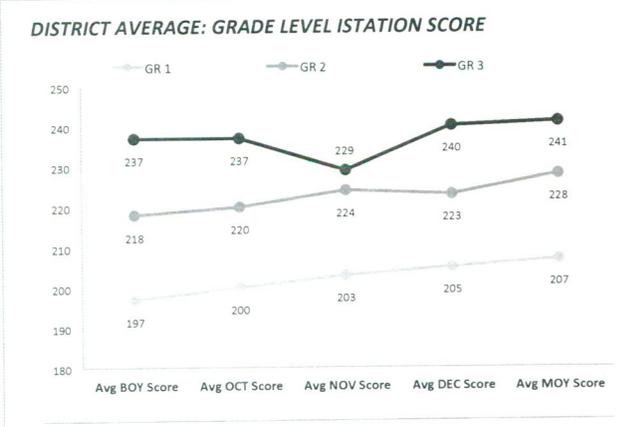
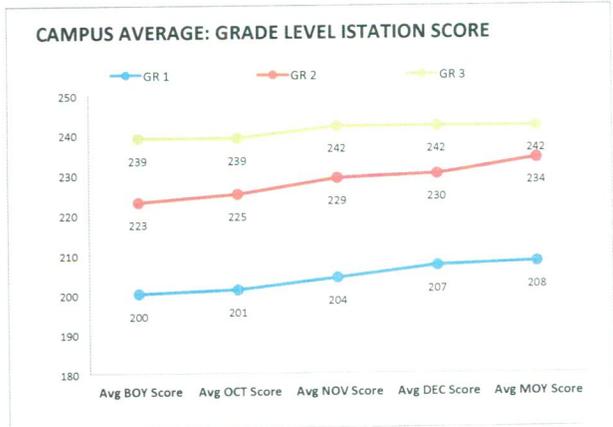
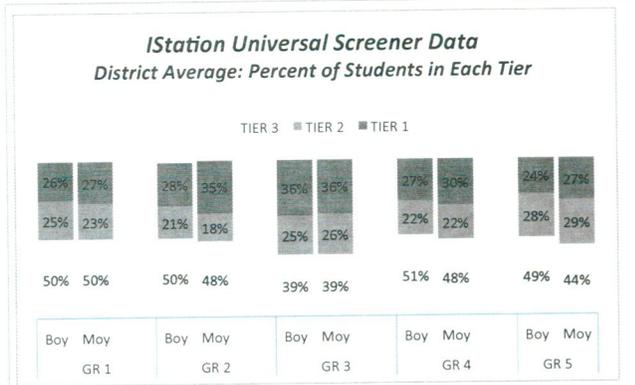
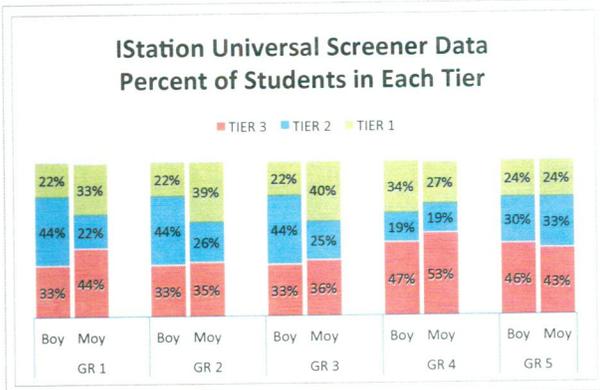
DISTRICT AVERAGE: TOTAL NUMBER OF CAMPUS WALKTHROUGHS **410**

UNIT TEST ADMINISTRATION AND EDUPHORIA DATA
9/2013-2/2013



UNIT TEST DATA
9/2013-2/2013

	CAMPUS	DISTRICT
5th SCI	60%	64%
5th MATH	51%	59%
5th ELA	57%	58%
4th MATH	64%	64%
4th ELA	57%	52%
3rd MATH	63%	62%
3rd ELA	54%	52%
2nd MATH	71%	75%
2nd ELA	64%	65%



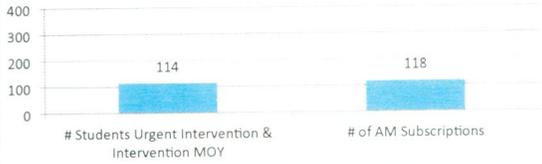
STAR Math Completion MOY



SCREENED NUMBER OF STUDENTS SCREENED

NOT SCREENED NUMBER OF STUDENTS NOT SCREENED

Accelerated Math Usage

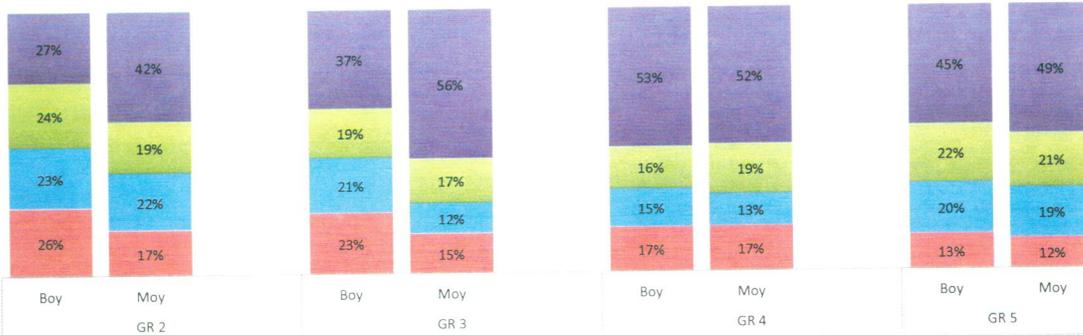


District Average: Accelerated Math Usage



**STAR Universal Screener Data
Percent of Students in Each Tier**

URGENT INTERVENTION ON WATCH AT/ABOVE



**STAR Universal Screener Data
District Average: Percent of Students in Each Tier**

URGENT INTERVENTION ON WATCH AT/ABOVE

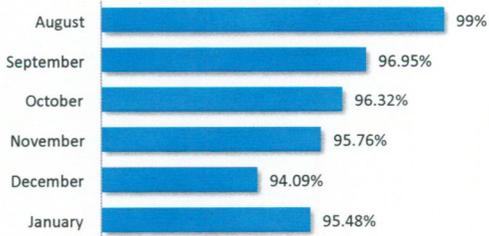


CAMPUS:	Decker Middle School
DATE:	31-Jan-14

CAMPUS PROFILE

CAMPUS TYPE	MS
CAMPUS SIZE	860
GRADE SPAN	6-8
PERCENT ECO DIS	82.09%
PERCENT ELL	23.02%
MOBILITY RATE (2011-2012)	19.60%

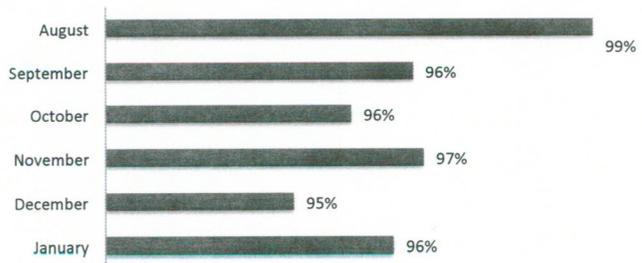
DMS ATTENDANCE RATES



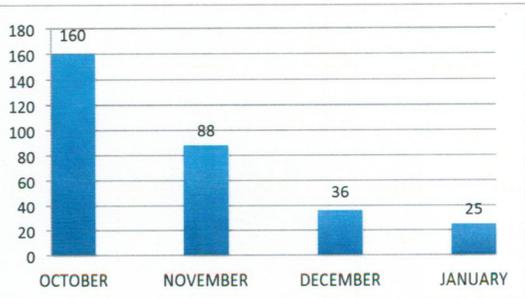
TOTAL ENROLLMENT 860

% of students with ≥3 absences	68.60%
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DISTRICT AVERAGE: ATTENDANCE RATES

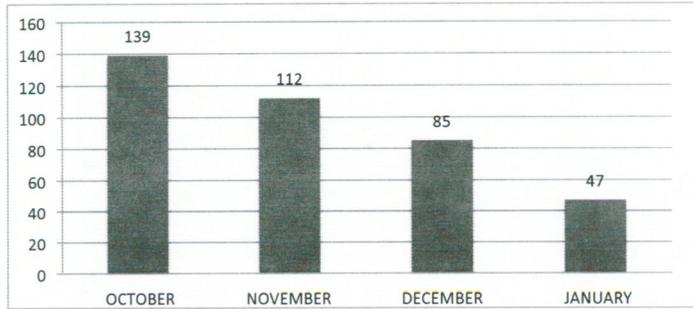


DMS WALKTHROUGH DATA

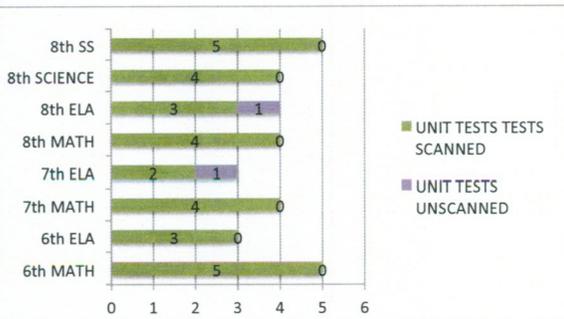


TOTAL NUMBER OF WALKTHROUGHS 309

DISTRICT WALKTHROUGH DATA

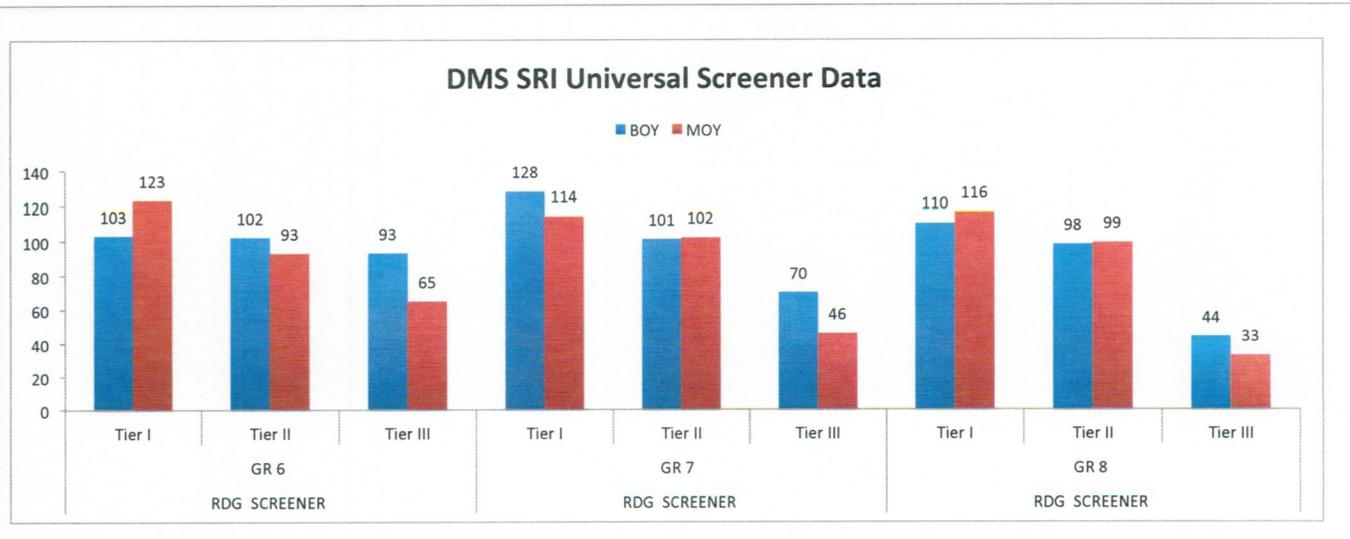
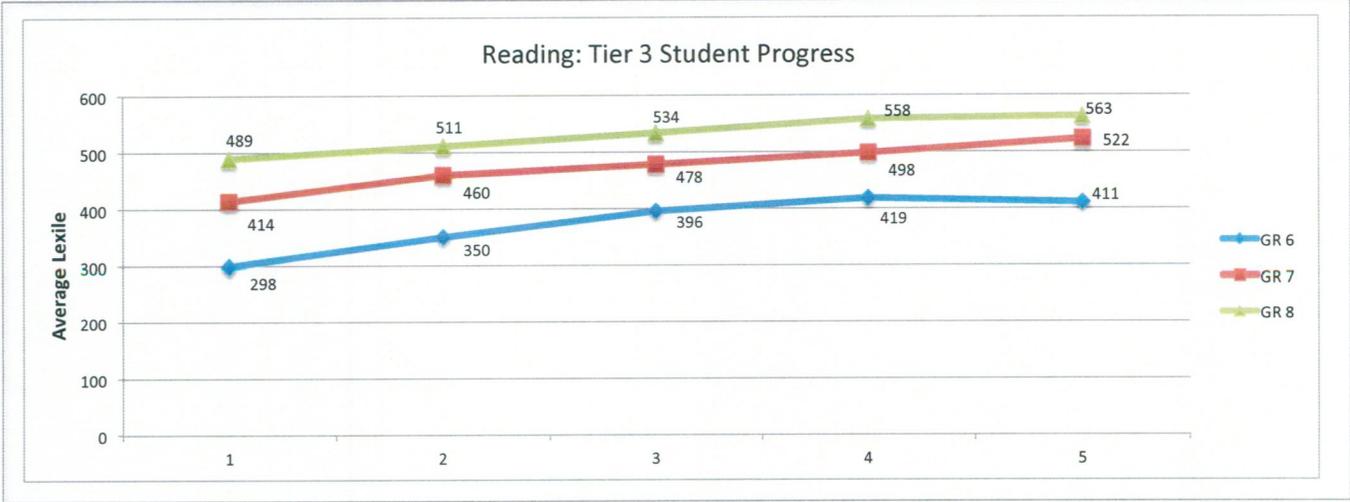
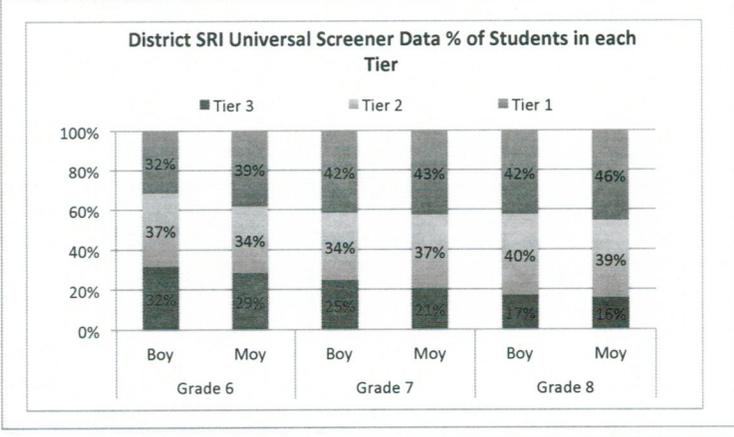
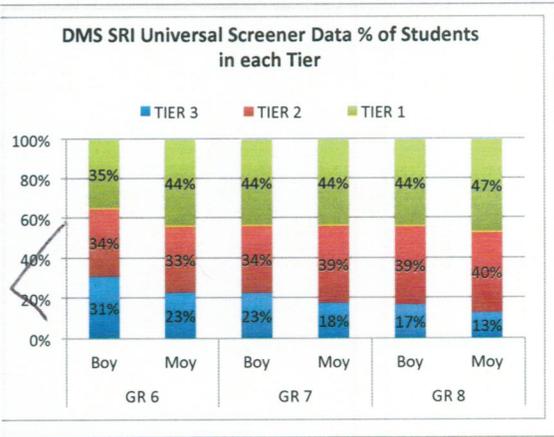
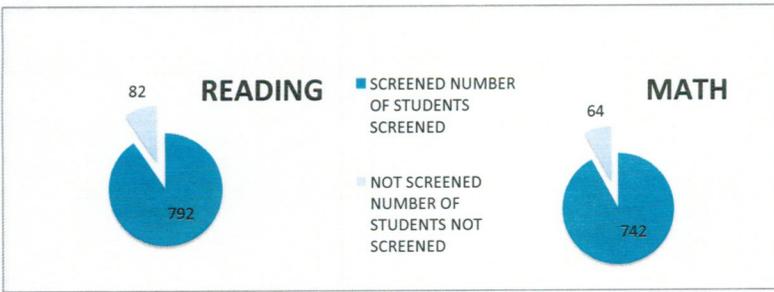


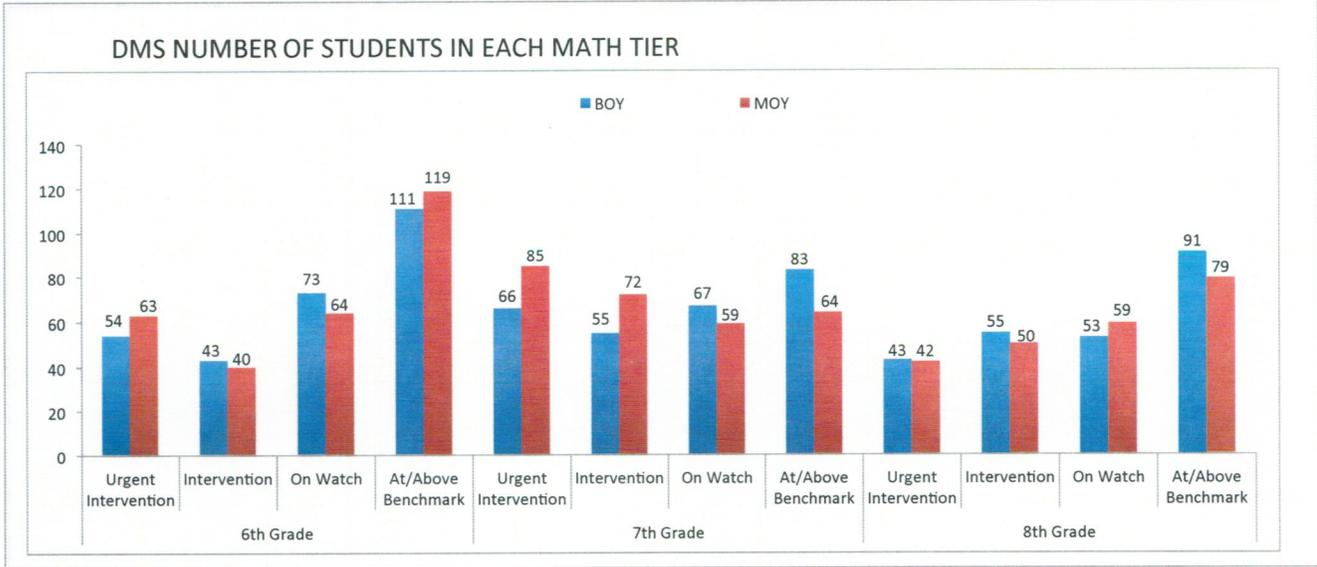
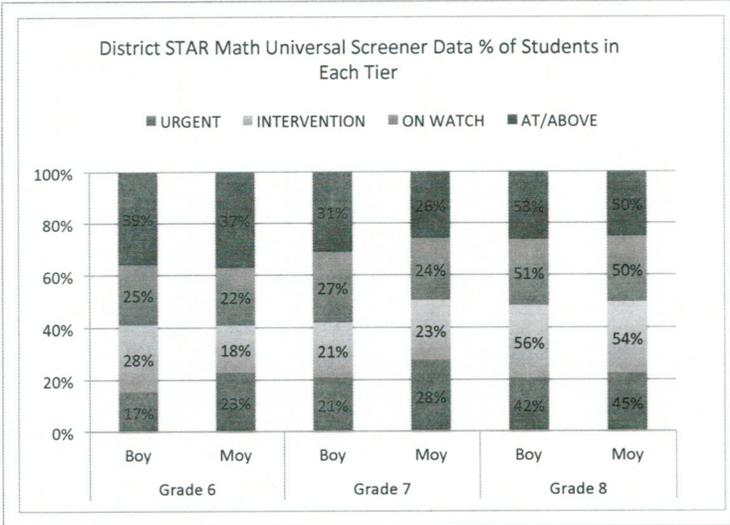
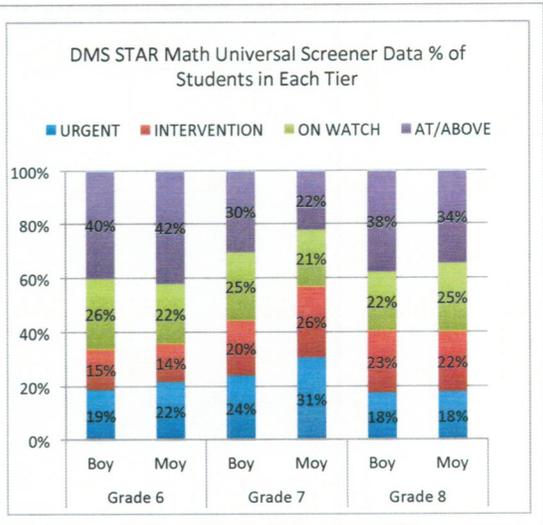
**UNIT TEST DATA
9/2013-12/2013**



**UNIT TEST DATA
Average Percent Score**

	CAMPUS	DISTRICT
8th SS	45%	47%
8th SCI	54%	46%
8th ELA	58%	52%
8th MATH	52%	50%
7th ELA	61%	57%
7th MATH	55%	56%
6th ELA	58%	54%
6th MATH	61%	57%





Appendix E – PBMAS Onsite Report of Findings

Executive Summary
 PBMAS Preliminary On-Site Report of Findings
 Presented at Board Workshop November 26, 2012

On-Site Visit: October 15-19, 2012
 Preliminary Report Issued 11/14/2012

Summary of Findings and LEA Required Actions

Department	TEA Findings	LEA Required Action
Curriculum & Instruction Bilingual/ESL	Science Passing Rates have decreased over the past three years for students enrolled in Bilingual Education and have been below state standard for last two years	Monitor implementation of TEKS-aligned curriculum for all students
Curriculum & Instruction Bilingual/ESL	Passing rates in reading and science have been below state standards over a three-year period	Analyze classroom observation (walk-through) data and monitor/adjust to ensure alignment to curriculum and differentiation expectations Implement benchmarks and plan for analysis of data
Special Education Career & Technology Education Bilingual/ESL	Science passing rates have decreased by 16.8 percentage points over a two-year period for Special Education students (and SPED students who are ELLs and/or enrolled in CTE)	Establish policies and procedures to hold all stakeholders accountable for student achievement in special populations (ELL, SPED, CTE)
Special Education Career & Technology Education Bilingual/ESL	Science and Social Studies passing rates have decreased by 20 percentage points over a two-year period for SPED students enrolled in CTE Reading passing rates have decreased by 26.9 percentage points and social students decreased 13.3 percentage points over a two-year period for	Develop a process to ensure that all students who miss passing standard are provided intensive instruction documented in IEP Train staff on process Develop system to ensure documentation of services as specified in IEP Develop tracking system to verify schedules match

	LEP students enrolled in CTE	services described in IEP
Special Education	STAAR M (TAKSM) Participation rate was below state standards over past three years	Provide staff development on state assessment decision making and document decisions Conduct folder reviews of students who took M and Alt to determine whether they met criteria
Special Education	Percentage of African American students receiving special education services remained consistently above state standard over a three-year period	Evaluate effectiveness of current Rtl system and revise as needed
Special Education Discipline: ISS, OSS, DAEP	Disproportional placement rate of students with disabilities over three year period	Create district system of positive behavior support Develop district system to monitor discretionary placements of SPED students
Dropout, Diploma and Graduation Rates	Annual dropout rates for T1PA students grades 7-12 significantly above state standard for three years Diploma rate below state standard for ELL, SPED and T1PA students for three years ELL graduation rate below state for three-year period	Utilize district committee to monitor and evaluate progress of students at risk of dropping out Develop program to accelerate instruction for students retained, over age, missing credits Develop system to monitor students graduating under RHSP and DAP Develop PGPs for all students

Monthly oversight by TEA contact, Lizette Ramos, for two years.

Texas Education Agency
 Division of Program Monitoring and Interventions

Preliminary On-Site Report of Findings

Areas for Improvement	Specific Issues/Trends Identified	LEA Required Actions																
<p>Systemic Integrated Issue: State Assessment and Student Performance</p>	<p>A longitudinal review of Performance-Based Monitoring Analysis System (PBMAS) data for the Manor Independent School District (ISD) indicates that passing rates in science for bilingual education (BE) students taking the Texas Assessment of Knowledge and Skills (TAKS) have decreased over three-year period and reading and science have been below state standard for two years as indicated in the following table:</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th style="text-align: center;">Data Source</th> <th style="text-align: center;">LEA BE TAKS Passing Rate</th> <th style="text-align: center;">State BE TAKS Passing Standard</th> <th style="text-align: center;">PBMAS Indicator PL*</th> </tr> </thead> <tbody> <tr> <td style="text-align: center;">2010 PBMAS Report</td> <td style="text-align: center;">Mathematics-73.1% Reading/ELA-60.6% Science-55.3%</td> <td style="text-align: center;">Mathematics-60.0% Reading/ELA-70.0% Science-55.0%</td> <td style="text-align: center;">0 1 0</td> </tr> <tr> <td style="text-align: center;">2011 PBMAS Report</td> <td style="text-align: center;">Mathematics-81.2% Reading/ELA-67.2/60.6(61.9)% Science-57.7/55.3(55.0)%</td> <td style="text-align: center;">Mathematics-65.0% Reading/ELA-70.0% Science-60.0%</td> <td style="text-align: center;">0 ORI ORI</td> </tr> <tr> <td style="text-align: center;">2012 PBMAS Report</td> <td style="text-align: center;">Mathematics-77.0% Reading/ELA-72.6% Science-50.9%</td> <td style="text-align: center;">Mathematics-70.0% Reading/ELA-70.0% Science-65.0%</td> <td style="text-align: center;">0 0 2</td> </tr> </tbody> </table>	Data Source	LEA BE TAKS Passing Rate	State BE TAKS Passing Standard	PBMAS Indicator PL*	2010 PBMAS Report	Mathematics-73.1% Reading/ELA-60.6% Science-55.3%	Mathematics-60.0% Reading/ELA-70.0% Science-55.0%	0 1 0	2011 PBMAS Report	Mathematics-81.2% Reading/ELA-67.2/60.6(61.9)% Science-57.7/55.3(55.0)%	Mathematics-65.0% Reading/ELA-70.0% Science-60.0%	0 ORI ORI	2012 PBMAS Report	Mathematics-77.0% Reading/ELA-72.6% Science-50.9%	Mathematics-70.0% Reading/ELA-70.0% Science-65.0%	0 0 2	<p>Develop a system to determine that Texas Essential Knowledge and Skills (TEKS)-based curriculum is provided to all students. Provide training and include a monitoring system to ensure delivery of TEKS-based instruction on a daily basis.</p> <p>Continue to meet as a district-wide committee that includes central office staff, campus administrators, and teachers, and evaluate the use of curriculum and differentiated instruction. Conduct an analysis of the classroom walk-throughs. Revise the walk-through instrument, if needed, to ensure alignment with district curriculum expectations related to differentiated instruction. Conduct staff training related to the revised walk-through instrument, as needed.</p>
Data Source	LEA BE TAKS Passing Rate	State BE TAKS Passing Standard	PBMAS Indicator PL*															
2010 PBMAS Report	Mathematics-73.1% Reading/ELA-60.6% Science-55.3%	Mathematics-60.0% Reading/ELA-70.0% Science-55.0%	0 1 0															
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Areas for Improvement	Specific Issues/Trends Identified				LEA Required Actions																
	<p>Additionally, the passing rates in reading and science for English as a second language (ESL) students on the TAKS were below the state standards over a three-year period, as indicated in the following table:</p> <table border="1" data-bbox="446 577 909 1596"> <thead> <tr> <th>Data Source</th> <th>LEA ESL TAKS Passing Rate</th> <th>State ESL TAKS Passing Standard</th> <th>PBMAS Indicator PL*</th> </tr> </thead> <tbody> <tr> <td>2010 PBMAS Report</td> <td>Mathematics-50.2/43.5(41.5)% Reading/ELA-56.4/61.1(46.8)% Science-42.6/26.4(26.4)%</td> <td>Mathematics-60.0% Reading/ELA-70.0% Science-55.0%</td> <td>ORI ORI ORI</td> </tr> <tr> <td>2011 PBMAS Report</td> <td>Mathematics-59.2/50.2(52.6)% Reading/ELA-62.0/56.4(59.2)% Science-50.0/42.6(45.6)</td> <td>Mathematics-65.0% Reading/ELA-70.0% Science-60.0%</td> <td>ORI ORI ORI</td> </tr> <tr> <td>2012 PBMAS Report</td> <td>Mathematics-70.7% Reading/ELA-68.1% Science-52.9%</td> <td>Mathematics-70.0% Reading/ELA-70.0% Science-65.0%</td> <td>0 1 2</td> </tr> </tbody> </table>				Data Source	LEA ESL TAKS Passing Rate	State ESL TAKS Passing Standard	PBMAS Indicator PL*	2010 PBMAS Report	Mathematics-50.2/43.5(41.5)% Reading/ELA-56.4/61.1(46.8)% Science-42.6/26.4(26.4)%	Mathematics-60.0% Reading/ELA-70.0% Science-55.0%	ORI ORI ORI	2011 PBMAS Report	Mathematics-59.2/50.2(52.6)% Reading/ELA-62.0/56.4(59.2)% Science-50.0/42.6(45.6)	Mathematics-65.0% Reading/ELA-70.0% Science-60.0%	ORI ORI ORI	2012 PBMAS Report	Mathematics-70.7% Reading/ELA-68.1% Science-52.9%	Mathematics-70.0% Reading/ELA-70.0% Science-65.0%	0 1 2	<p>Implement a system to evaluate the effectiveness of instruction based on LEA benchmark and state assessment results. Establish a district-wide system to monitor and track state assessment passing rates.</p> <p>Develop a written plan to standardize the use of data systems district-wide. Develop guidelines for the use of specific data tools and systems and conduct staff training on the data systems plan.</p>
Data Source	LEA ESL TAKS Passing Rate	State ESL TAKS Passing Standard	PBMAS Indicator PL*																		
2010 PBMAS Report	Mathematics-50.2/43.5(41.5)% Reading/ELA-56.4/61.1(46.8)% Science-42.6/26.4(26.4)%	Mathematics-60.0% Reading/ELA-70.0% Science-55.0%	ORI ORI ORI																		
2011 PBMAS Report	Mathematics-59.2/50.2(52.6)% Reading/ELA-62.0/56.4(59.2)% Science-50.0/42.6(45.6)	Mathematics-65.0% Reading/ELA-70.0% Science-60.0%	ORI ORI ORI																		
2012 PBMAS Report	Mathematics-70.7% Reading/ELA-68.1% Science-52.9%	Mathematics-70.0% Reading/ELA-70.0% Science-65.0%	0 1 2																		
	<p>A longitudinal review of PBMAS data for the LEA indicates that the special education state assessment passing rates in science decreased by 16.8 percentage points (pps) over a two-year period, resulting in a indicator performance level (pl) of 2, as indicated in the following table:</p> <table border="1" data-bbox="1079 598 1396 1596"> <thead> <tr> <th>Data Source</th> <th>LEA Special Education TAKS Passing Rate</th> <th>State Special Education TAKS Passing Standard</th> <th>PBMAS Indicator PL</th> </tr> </thead> <tbody> <tr> <td>2010 PBMAS Report</td> <td>Science-53.2/31.6(31.6)%</td> <td>Science-55.0%</td> <td>ORI</td> </tr> <tr> <td>2011 PBMAS Report</td> <td>Science-65.0%</td> <td>Science-60.0%</td> <td>0</td> </tr> <tr> <td>2012 PBMAS Report</td> <td>Science-48.2%</td> <td>Science-65.0%</td> <td>1</td> </tr> </tbody> </table>				Data Source	LEA Special Education TAKS Passing Rate	State Special Education TAKS Passing Standard	PBMAS Indicator PL	2010 PBMAS Report	Science-53.2/31.6(31.6)%	Science-55.0%	ORI	2011 PBMAS Report	Science-65.0%	Science-60.0%	0	2012 PBMAS Report	Science-48.2%	Science-65.0%	1	<p>Establish policies and procedures that hold all stakeholders accountable for improving the state assessment passing rates for English language learners (ELLs), students with disabilities, and Career and Technical Education (CTE) students who are identified as ELLs and students with disabilities.</p>
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Areas for Improvement	Specific Issues/Trends Identified				LEA Required Actions																
	<p>A longitudinal review of PBMAS data indicates that state assessment passing rates in science and social studies decreased by 20 pps over a two-year period for students with disabilities enrolled in CTE courses, as indicated in the following table:</p> <table border="1" data-bbox="456 569 976 1598"> <thead> <tr> <th data-bbox="456 1409 570 1598">Data Source</th> <th data-bbox="456 1062 570 1409">LEA CTE Special Education TAKS Passing Rate</th> <th data-bbox="456 768 570 1062">State CTE Special Education TAKS Passing Standard</th> <th data-bbox="456 569 570 768">PBMAS Indicator PL</th> </tr> </thead> <tbody> <tr> <td data-bbox="570 1409 683 1598">2010 PBMAS Report</td> <td data-bbox="570 1062 683 1409">Mathematics-11.1/10.0/25.0% Reading/ELA-51.1% Science-21.4% Social Studies-78.6%</td> <td data-bbox="570 768 683 1062">Mathematics-60.0% Reading/ELA-70.0% Science-55.0% Social Studies-70.0%</td> <td data-bbox="570 569 683 768">3 SA 2 3 0</td> </tr> <tr> <td data-bbox="683 1409 797 1598">2011 PBMAS Report</td> <td data-bbox="683 1062 797 1409">Mathematics-68.8% Reading/ELA-73.3% Science-80.0% Social Studies-80.0%</td> <td data-bbox="683 768 797 1062">Mathematics-65.0% Reading/ELA-70.0% Science-60.0% Social Studies-70.0%</td> <td data-bbox="683 569 797 768">0 0 0 0</td> </tr> <tr> <td data-bbox="797 1409 911 1598">2012 PBMAS Report</td> <td data-bbox="797 1062 911 1409">Mathematics-80.0% Reading/ELA-80.0% Science-60.0% Social Studies-60.0%</td> <td data-bbox="797 768 911 1062">Mathematics-70.0% Reading/ELA-70.0% Science-65.0% Social Studies-70.0%</td> <td data-bbox="797 569 911 768">0 0 NA NA</td> </tr> </tbody> </table>				Data Source	LEA CTE Special Education TAKS Passing Rate	State CTE Special Education TAKS Passing Standard	PBMAS Indicator PL	2010 PBMAS Report	Mathematics-11.1/10.0/25.0% Reading/ELA-51.1% Science-21.4% Social Studies-78.6%	Mathematics-60.0% Reading/ELA-70.0% Science-55.0% Social Studies-70.0%	3 SA 2 3 0	2011 PBMAS Report	Mathematics-68.8% Reading/ELA-73.3% Science-80.0% Social Studies-80.0%	Mathematics-65.0% Reading/ELA-70.0% Science-60.0% Social Studies-70.0%	0 0 0 0	2012 PBMAS Report	Mathematics-80.0% Reading/ELA-80.0% Science-60.0% Social Studies-60.0%	Mathematics-70.0% Reading/ELA-70.0% Science-65.0% Social Studies-70.0%	0 0 NA NA	<p>Develop processes to ensure that all students who do not meet passing standards on state assessments are provided an intensive program of instruction that is documented in students' IEPs. The process must include a tracking system that monitors the provision and completion of the intensive program of instruction.</p> <p>Provide training to all staff on correct documentation of special education services on the schedule of services of the IEP.</p> <p>Develop a system to document that all students with disabilities receive services as specified in their IEPs.</p> <p>Develop a tracking system for all campuses to verify that class schedules match schedule of services and implement audit procedures throughout the year.</p>
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	<p>Additionally, a longitudinal review of LEA PBMAS data indicates that state assessment passing rates in reading/ELA decreased 26.9 pps and social studies decreased 13.3 pps over a two-year period for limited English proficient (LEP) students enrolled in CTE courses. Additionally, science rates have been below the state standard over a three-year period, as indicated in the following table:</p> <table border="1" data-bbox="519 567 1023 1596"> <thead> <tr> <th data-bbox="527 1417 609 1596">Data Source</th> <th data-bbox="527 1060 609 1407">LEA CTE LEP TAKS Passing Rate</th> <th data-bbox="527 766 609 1050">State CTE LEP TAKS Passing Standard</th> <th data-bbox="527 577 609 756">PBMAS Indicator PL</th> </tr> </thead> <tbody> <tr> <td data-bbox="609 1417 730 1596">2010 PBMAS Report</td> <td data-bbox="609 1060 730 1407">Mathematics-34.1/18.8(18.0)% Reading/ELA-51.2% Science-43.2/21.9(21.9)% Social Studies-83.8%</td> <td data-bbox="609 766 730 1050">Mathematics-60.0% Reading/ELA-70.0% Science-55.0% Social Studies-70.0%</td> <td data-bbox="609 577 730 756">ORI 2 ORI 0</td> </tr> <tr> <td data-bbox="730 1417 860 1596">2011 PBMAS Report</td> <td data-bbox="730 1060 860 1407">Mathematics-50.0% Reading/ELA-76.9% Science-27.3% Social Studies-80.0%</td> <td data-bbox="730 766 860 1050">Mathematics-65.0% Reading/ELA-70.0% Science-60.0% Social Studies-70.0%</td> <td data-bbox="730 577 860 756">NA 0 NA 0</td> </tr> <tr> <td data-bbox="860 1417 1023 1596">2012 PBMAS Report</td> <td data-bbox="860 1060 1023 1407">Mathematics-83.3% Reading/ELA-50.0% Science-50.0% Social Studies-66.7%</td> <td data-bbox="860 766 1023 1050">Mathematics-70.0% Reading/ELA-70.0% Science-65.0% Social Studies-70.0%</td> <td data-bbox="860 577 1023 756">0 NA NA NA NA</td> </tr> </tbody> </table>				Data Source	LEA CTE LEP TAKS Passing Rate	State CTE LEP TAKS Passing Standard	PBMAS Indicator PL	2010 PBMAS Report	Mathematics-34.1/18.8(18.0)% Reading/ELA-51.2% Science-43.2/21.9(21.9)% Social Studies-83.8%	Mathematics-60.0% Reading/ELA-70.0% Science-55.0% Social Studies-70.0%	ORI 2 ORI 0	2011 PBMAS Report	Mathematics-50.0% Reading/ELA-76.9% Science-27.3% Social Studies-80.0%	Mathematics-65.0% Reading/ELA-70.0% Science-60.0% Social Studies-70.0%	NA 0 NA 0	2012 PBMAS Report	Mathematics-83.3% Reading/ELA-50.0% Science-50.0% Social Studies-66.7%	Mathematics-70.0% Reading/ELA-70.0% Science-65.0% Social Studies-70.0%	0 NA NA NA NA	
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	<p>A review of the 2011-2012 integrated improvement plan and focused data analysis (FDA) submitted to the agency indicated that the LEA did not include strategies to increase student performance on state assessments. The agency review team learned during interviews with the core analysis team that the performance-based monitoring (PBM) integrated process was not followed during the 2011-2012 school year and collaboration among program areas and campuses did not occur. Staff responsible for each program area staged for interventions met separately to discuss PBMAS indicators for their specific program and provided data analysis to a central office administrator who compiled the findings and developed the improvement plan. Focus group discussions with campus principals, program directors, and central office administrators revealed a lack of systems and processes for communication and collaboration among campuses, program areas, and central administration. The</p>																				

Areas for Improvement	Specific Issues/Trends Identified	LEA Required Actions
	<p>agency team learned that, in past school years, initiatives and activities to improve performance on state assessments varied by campus. There was a lack of district-wide horizontal and vertical planning and collaborative decision making among BE/ESL, special education, CTE, and general education staff members. Administrators stated that budget deficits and rapid district growth were contributing factors for lack of coordination and collaboration. The agency review team also learned that numerous administrator positions in program areas remained vacant for one to two school years. At the time of the on-site visit, many staff members were new to their position, including the executive director of curriculum, instruction and special programs, BE/ESL director, federal programs director, special education director, and director of CTE, as well as several campus principals, assistant principals, academic coordinators, and teachers.</p> <p>The 2011-2012 FDA also stated that there was a need for improved coordination among special programs for services to be provided to students and stated that the lack of collaboration impacted student academic progress. While on-site, the agency team learned from interviews that there is no formal plan to assist English language learners (ELL), students with disabilities, and students receiving response to intervention (RtI) tiered interventions when they transition grade levels and/or campuses. Interviews with central office administrators and program directors stated that staff has not tracked students who consistently remained at Tier 3 RtI level of intervention for a significant period of time. Therefore, the agency team determined a need for increased communication among administrators and teachers regarding students' strengths, weaknesses, and services for individualized instruction and support.</p> <p>The core team shared that the goal for the 2012-2013 school year is to engage in an integrated intervention process. The agency team learned that this group analyzed the 2012 PBMAS indicators across program areas, evaluated the impact of previous improvement activities, and conducted a needs assessment. A review of the 2012-2013 preliminary improvement plan and discussions with focus groups revealed that targeted lesson planning is a main focus. During the 2011-2012 school year, the curriculum department worked with teacher leaders to rewrite curriculum documents for each core content area. As a result, short-cycle assessments and district</p>	

Areas for Improvement	Specific Issues/Trends Identified	LEA Required Actions
	<p>benchmark tests are currently aligned with the TEKS. The executive director of curriculum, instruction, and special programs stated that the curriculum department has spearheaded three coordinated activities as a focus for improvement beginning in July of 2012:</p> <ul style="list-style-type: none"> • implementing RtI through the general intervention support team (GIST), which includes comprehensive training and support in implementation, data analysis, and student intervention based on results of Texas Mathematics and Science Diagnostic System (TMSDS) in grades prekindergarten-12 for mathematics to assess student strengths and weaknesses in relation to the TEKS; • strengthening the campus curriculum assessment (CCA) process, begun in fall 2011, through purchasing a reliable TEKS-based question bank, adding the assessments to the district testing calendar, and creating a protocol by the academic coordinators and instructional coaches to ensure capacity building and fidelity; and • continuing "power walks," instituted in fall 2011, as a web-based classroom observation protocol. <p>The agency review team learned that administrators are striving to make data-driven decisions to improve student performance. Academic coordinators, principals, and assistant principals conduct a minimum of ten classroom walk-through visits per week to ensure implementation of RtI to assist struggling students, TEKS-based curriculum, and the CCA process. The LEA utilizes a system for accountability, consisting of rubrics and checklists to measure the implementation of initiatives and to identify programmatic priorities for ELL. Through the Texas Literacy Initiative, the use of a web-base system is available to the LEA to collect campus and student data to assist the LEA in identifying needs. The LEA discusses this information during collaborative leadership team meetings.</p> <p>During focus group discussions with academic coordinators, instructional coaches, teachers, specialists, and interventionists the agency review team received an overview of campus initiatives and activities. Staff also explained the LEA's use of Year-at-a-Glance (YAG), which shows the scope of content area TEKS, and blueprints, which provide the sequence of instruction, and CCAs for science, mathematics, and ELA/reading. Campus representatives and principals also</p>	

Areas for Improvement	Specific Issues/Trends Identified	LEA Required Actions
	<p>described campus-specific interventions for struggling learners. The agency team observed that campus-based interventions are in place and that campuses are customizing the implementation of the new district-wide initiatives. However, the review team determined that the LEA needs a systemic process to monitor and evaluate the implementation and effectiveness of district and campus interventions.</p> <p>The agency review team learned that district academic coordinators and campus-based instructional coaches assist with the disaggregation of student performance by TEKS objectives to determine students in need of remediation. Instructional coaches then assist in providing differentiated instruction to individual students based on their daily schedule. Additionally, teachers have a designated academic period for remediation in their daily schedule. Interviews and classroom visits revealed that staff members who provided instruction and support to students in special programs used student performance data to provide targeted instructional support and intervention strategies. However, teachers stated in interviews that some teachers are not provided disaggregated data in a timely manner, and they lack expertise in using student data at the classroom level to ensure effective interventions to improve academic outcomes for ELL, Title 1 students, and students with disabilities. Teachers also reported during interviews that they lack sufficient understanding and training regarding the implementation of individualized education programs (IEPs), RtI interventions, and ELL instructional strategies to effectively address the unique needs of students.</p> <p>A review of student folders, class schedules, and teacher interviews revealed that class schedules of eight students with disabilities did not match the schedule of services in their IEPs. Specifically, special education teachers consistently provide more inclusion services than stated in IEPs and are not documenting the inclusion services for students. The failure to provide special education services as stated in IEPs is a violation of 34 Code of Federal Regulations (CFR) §300.17(d), 300.101.</p> <p>During the interview with the campus-based academic interventionist, the agency team learned that the high school began implementing an initiative focused on providing interventions for students in special programs, including push-in, pull-out, camp classes, year-long courses, and dual credit. The program began in September</p>	

Areas for Improvement	Specific Issues/Trends Identified	LEA Required Actions																												
<p>Systemic Integrated Issue: Dropout, Diploma, and Graduation Rates</p>	<p>2011 for ELL, and at the beginning of the 2012-2013 school year for students with disabilities. However, a review of student folders and staff interviews revealed that admission, review, and dismissal (ARD) committees are not convened to develop intensive programs of instruction for students with disabilities who have failed state assessments. The failure of ARD committees to develop an intensive program of instruction for students with disabilities who did not pass state assessments is a violation of Texas Education Code (TEC) §28.0213.</p> <p>A longitudinal review of PBMAS data for the LEA indicates that the annual dropout rate for students grades 7-12 identified as Title I, Part A in No Child Left Behind (NCLB) and special education have been significantly above the state standard over a three-year period, as indicated in the following table:</p> <table border="1" data-bbox="722 577 950 1596"> <thead> <tr> <th>Student Group</th> <th>District Rate/State Standard 2010</th> <th>PL</th> <th>District Rate/State Standard 2011</th> <th>PL</th> <th>District Rate/State Standard 2012</th> <th>PL</th> </tr> </thead> <tbody> <tr> <td>Title I</td> <td>6.0/2.0</td> <td>2</td> <td>6.0/2.0</td> <td>2</td> <td>7.2/2.0</td> <td>3</td> </tr> <tr> <td>Special Education</td> <td>4.8/2.0</td> <td>1</td> <td>2.4/2.0</td> <td>0RI*</td> <td>3.9/2.0</td> <td>1</td> </tr> </tbody> </table> <p>*Special Analysis</p>	Student Group	District Rate/State Standard 2010	PL	District Rate/State Standard 2011	PL	District Rate/State Standard 2012	PL	Title I	6.0/2.0	2	6.0/2.0	2	7.2/2.0	3	Special Education	4.8/2.0	1	2.4/2.0	0RI*	3.9/2.0	1	<p>Utilize the district-wide committee to monitor and evaluate progress of students at risk of dropping out, including an evaluation of the intervention program piloted at the intermediate campus. Develop a program of accelerated instruction for all students who have been retained, are over age for assigned grade level, or lack credit accruals.</p> <p>Develop a system to monitor the progress of ELL and the effectiveness of credit recovery.</p> <p>Develop a system to monitor students graduating under the recommended high school program (RHSP) and the distinguished achievement program (DAP).</p>							
Student Group	District Rate/State Standard 2010	PL	District Rate/State Standard 2011	PL	District Rate/State Standard 2012	PL																								
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Student Group	District Rate/State Standard 2010	PL	District Rate/State Standard 2011	PL	District Rate/State Standard 2012	PL																								
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Areas for Improvement	Specific Issues/Trends Identified	LEA Required Actions																												
	<p>Additionally, a longitudinal review of PBMAS data for the LEA indicates that the graduation rate has been significantly below the state standard for ELL over a three-year period, resulting in PLs of 3 for each year. The graduation rate for Title I students and students with disabilities decreased over a two-year period, and then increased by 29.3 pps and 20.7 pps, respectively, in 2012 as indicated in the following table:</p> <table border="1" data-bbox="552 577 803 1596"> <thead> <tr> <th>Student Group</th> <th>District Rate/State Standard 2010</th> <th>PL</th> <th>District Rate/State Standard 2011</th> <th>PL</th> <th>District Rate/State Standard 2012</th> <th>PL</th> </tr> </thead> <tbody> <tr> <td>LEP</td> <td>27.3/75.0</td> <td>3</td> <td>35.2/75.0</td> <td>3</td> <td>31.7/75.0</td> <td>3</td> </tr> <tr> <td>Title I</td> <td>60.6/75.0</td> <td>2</td> <td>56.4/75.0</td> <td>2</td> <td>85.7/75.0</td> <td>0</td> </tr> <tr> <td>SPED</td> <td>61.0/75.0</td> <td>2</td> <td>56.6/75.0</td> <td>2</td> <td>77.3/75.0</td> <td>0</td> </tr> </tbody> </table> <p>In the 2011-2012 FDA, the LEA identified homelessness as a causal factor that negatively impacted the dropout and graduation rate and cited transportation issues as affecting attendance. For example, if a student missed the school bus or had an appointment, that student often missed school that day. The LEA homeless liaison monitors student attendance and academic progress. Discussions with staff revealed that the LEA implemented attendance committees and leaver teams at all secondary campuses during the 2011-2012 school year; the teams also work with the GIST to identify, monitor, and/or recover students at risk of dropping out of school.</p> <p>A review of public education information management system (PEIMS) data shows that students at the Manor High School (MHS) primarily impact the dropout, diploma, and graduation rates. During the 2011-2012 school year, the LEA hired a truancy specialist and assigned one MHS assistant principal with primary responsibility for attendance. The truancy specialist formalized campus withdrawal procedures, created a pre-court process as prevention to filing truancy, and developed a system for dropout recovery. The truancy specialist and assistant principal conduct home visits, provide transportation to school when needed, and participate in attendance committee meetings. During 2012-2013, the truancy specialist plans to implement the Hope Team, a leaver team to case manage the 2013 student cohort group; and a</p>	Student Group	District Rate/State Standard 2010	PL	District Rate/State Standard 2011	PL	District Rate/State Standard 2012	PL	LEP	27.3/75.0	3	35.2/75.0	3	31.7/75.0	3	Title I	60.6/75.0	2	56.4/75.0	2	85.7/75.0	0	SPED	61.0/75.0	2	56.6/75.0	2	77.3/75.0	0	<p>Maintain efforts to implement the Student Family Support Services Compliance Plan, including increased evaluation of progress.</p> <p>Develop personal graduation plans (PGPs) for all at-risk students.</p>
Student Group	District Rate/State Standard 2010	PL	District Rate/State Standard 2011	PL	District Rate/State Standard 2012	PL																								
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SPED	61.0/75.0	2	56.6/75.0	2	77.3/75.0	0																								

Areas for Improvement	Specific Issues/Trends Identified	LEA Required Actions
	<p>Good Faith Contract, or graduation plan, between case manager and student. The truancy specialist indicated that being housed with the enrollment and withdrawal registrars has increased collaboration and tracking of students.</p> <p>As a result of a focus group discussion with administrators and directors, the agency team determined that there is lack of collaboration among LEA staff regarding systems and processes to identify and monitor students at risk of dropping out. The agency team learned that the LEA has not revised nor is fully implementing the dropout plan developed during the 2008-2009 school year, and staff were unaware the LEA had a written plan. Additionally, the agency team learned that a flowchart of procedures for campus office personnel to use for tracking student withdrawals is not consistent with the withdrawal procedures used by office staff at MHS. LEA staff, including the truancy specialist, guidance counselors, and campus administrators, was not familiar with the frequently asked questions (FAQs) document, <i>Determining Withdrawal Practices That Will Decrease the Chance of Dropouts and Increase Completion Rates</i> that the dropout director shared with the agency team. Staff also reported to the agency team that there is a lack of clear expectations regarding the membership and responsibilities of the leaver teams to coordinate dropout activities. The agency team determined that the LEA lacks a system for coordinated support for all at-risk students, and that the dropout director's district-wide policies and procedures are not utilized for campus dropout prevention and recovery efforts. Central office staff indicated that the LEA's 2012-2013 improvement plan will address systemic processes for truancy intervention and leaver teams. As a first step, the department of Student and Family Support provides case management of referrals of students identified as at-risk, migrant, pregnant, and those students receiving homebound services.</p> <p>The 2011-2012 improvement plan included strategies to address the graduation rate. However, interviews with central office administrators revealed that the strategies were not communicated district wide. During 2012-2013, the campus principal of Manor Excel Academy (MEA), a campus for credit recovery, works closely the MHS staff to assist students with recovery of credits needed for graduation. Credit recovery is offered to students through programs such as A+. Further, the LEA offers GEAR UP and Breakthrough Austin at the middle school campuses; and AVID, College Forward,</p>	<p>Evaluate the processes and procedures to identify and monitor students at risk of dropping out. Revise, if needed. Train LEA staff on the processes and procedures.</p>

Areas for Improvement	Specific Issues/Trends Identified	LEA Required Actions
<p>Single Program Area: Special Education STAAR-M Participation</p>	<p>and dual credit for high school students as early interventions for at-risk students to help them prepare for college readiness.</p> <p>Focus group discussions with central office and campus administrators revealed that the LEA did not address the diploma rate in the 2011-2012 improvement plan. The LEA did not include activities to address the low performance for students graduating on the RHSP and DAP. The agency team also learned through interviews with program directors that the diploma rate for the ELL, students with disabilities, and at-risk students were not monitored or tracked in previous school years. Staff interviews revealed that the LEA has not developed PGPs for students who did not perform satisfactorily on an assessment. The failure to develop personal graduation plans for students who did not perform satisfactorily on state assessments is a violation of Texas Education Code (TEC) §28.0212(a).</p> <p>A longitudinal review of PBMAS data for the LEA indicates that the participation rate for students with disabilities taking TAKS-Modified (M) or State of Texas Assessment of Academic Readiness (STAAR)-M was below the state standards and resulted in PLs of 2 for the past three years.</p> <p>The 2011-2012 improvement plan stated that a team would review ARD committee decisions to determine the appropriateness of state assessment decisions for students and reconvene ARD committees, as needed, to consider making changes. Additionally, campus committees would review accommodations to determine if they were appropriate and implemented routinely. Administrators stated in interviews that these improvement plan activities were not done.</p> <p>During the meeting with the core team, the agency team learned that training for principals regarding the STAAR-M participation requirements occurred this year, and the LEA is consistently utilizing the TEA participation assurances when making ARD committee decisions for state assessments. Additionally, staff shared that, based on a 65% raw score cut-off, approximately 30 students are being monitored for possible administration of STAAR in Spring 2013.</p> <p>The agency team learned through staff interviews and focus group discussions that the LEA has implemented a support facilitation inclusion model staffed by special</p>	<p>Implement a plan for staff training on state assessment decision making for students with disabilities, including criteria for alternate assessments, data gathering for alternate assessment participation justifications, and appropriate documentation of ARD committee decisions.</p> <p>Conduct folder reviews of students who took modified and/or alternate state assessments. Determine if there is evidence in IEPs to demonstrate students meet participation requirements for the modified and</p>

Areas for Improvement	Specific Issues/Trends Identified	LEA Required Actions
<p>Single Program Area: Special Education Less Restrictive Environment (LRE) Ages 3-5</p>	<p>education teachers and paraprofessionals. However, based on student folder reviews, the agency team did not find evidence that the model has decreased the number of students participating in modified state assessments. According to teacher interviews, some students with disabilities are not successful in inclusion classes and are in need of more support. Consequently, the agency team concluded that the LEA has not adequately addressed decreasing the number of students with disabilities participating in modified state assessments.</p> <p>Further, a review of student folders revealed that student IEPs did not indicate that students met participation requirements for TAKS-M and STAAR-M. The IEPs did not indicate a modified curriculum to be provided to students. The failure to meet participation requirements of the modified state assessment is a violation of 34 CFR §300.320(a)(6) and 19 Texas Administrative Code (TAC) §89.1055(b), §101.5(b), and §101.27(b).</p>	<p>alternate assessments. Conduct ARD committee meetings or IEP amendments to make changes for any assessment decisions for 2012-2013 that did not follow procedures set forth in the ARD Decision Making Guide for State Assessment.</p> <p>Analyze and, if appropriate, adjust the frequency and duration for inclusion services based on individual student needs. Implement formal administrative oversight processes, including monitoring state assessment decisions and justifications utilized for assessments.</p> <p>Analyze the current continuum of services at all campuses for effectiveness.</p> <p>Review current eligibility criteria for speech therapy services to determine that students are correctly identified as having speech impairment only.</p>
	<p>A longitudinal review of PBMAS data indicates that the percentage of students with disabilities, ages 3-5, placed in instructional arrangement setting codes 40 and 41 showed a decrease of 2.0 pps over a three-year period and was below the state standard resulting in an indicator PL 2.</p> <p>A review of the 2011-2012 FDA indicated that this indicator is impacted by a large number of students who are eligible for services for speech impairment (SI) only. Therefore, the LEA's improvement plan included investigating options related to</p>	

Areas for Improvement	Specific Issues/Trends Identified	LEA Required Actions
<p>Single Program Area: Special Education African American Representation</p>	<p>restructuring the preschool program for children with disabilities (PPCD) program, increasing inclusion time, and creating a class within a class by clustering PPCD students into the Pre-K classes.</p> <p>During staff interviews, the agency team learned that the majority of the students, ages 3-5, who qualify for special education services have a significant disability and require intense specialized instruction to increase academic progress. Special education staff indicated that the district is currently looking for alternatives for the PPCD students to increase individualized inclusion time. At one of the elementary schools, the GIST process integrates RtI strategies for speech language intervention for classroom and home instruction, and provides progress monitoring. The agency team did not find evidence that current efforts are positively impacting this indicator.</p> <p>A longitudinal review of PBMAS data for the LEA indicates that the percentage of African American (AA) students receiving special education services remained consistently above the state standard over a three-year period, resulting in PLs of 3.</p> <p>The agency team discovered through review of the 2011-2012 improvement plan that the LEA's activities insufficiently address the over-representation of AA students in special education. Strategies such as professional learning communities, department planning and data analysis, Fundamental Five, and PowerWalks do not provide a direct correlation to this indicator.</p> <p>During the special education focus group discussion, the agency team learned that the LEA has identified a high number of AA students eligible for services who have an emotionally disturbance disability. The LEA incorporated a behavior component in the RtI process to address this issue. Additionally, staff indicated the LEA is reviewing and tracking the ethnicity of transfer students with disabilities, the LEA's AA student referrals for special education services, and evaluation tools to ensure that they are not culturally biased. The agency team determined that previous improvement plan activities did not substantially impact this indicator, and 2012-2013 strategies have not been implemented long enough to provide sufficient evidence of improvement.</p>	<p>Evaluate the effectiveness of the district's current RtI system and revise as needed.</p> <p>Implement an RtI system for behavior issues.</p> <p>Continue to provide training for instructional staff on RtI interventions and strategies to utilize prior to evaluation for special education services, and conduct re-evaluations, as needed, to determine that students have an educational need for services.</p>

Areas for Improvement	Specific Issues/Trends Identified	LEA Required Actions																																																																								
<p>Single Program Area: Special Education Discretionary Placements for In-School Suspension (ISS), Out of School Suspension (OSS), and Disciplinary Alternative Education Program (DAEP)</p>	<p>A longitudinal review of PBMAS data indicates that the disproportionality of the placement rate of students with disabilities in ISS, OSS, and DAEP has been greater than the LEA overall placements over a three-year period, as indicated in the following tables:</p> <table border="1" data-bbox="446 630 755 1008"> <thead> <tr> <th>Data Source</th> <th>LEA Overall DAEP Placement Rate</th> <th>LEA SPED DAEP Placement Rate</th> <th>LEA Difference Rate</th> <th>State Difference Standard</th> <th>PBMAS Indicator PL</th> </tr> </thead> <tbody> <tr> <td>2010 PBMAS Report</td> <td>2.7</td> <td>6.5</td> <td>3.8</td> <td>1.0 pp</td> <td>2</td> </tr> <tr> <td>2011 PBMAS Report</td> <td>2.3</td> <td>3.9</td> <td>1.6</td> <td>1.0 pp</td> <td>ORI</td> </tr> <tr> <td>2012 PBMAS Report</td> <td>3.0</td> <td>7.2</td> <td>4.2</td> <td>1.0 pp</td> <td>3</td> </tr> </tbody> </table> <table border="1" data-bbox="787 630 1047 1008"> <thead> <tr> <th>Data Source</th> <th>LEA Overall ISS Placement Rate</th> <th>LEA SPED ISS Placement Rate</th> <th>LEA Difference Rate</th> <th>State Difference Standard</th> <th>PBMAS Indicator PL</th> </tr> </thead> <tbody> <tr> <td>2010 PBMAS Report</td> <td>33.5</td> <td>56.0</td> <td>22.5</td> <td>10.0%</td> <td>1</td> </tr> <tr> <td>2011 PBMAS Report</td> <td>29.4</td> <td>46.2</td> <td>16.8</td> <td>10.0%</td> <td>1</td> </tr> <tr> <td>2012 PBMAS Report</td> <td>22.2</td> <td>34.7</td> <td>12.5</td> <td>10.0%</td> <td>ORI</td> </tr> </tbody> </table> <table border="1" data-bbox="1079 630 1339 1008"> <thead> <tr> <th>Data Source</th> <th>LEA Overall OSS Placement Rate</th> <th>LEA SPED OSS Placement Rate</th> <th>LEA Difference Rate</th> <th>State Difference Rate</th> <th>PBMAS Indicator PL</th> </tr> </thead> <tbody> <tr> <td>2010 PBMAS Report</td> <td>11.3</td> <td>25.0</td> <td>13.7</td> <td>6.0%</td> <td>1</td> </tr> <tr> <td>2011 PBMAS Report</td> <td>12.5</td> <td>24.6</td> <td>12.1</td> <td>6.0%</td> <td>1</td> </tr> <tr> <td>2012 PBMAS Report</td> <td>9.5</td> <td>23.5</td> <td>14.0</td> <td>6.0%</td> <td>2</td> </tr> </tbody> </table>	Data Source	LEA Overall DAEP Placement Rate	LEA SPED DAEP Placement Rate	LEA Difference Rate	State Difference Standard	PBMAS Indicator PL	2010 PBMAS Report	2.7	6.5	3.8	1.0 pp	2	2011 PBMAS Report	2.3	3.9	1.6	1.0 pp	ORI	2012 PBMAS Report	3.0	7.2	4.2	1.0 pp	3	Data Source	LEA Overall ISS Placement Rate	LEA SPED ISS Placement Rate	LEA Difference Rate	State Difference Standard	PBMAS Indicator PL	2010 PBMAS Report	33.5	56.0	22.5	10.0%	1	2011 PBMAS Report	29.4	46.2	16.8	10.0%	1	2012 PBMAS Report	22.2	34.7	12.5	10.0%	ORI	Data Source	LEA Overall OSS Placement Rate	LEA SPED OSS Placement Rate	LEA Difference Rate	State Difference Rate	PBMAS Indicator PL	2010 PBMAS Report	11.3	25.0	13.7	6.0%	1	2011 PBMAS Report	12.5	24.6	12.1	6.0%	1	2012 PBMAS Report	9.5	23.5	14.0	6.0%	2	<p>Evaluate systems in place to address behavior of all students with disabilities.</p> <p>Create a system of positive behavioral supports, implement district wide, and evaluate the implementation to determine the impact with students with disabilities.</p> <p>Develop a formal, district-wide system to monitor discretionary placements of special education students in DAEP, ISS, and OSS and provide information on students with disabilities to the special education director on a regular basis. Continue to evaluate systems in place to address the behavior of special education students as an instructional, rather than disciplinary, issue.</p>
Data Source	LEA Overall DAEP Placement Rate	LEA SPED DAEP Placement Rate	LEA Difference Rate	State Difference Standard	PBMAS Indicator PL																																																																					
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Areas for Improvement	Specific Issues/Trends Identified	LEA Required Actions
	<p>After a review of the 2011-2012 FDA and improvement plan, the agency team concluded that FDA and improvement plan activities do not address the discipline placement indicators for students with disabilities. During the director focus groups, the agency team learned about the LEA's positive behavior strategies and that discussion continues regarding integrating behavior interventions into GIST, the district wide RtI model. The agency team learned that the Student Code of Conduct is considered to be the district-wide discipline management plan and that a Discipline Considerations form is disseminated as a guide for campus administrators. Central office staff also reported that administrators have some latitude when determining disciplinary consequences and the considerations guide is only somewhat used by campuses. In addition, the agency team learned that tracking disciplinary placements has improved because staff is more focused on the PBMAS discipline indicators. The assistant principals shared that the Educator's Handbook was implemented during the 2012-2013 school year, and has been beneficial for monitoring disciplinary placements at the campus and student level.</p> <p>At the elementary campuses, the agency team discovered that students with disabilities experiencing behavior issues are placed in the behavior unit at their campus or transported to a campus with a behavior unit. At one campus, the GIST process includes addressing behavior concerns through interventions involving individualized contracts; daily tracking of behavior; and collaboration with parents, teachers, counselors, and administration to problem-solve issues. At another campus, students are assigned "meaningful jobs" instead of being placed in ISS; at another campus, administrative staff is focused on leadership initiatives to address student behavior. Current district-wide disciplinary placement data for the elementary campuses reveals that two students with disabilities have been assigned ISS for a total of six days and three students have been placed in OSS for a total of 7.5 days.</p> <p>The agency team learned that the middle schools have created time within the school day where appropriate behavior is rewarded through organization and club participation, where character building and social skills are taught. The assistant principals report a decrease in office referrals for misbehavior thus far this year. Data provided to the agency team indicates the Decker Middle School has placed 22 students with disabilities in ISS, eight in OSS, and four in DAEP; and Manor Middle School has placed 14 students with disabilities in ISS, five in OSS, and one in DAEP.</p>	

Areas for Improvement	Specific Issues/Trends Identified	LEA Required Actions
	<p>During secondary campus visits, the agency team learned that the Manor High School and Manor Middle School use an additional matrix that includes actions to be taken before students are sent to the office, and a list of possible consequences or rewards; however, the Decker Middle School administration is not using this matrix. In contrast, the Manor Alternative Placement (MAP) Center staff use a Level Zero Discipline Management System and focus on lowering recidivism through character education and social skills development by partnering with Safe Place, Phoenix House, and Communities in Schools (CIS). Current data for the high school campuses show that 17 students with disabilities have been assigned ISS, 10 for OSS, and six for DAEP/MAP.</p> <p>Through district-wide staff interviews, the agency team heard concerns regarding student behavior. Staff discussed inconsistency of consequences for student misbehavior and expressed a desire for a uniform approach to discipline. As well, campus staff indicated concern about the data collection process for developing functional behavioral assessments (FBAs), and creating and revising behavior intervention plans (BIPs) for students with disabilities.</p> <p>Campus-based initiatives for addressing high numbers of discretionary disciplinary placements are in place; however, there is no district-wide model for discipline. Consequently, in spite of decreased ISS, OSS, and DAEP assignments, the agency team determined that the LEA lacks a comprehensive district-wide discipline management system with consistent implementation of positive behavior support strategies.</p>	

Next Steps:

- The LEA will develop the 2012-2013 improvement plan using current data; the improvement plan must include the development and implementation of all systems activities listed in the LEA Required Actions column of this report.
- The LEA will develop and implement a corrective action plan that outlines the steps and processes the LEA will take to correct all findings of noncompliance as soon as possible.
- The LEA will inform the board of trustees in a public meeting of the noncompliance with statutory requirements identified in this report, and of actions the district will take to correct the noncompliance.
- The LEA will report to the TEA each month of the implementation and progress of activities in the improvement plan throughout the district. This report will consist of written as well as oral descriptions of the data and implementation of activities.
- The LEA will submit the CAP and improvement plan to the TEA by January 5, 2013.

The improvement plan and progress reports must be submitted through the *Intervention Stage and Activity Manager (ISAM)* application within the *Texas Education Agency Secure Environment (TEASE)* according to the due dates listed above. The TEASE link is: <https://sequin.tea.state.tx.us/apps/login.asp>. Instructions regarding the use of ISAM can be found under the *How Do I* section of the monitoring link on the Program Monitoring and Interventions website at the following link: <http://www.tea.state.tx.us/pmi>.

Required Corrective Actions for Noncompliance Findings

The LEA is required to correct any noncompliance finding as soon as possible, but in no case may the correction take longer than one calendar year from the date of notification of noncompliance. Failure to correct noncompliance within required timelines will result in elevated interventions or sanctions as referenced in Texas Education Code (TEC), Chapter 39, Subchapter E; 19 Texas Administrative Code (TAC) §89.1076, Interventions and Sanctions, and §97.1071, Special Program Performance; Intervention Stages, and will impact a district's determination status as issued by the Texas Education Agency (TEA) under 34 Code of Federal Regulations (CFR) §300.608(a).

Corrective actions should be completed within one year of receipt of findings.
The agency also will require documentation verifying that:

- policies and procedures, including operating guidelines and practices, have been changed, as necessary, and implemented as written;
- the LEA has notified the public of any changes to policies and procedures, including operating guidelines and practices, related to disproportionality, discipline, and/or child find issues, as appropriate to the LEA;
- decision-making frameworks/guidelines have been implemented;
- the LEA has systems to ensure that students with disabilities are receiving all special education and related services consistent with the child's needs; and
- the LEA conducts ARD committee meetings as necessary to ensure the provision of a free appropriate public education to the students in question and considers compensatory services, if appropriate to the students' individual circumstances.

Appendix F – Sample Budget

All Funds Summary

FY 2014 SCHOOL BOARD'S ADOPTED BUDGET SUMMARY

	FY 2013	FY 2014	VARIANCE ADOPTED TO ADOPTED	
	ACTUAL	ADOPTED	AMOUNT	PERCENT
REVENUE				
County Funds				
County Transfer	\$400,358,051	\$412,637,859	\$12,279,808	3.1%
County Transfer—Re-estimated (<i>note 1</i>)	\$6,938,050	\$3,128,270	(\$3,809,780)	-54.9%
Sub Total	\$407,296,101	\$415,766,129	\$8,470,028	2.1%
Other Revenue				
Budget Savings	\$11,475,000	\$20,186,704	\$8,711,704	75.9%
State - Sales Tax	\$18,229,625	\$20,179,702	\$1,950,077	10.7%
State - Other	\$35,214,438	\$37,055,946	\$1,841,508	5.2%
Federal	\$12,987,901	\$12,279,070	(\$708,831)	-5.5%
Other Revenue	\$16,230,876	\$17,580,564	\$1,349,688	8.3%
Sub Total	\$94,137,840	\$107,281,986	\$13,144,146	14.0%
TOTAL REVENUE	\$501,433,941	\$523,048,115	\$21,614,174	4.3%
EXPENDITURES				
School Operating Fund (<i>note 2</i>)	\$409,865,446	\$427,513,465	\$17,648,019	4.3%
Community Activities	\$15,786,209	\$16,374,684	\$588,475	3.7%
Cafeteria Fund	\$6,943,476	\$7,478,683	\$535,207	7.7%
Capital Projects (<i>note 3</i>)	\$8,199,282	\$8,002,195	(\$197,087)	-2.4%
Comprehensive Services	\$3,650,000	\$4,520,000	\$870,000	23.8%
Grants & Restricted Programs	\$15,057,910	\$14,435,397	(\$622,513)	-4.1%
Debt Service	\$41,931,618	\$44,723,691	\$2,792,073	6.7%
TOTAL EXPENDITURES	\$501,433,941	\$523,048,115	\$21,614,174	4.3%
RESERVE FUND (<i>NOTE 4</i>)	\$18,612,239	\$19,827,229		

Note 1: Re-estimated revenue from the County is additional local revenue available from the prior year for the budget year.

Note 2: The School Operating Fund includes a \$6.1 million Reserve in FY 2014.

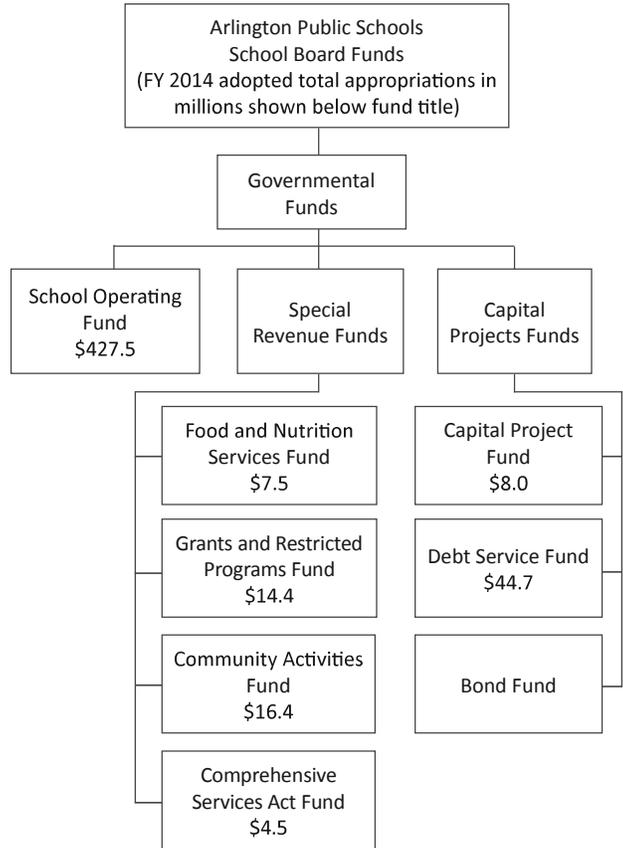
Note 3: The Capital Projects Fund includes Capital Reserves of \$721,465 in FY 2013.

Note 4: The Reserve Fund is not included in the Total Revenue/Total Expenditures figures. In FY 2014, it includes the following Reserves: Undesignated (\$2.0M), Future Debt Service (\$3.625M), VRS (\$7.39M), Unfunded Liabilities (\$2.0M), and Capital (\$3.8M). The \$721,465 Capital Reserve in the FY 2013 budget will be added to the Reserve Fund balance in the FY 2013 close out.

All Funds Summary

The Arlington School Board budgets for its financial activity in eight different funds, all of which are governmental funds. Each fund is a self-balancing set of accounts reflecting the activities operated using that fund. Seven are shown here; the eighth fund is the Bond Fund in which bond proceeds from bonds approved through a referendum every two years are tracked.

- **School Operating Fund** accounts for the day to day operations of the school system.
- **Community Activities Fund** accounts for the operation of joint community/school facilities and programs.
- **Food and Nutrition Services Fund** accounts for the school food services program and is self supporting from the sale of lunches, catering fees and other sources.
- **Comprehensive Services Act Fund** accounts for the special education services provided to Arlington students and their families under the state Comprehensive Services Act (CSA) legislation.
- **Capital Projects Fund** accounts for both minor and major construction projects along with major maintenance.
- **Grants and Restricted Programs Fund** accounts for the grant funds and restricted funds received from federal, state and local sources.
- **Debt Service Fund** accounts for the principal and interest payments on obligated debts incurred for major school construction.

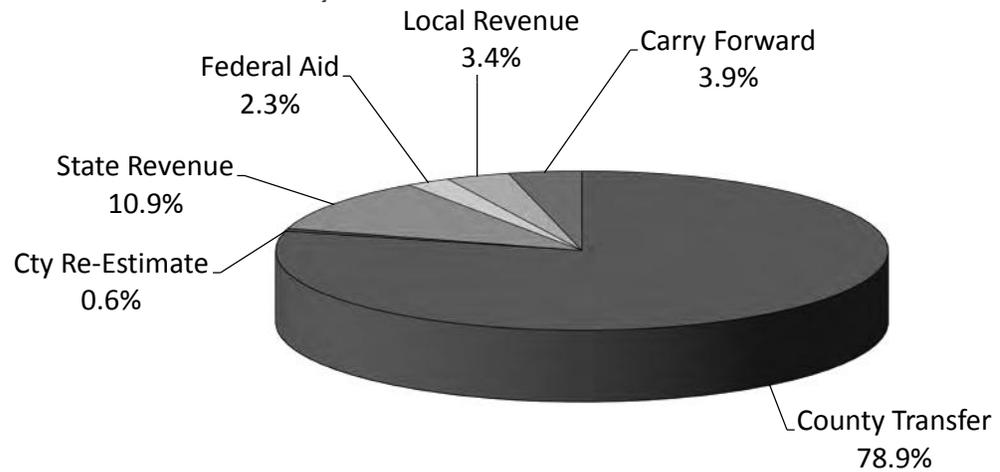


ALL FUNDS SUMMARY

in millions			COMPARISON	
	FY 2013	FY 2014	ADOPTED TO	ADOPTED
FUND	ADOPTED	ADOPTED	AMOUNT	PERCENT
School Operating Fund	\$409.9	\$427.5	\$17.6	4.3%
Community Activities Fund	\$15.8	\$16.4	\$0.6	3.7%
Food & Nutrition Services Fund	\$6.9	\$7.5	\$0.5	7.7%
Capital Projects Fund	\$8.2	\$8.0	(\$0.2)	-2.4%
Comprehensive Services Act Fund	\$3.7	\$4.5	\$0.9	23.8%
Grants & Restricted Programs Fund	\$15.1	\$14.4	(\$0.6)	-4.1%
Debt Service Fund	\$41.9	\$44.7	\$2.8	6.7%
TOTAL ALL FUNDS	\$501.4	\$523.0	\$21.6	4.3%

All Funds Summary

All Funds Revenue Summary



SCHOOL OPERATING FUND

The School Operating Fund receives most of its support (83.7%) from the County Transfer. The remainder of the revenue comes from State Aid (7.4%), State Sales Tax (4.7%), local fees and charges (0.6%), and budget savings (3.6%).

COMMUNITY ACTIVITIES FUND

The Community Activities Fund receives less than half of its support from the County Transfer (47.6%). In addition, fees are received by the Extended Day program and for building rentals of the Gunston and Thomas Jefferson community centers. Local revenue generated by these fees account for the remaining 52.4% of the Community Activities Fund revenue.

FOOD AND NUTRITION SERVICES FUND

The Food and Nutrition Services Fund is a self-supporting fund. Primary sources of revenue for the Food and Nutrition Services Fund are Federal (52.5%) and State (1.1%) funds as well as receipts from the sale of lunches and breakfasts and other programs (46.4%).

CAPITAL PROJECTS FUND

The Capital Projects Fund receives 56.3 percent of its funding from the County Transfer, comprising both on-going funds from local tax revenues (15.4%) and one-time funds from County re-estimated revenue (84.6%). In FY 2014, budget savings will provide additional funding of 43.7%. Prior to FY 2011, this fund also received support from the school construction grants program from the State but this funding source was eliminated by the General Assembly.

COMPREHENSIVE SERVICES ACT FUND

The Comprehensive Services Act Fund is supported by County Transfer (55.9%) and State CSA funds (44.1%).

GRANTS AND RESTRICTED PROGRAMS FUND

The Grants and Restricted Programs Fund is supported by grants and awards from federal, state and local sources. All federal revenue is reported in both this fund and the Food and Nutrition Services Fund.

DEBT SERVICE

The Debt Service Fund is supported 100% by the County Transfer.

All Funds Summary

All Funds County Transfer Summary

The Arlington Public Schools are fiscally dependent on Arlington County government, since the school system has no legal authority to raise taxes or issue debt. On the other hand, the County may not direct how the School Board spends its money. The school system receives the majority of its funding from the County as a transfer of funds.

The County Transfer increases 3.1% from the FY 2013 Adopted Budget to the School Board's FY 2014 Adopted Budget.

COUNTY TRANSFER ALLOCATION SUMMARY

	FY 2013	FY 2014	COMPARISON ADOPTED TO ADOPTED	
	ADOPTED	ADOPTED	AMOUNT	PERCENT
County Transfer				
School Operating Fund	\$349,169,092	\$357,270,580	\$8,101,488	2.3%
Community Act Fund	\$7,663,609	\$7,730,084	\$66,475	0.9%
Capital Projects Fund	\$1,261,232	\$1,786,004	\$524,772	41.6%
CSA Fund	\$2,307,500	\$2,527,500	\$220,000	9.5%
Debt Service Fund	\$39,956,618	\$43,323,691	\$3,367,073	8.4%
TOTAL COUNTY TRANSFER	\$400,358,051	\$412,637,859	\$12,279,808	3.1%

All Funds Summary

All Funds Expenditure Summary

SALARIES/EMPLOYEE BENEFITS

Salaries include all current projected positions and funding for hourly or part-time staff. Fringe benefits are budgeted in the same cost center as the salaries with which they are associated. Some system-wide benefits are budgeted in the Personnel Services department.

CONTRACTUAL SERVICES

All expenditures for services acquired or purchased from sources outside the school system (i.e., private vendors, public authorities or other governmental entities). Purchase of service must be on a fee basis or fixed time contract basis. Additionally, postage and utility accounts are included in this category.

STAFF DEVELOPMENT

Staff development includes funds for staff development system-wide as well as expenditures for substitute teachers contracted so that APS teachers may attend seminars, conferences, and other staff development activities.

EQUIPMENT

All non-consumable items such as furniture new equipment, replacement equipment or additional equipment.

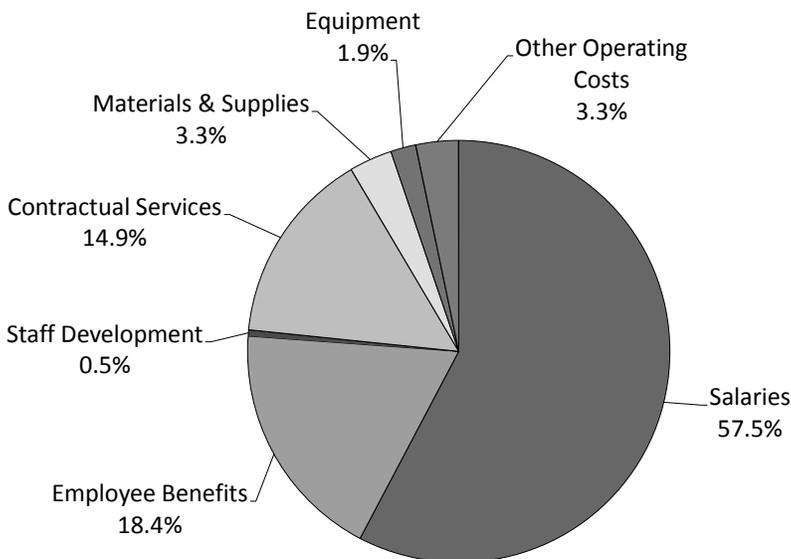
MATERIALS AND SUPPLIES

All expenditures for instructional materials, office and school supplies, textbooks, uniform costs and other operating supplies which are consumed or materially altered when used.

OTHER OPERATING COSTS

This includes local travel, program costs, special events, printing and duplicating and any other costs that did not specifically fall into any other categories.

EXPENDITURES BY CATEGORY – ALL FUNDS

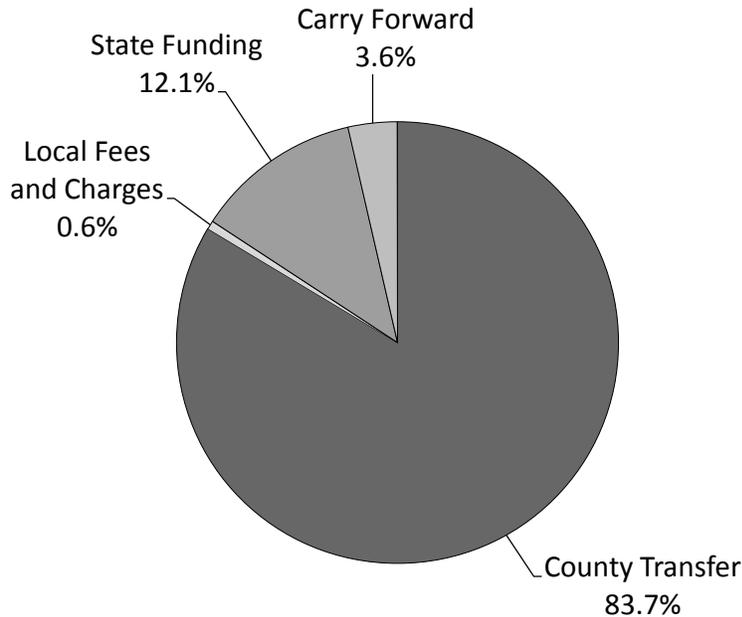


CATEGORY	AMOUNT
Salaries	\$301,934,152
Employee Benefits	\$96,452,051
Staff Development	\$2,494,856
Contractual Services	\$77,774,035
Materials & Supplies	\$17,152,933
Equipment	\$10,109,280
Other Operating Costs	\$17,130,809
TOTAL	\$523,048,115

All Funds Summary

School Operating Funds Summary

WHERE DOES THE MONEY COME FROM?

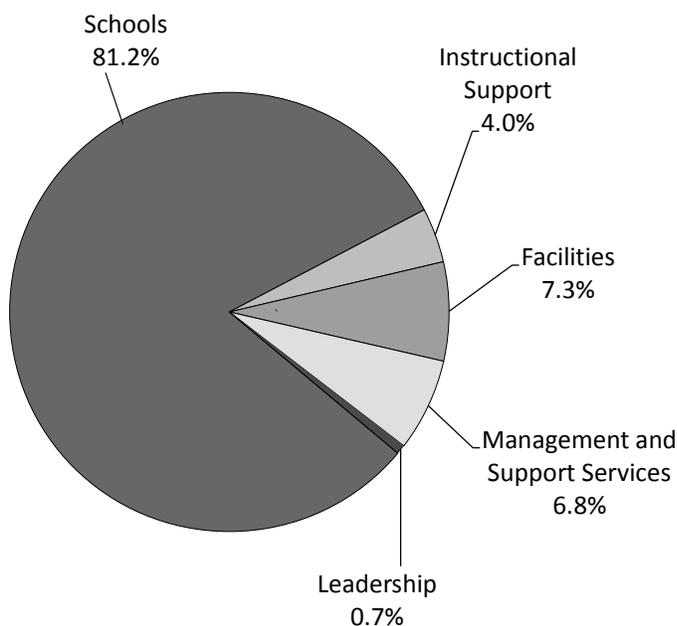


The **County Transfer** is the amount required from the County General fund.

State funding includes sales tax and state aid to education.

Local fees and charges include tuition, building rentals and other charges borne by the user.

Carry Forward includes funds budgeted in FY 2010 through FY 2012, but which will be carried forward for use in FY 2014.



WHERE DOES THE MONEY GO?

Schools include all school-based funding including those funds budgeted centrally but expended in the schools.

Instructional Support refers to the Department of Instruction, Student Services and Administrative Services.

Management/Support Services includes Finance & Management Services, Information Services, Personnel Services and School and Community Relations.

Facilities includes the Department of Facilities & Operations.

Cost Per Pupil

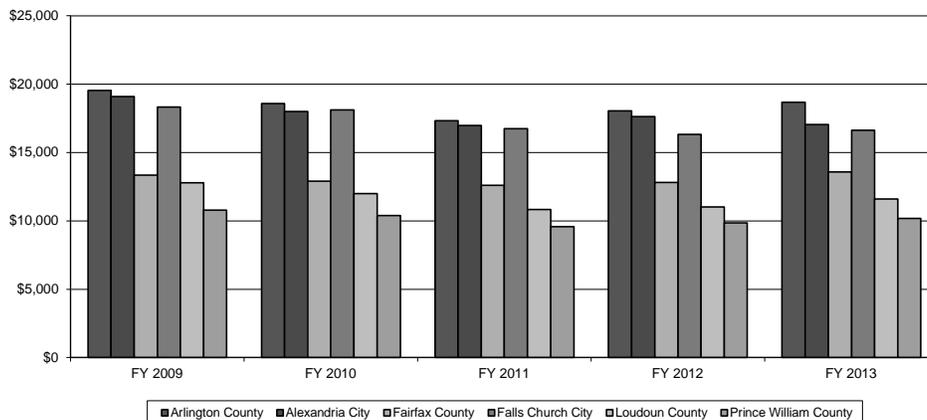
Cost per pupil information provides a measure of resource allocation based on student population. It is a useful tool for analyzing our expenditures over time and for comparing our expenditures to those of other school systems.

Arlington Public Schools uses the Washington Area Boards of Education (WABE) methodology to calculate the cost per pupil presented in the budget. The WABE calculation includes all students, including pre-K students, the School Operating Fund, entitlement grants, police services costs and the Major Maintenance/Minor Construction portion of the Capital Projects Fund. It excludes only the self-funded portion of the summer school and Adult Education program costs in the School Operating Fund.

APS COST PER PUPIL FY 2010 – FY 2014 (WABE METHOD)

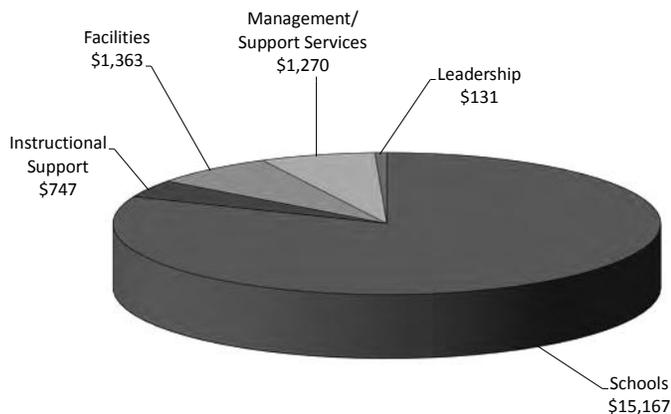
FY 2010	FY 2011	FY 2012	FY 2013	FY 2014
ADOPTED	ADOPTED	ADOPTED	ADOPTED	ADOPTED
\$18,569	\$17,322	\$18,047	\$18,675	\$18,678

WABE COST PER PUPIL COMPARISON



The FY 2014 WABE guide has not yet been published.

FY 2014 COST PER PUPIL BY CATEGORY



Facilities includes the Department of Facilities & Operations.

Instructional Support refers to the Department of Instruction, Student Services, and Administrative Services.

Leadership includes the School Board Office, the Superintendent's Office and the Assistant Superintendent positions.

Management/Support Services includes Finance & Management Services, Personnel Services, Information Services, and School & Community Relations.

Schools includes all school-based funding, including funds budgeted in central accounts and in Grants and Restricted Programs but expended at the schools.

Budget Forecast

BUDGET FORECAST

	FY 2014 ADOPTED		FY 2015 PROJECTED	FY 2016 PROJECTED	FY 2017 PROJECTED
	FUNDS	FTE	FUNDS	FUNDS	FUNDS
REVENUE					
Prior Year Budget - All Funds	\$501,433,941		\$523,048,115	\$518,957,898	\$525,728,711
Increase in County Revenue	\$5,179,808		\$8,252,757	\$8,417,812	\$8,586,169
Increase in County Revenue for increased enrollment	\$7,100,000		\$0	\$0	\$0
County Re-estimated Revenue (one-time funds)	\$3,065,270		\$2,300,000	\$2,300,000	\$2,300,000
County Re-estimated Revenue (one-time funds) - Prior Year	(\$6,938,050)		(\$3,065,270)	(\$2,300,000)	(\$2,300,000)
Increase/(Decrease) in Local Revenue	\$1,349,688		\$300,000	\$300,000	\$300,000
Increase/(Decrease) in State Funds - All funds	\$3,791,585		\$972,000	\$1,253,000	\$1,323,000
Increase/(Decrease) in Federal Revenue	(\$708,831)		(\$200,000)	(\$200,000)	(\$200,000)
TOTAL REVENUE	\$514,273,411		\$531,607,602	\$528,728,711	\$535,737,879
Reserve to Offset Increases in FY 2012 Budget	(\$6,000,000)		\$0	(\$3,700,000)	\$0
Partial Use of VRS Reserve in Prior Year Budget	(\$1,975,000)		(\$1,400,000)	(\$400,000)	(\$1,100,000)
Reserve to Offset Increases in FY 2014 Budget	\$15,349,704		(\$15,349,704)	\$0	\$0
Partial Use of VRS Reserve in Current Year Budget	\$0		\$3,700,000	\$0	\$3,687,239
Partial Use of Reserve for Debt Service in Current Year Budget	\$1,400,000		\$400,000	\$1,100,000	\$900,000
TOTAL FUNDS AVAILABLE	\$523,048,115		\$518,957,898	\$525,728,711	\$539,225,118
EXPENDITURES					
Prior Year Budget - All Funds	\$501,433,941	4047.11	\$523,048,115	\$518,957,898	\$525,728,711
Salaries and Benefits Baseline Adjustments	(\$1,875,000)		\$6,800,000	(\$500,000)	\$6,800,000
Compensation	\$8,700,000		\$0	\$0	\$0
Enrollment	\$11,078,828	100.20	\$11,149,704	\$10,199,704	\$10,949,704
Baseline Savings	(\$8,871,561)	(6.80)	(\$2,731,092)	(\$3,591,236)	(\$4,015,087)
Contractual Obligations	\$3,536,406		\$1,976,207	\$3,018,262	\$2,502,393
Additional Funds for Baseline Services	\$4,366,455	4.00	(\$351,802)	\$1,012,049	\$695,943
Additional Costs for New Capacity	\$0		\$711,796	\$2,584,301	\$1,317,059
Projected Expenditures	\$518,369,069	4144.51	\$540,602,928	\$531,680,978	\$543,978,723
EFFICIENCIES AND SAVINGS	(\$4,932,171)	(51.45)	\$0	\$0	\$0
ADDITIONS TO BUDGET	\$4,170,399	15.90	(\$2,523,000)	\$0	\$0
CAPITAL RESERVE	(\$721,465)		\$0	\$0	\$0
BUDGET RESERVE	\$6,162,283		(\$6,162,283)	\$0	\$0
TOTAL EXPENDITURES	\$523,048,115	4108.96	\$531,917,645	\$531,680,978	\$543,978,723
Surplus/(Shortfall)	\$0		(\$12,959,747)	(\$5,952,268)	(\$4,753,604)
POSSIBLE COMPENSATION ADJUSTMENTS					
Step increase			\$7,500,000	\$7,700,000	\$7,900,000
1% Compensation adjustment			\$3,700,000	\$3,900,000	\$4,100,000
TSA Match - return to 2.3% or \$840			\$3,650,000	\$3,650,000	\$3,650,000
Surplus/(Shortfall)			(\$27,809,747)	(\$21,202,268)	(\$20,403,604)

Budget Forecast

A summary of the budget forecasts for FY 2015 through FY 2017 is shown on the previous page and is based on the School Board's Adopted budget for FY 2014. Given the revenue and expenditure assumptions included in the forecast, it is clear APS will face significant financial challenges over the next three years. To balance each year's future budget, as required by law, APS staff will need to work with the School Board, County Board, and the community to determine an appropriate course of action.

These forecasts are intended to show how the budget will change in order to maintain the current instructional, support, and extracurricular programs and services as well as to provide services to the 2,249 additional students projected to enroll in APS in FY15 through FY17. ***These forecasts are not intended to show the effects of any programmatic decisions that might be made in any of those years.***

Detail on the forecasts and the revenue and expenditure assumptions used can be found in the Information Section.