BACKGROUND

Effective organization and management of a school system requires cooperation and communication between elected members of the board, the superintendent, executive leadership team, and staff. The board's role is to set goals and objectives for the school district in both instructional and operational areas, establish governance policies, approve plans to implement those policies, and approve the budget necessary to implement those plans. The staff is responsible for managing day-to-day implementation of the plans approved by the board, and recommending the appropriate modifications to ensure the district operates effectively. The superintendent, as the chief executive officer of the district, recommends staffing levels, programs, and the amount of resources necessary to operate the district and accomplish the board's goals and objectives. The school board is responsible for approving and adopting the budget and approving any amendments resulting in changes to the originally adopted budget.

To effectively evaluate the organization and management of a school system, we review the following functional areas:

- governance;
- planning;
- district management; and
- school management.

The interrelationship between these four functional areas contributes to the effectiveness of the overall organization and management of any school district.

Lamar Consolidated Independent School District (LCISD or "the district") was officially formed in 1947 with the consolidation of three independent and nine common school districts. Over the next 62 years, the district added four additional common school districts and two additional independent school districts culminating in absorbing the Kendleton Independent School District in 2009 after the Texas Education Agency (TEA) removed Kendleton ISD's accreditation.

As of January 2017, LCISD contains 43 percent of the area of Fort Bend County, encompassing approximately 385 square miles that extends from Brazoria County on the southeast to Waller and Austin counties on the northwest, with Wharton County on the district's western boundary. LCISD serves 30,829 students in 37 schools, an Early Childhood Center, and six special sites; and 5,182 employees including teachers, certified staff, and support staff. According to LCISD's District Profile included in TEA's most recently published Texas Academic Performance Report for 2015-2016, the district has an ethnically diverse student population, which is 44 percent Hispanic; 28 percent White; 19 percent African American, 6.3 percent Asian and 2 percent other ethnicities or more than one race/ethnicity. LCISD's student population also includes 13.8 percent English Language Learners, 43.3 percent economically disadvantaged students, and 48 percent at-risk students.

CHAPTER HIGHLIGHTS

- The Board-O-Gram is an effective communications tool to keep the board informed of district initiatives.

- The board can improve individual members' understanding of their roles and responsibilities by establishing a board training and orientation system.

- The board can continuously improve district governance by conducting annual self-evaluations or self-assessments.

- The board can improve the superintendent's evaluation process by taking an active role in establishing performance goals and expectations for the superintendent.

- LCISD can effectively prepare for the future by engaging in a formal, stakeholder-driven strategic planning process and developing a long-term strategic plan.

- Developing a comprehensive, districtwide succession plan will ensure continuity of leadership throughout LCISD over the next decade.

- Increasing the number of central administration and professional support positions will improve support services to LCISD's schools.

- Redesigning LCISD's current organization will more effectively support teaching, learning, and school operations over the next decade.

- LCISD has an opportunity to develop and deliver formal training or mentorship programs for principals and assistant principals.

A seven-member elected board governs the district and appoints the superintendent, who manages the day-to-day operation and administration of the district. The board consists of seven members elected from single-member districts, each serving overlapping four year terms on a rotating basis. The terms are staggered so that no more than four members are elected every two (2) years. **Exhibit 1-1** lists members of the 2016-2017 board before the May 6, 2017 school board elections.

Exhibit 1-1
Lamar Consolidated ISD
Board of Trustees, 2016–2017

Board Member	Title	District	Term Expires	Occupation
James Steenbergen	President	District 5	2019	Retired Executive
Kathryn Kaminski	Vice President	District 1	2021	Director of Daycare
Kay Danziger	Secretary	District 2	2021	Retired Educator
Anna Gonzales*	Member	District 6	2017	Director of Social Services
Tyson Harrell	Member	District 4	2019	Dentist
Melisa Roberts	Member	District7	2019	Self-Employed
Frank Torres*	Member	District 3	2017	Self-Employed

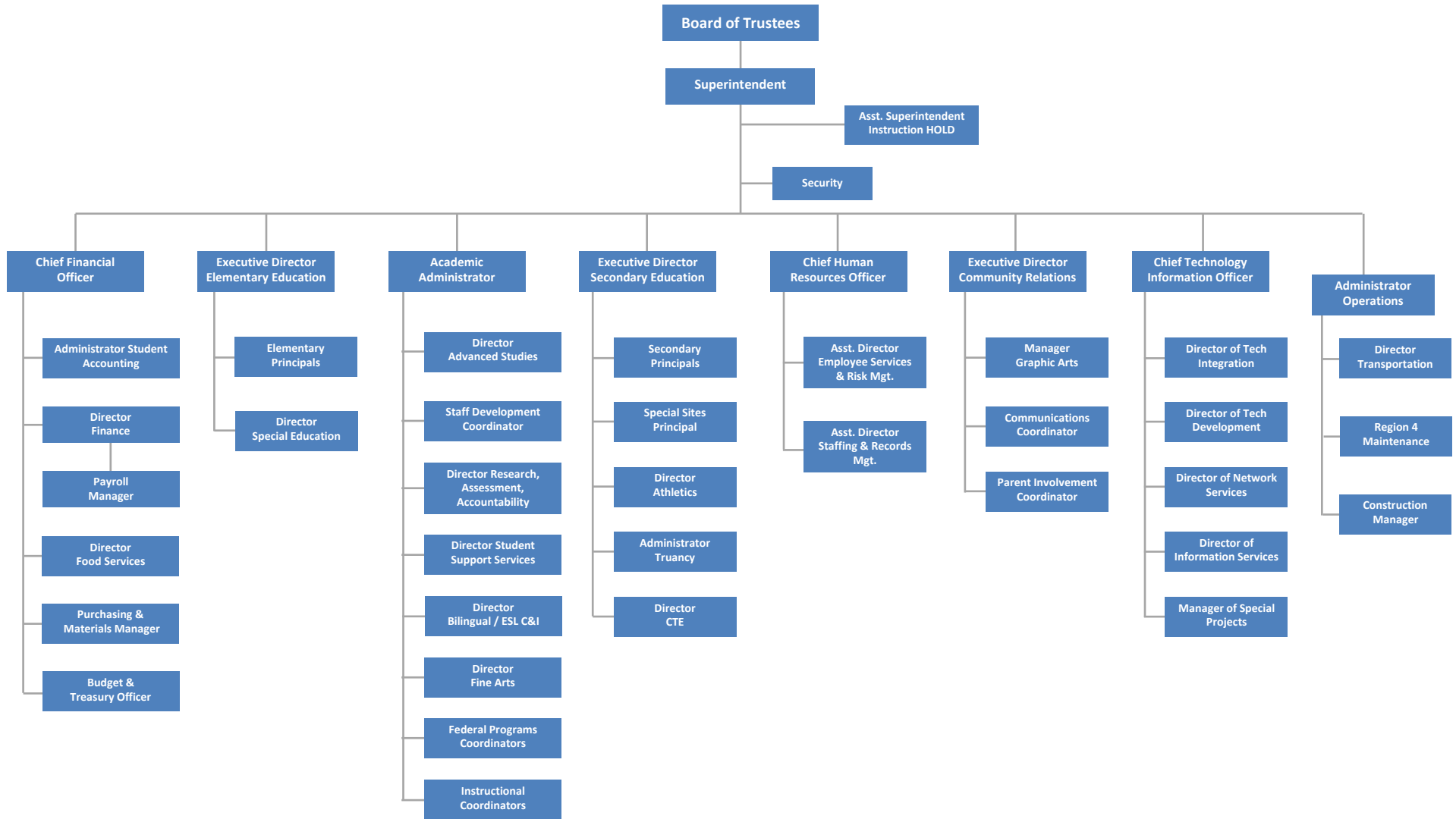*Source: LCISD, Superintendent's Office, January 2017.*
*Anna Gonzales and Frank Torres were replaced with new board members Joe Hubenak and Mandi Bronsell, respectively, in the May 6, 2017 school board elections.

According to LCISD's website, *"the LCISD Board of Trustees is the school district's policy-making body and is the official representative of the people for all public education in LCISD. The board functions according to state and federal laws, rules and regulations established by the State Board of Education, the Texas Education Agency (TEA), and the will of the people as expressed in district elections."*

LCISD's Amended General Operating Fund Budget for 2016-2017 totaled $247,162,205; the Food Services Fund Budget for 2016-2017 totaled $13,511,350; and the Debt Services Fund Budget for 2016-2017 totaled $52,148,533.

Dr. Thomas Randle, superintendent, leads the district and manages its day-to-day operation and administration through an executive leadership team consisting of line executives. Dr. Randle's direct reports comprise the district's executive leadership team, which is the superintendent's cabinet. The central office is organized by functional area, including a chief financial officer; executive director of Elementary Education; executive director of Secondary Education; academic administrator; chief human resources officer; executive director for Community Relations; and a chief technology information officer. The central office structure provides support to 23 elementary schools, four middle schools, five junior high schools, five high schools, one early childhood center, and six special sites. **Exhibit 1-2** on the following page presents LCISD's current organization.

Exhibit 1-2
Lamar Consolidated Independent School District
Current Organization

```
                              Board of Trustees
                                     |
                               Superintendent
                                     |------------- Asst. Superintendent
                                     |              Instruction HOLD
                                     |
                                     |------------- Security
                                     |
```

Chief Financial Officer	Executive Director Elementary Education	Academic Administrator	Executive Director Secondary Education	Chief Human Resources Officer	Executive Director Community Relations	Chief Technology Information Officer	Administrator Operations
Administrator Student Accounting	Elementary Principals	Director Advanced Studies	Secondary Principals	Asst. Director Employee Services & Risk Mgt.	Manager Graphic Arts	Director of Tech Integration	Director Transportation
Director Finance	Director Special Education	Staff Development Coordinator	Special Sites Principal	Asst. Director Staffing & Records Mgt.	Communications Coordinator	Director of Tech Development	Region 4 Maintenance
Payroll Manager		Director Research, Assessment, Accountability	Director Athletics		Parent Involvement Coordinator	Director of Network Services	Construction Manager
Director Food Services		Director Student Support Services	Administrator Truancy			Director of Information Services	
Purchasing & Materials Manager		Director Bilingual / ESL C&I	Director CTE			Manager of Special Projects	
Budget & Treasury Officer		Director Fine Arts					
		Federal Programs Coordinators					
		Instructional Coordinators					

Source: LCISD Superintendent's Office, January 2017.

BEST PRACTICES

Best practices are methods, techniques, or tools that have consistently shown positive results, and can be replicated by other organizations as a standard way of executing work-related activities and processes to create and sustain high performing organizations. When comparing best practices, similarity of entities or organizations is not as critical as it is with benchmarking. In fact, many best practices transcend organizational characteristics.

McConnell & Jones LLP (or the review team) identified **23** best practices against which to evaluate the District Organization and Management of LCISD. LCISD is currently applying eight of the 23 best practices (35 percent) in the organization and management of the district. **Exhibit 1-3** provides a summary of these best practices. Best practices that LCISD does not meet result in observations, which we discuss in the body of the chapter. However, all observations included in this chapter are not necessarily related to a specific best practice.

Exhibit 1-3
Summary of Best Practices – District Organization and Management

Best Practice Number	Description of Best Practice	Met	Not Met	Explanation
1.	**Governance.** The roles and responsibilities of the board and superintendent are clearly defined, and board members and the superintendent have policies to ensure that they have effective working relationships.		X	While LCISD has policies defining its roles and responsibilities, individual board members require more training in understanding their roles and responsibilities. See **Observation 1-1**.
2.	**Governance.** The board works collaboratively and effectively to fulfill their responsibilities for school system governance and oversight.		X	The board, as of the date of onsite work in February 2017, operated in a climate of distrust which affected board members' ability to work collaboratively with each other and the superintendent. See **Observation 1-2**.
3.	**Governance.** The board has effective training and orientation systems to prepare new and continuing members for the complex issues facing today's school boards, including participating in team development and training to build shared knowledge, values, and commitments for their improved efforts.		X	The majority of board members viewed board orientation training as ineffective and all board members did not participate in required continuing education training. See **Observation 1-1**.
4.	**Governance.** The board has effective communication protocols to clarify the mechanisms for board members and the superintendent to contact one another to keep each other appropriately informed between regularly scheduled meetings.	X		The board and superintendent collaboratively developed the Board-O-Gram to facilitate the superintendent's weekly communication of district initiatives and activities to board members. See **Accomplishment 1-A**.

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Best Practice Number	Description of Best Practice	Met	Not Met	Explanation
5.	**Governance.** The board and superintendent have established written policies and routinely update those policies to ensure they are relevant and complete.	X		LCISD uses TASB's Policy Online Service and has updated its Board Operating Procedures Manual.
6.	**Governance.** The board conducts a formal, written self-assessment to regularly assess its performance and evaluate the effectiveness of the board and individual board members.		X	The board has not conducted an annual, written self-assessment or self-evaluation, and has not adopted Board Policy BG (LOCAL) – BOARD SELF-EVALUATION. See **Observation 1-3**.
7.	**Governance.** The board regularly evaluates the superintendent through a collaborative process to establish goals and expectations as a means to ensure accountability, strengthen the board superintendent relationship, provide a structured way for the board to impact the superintendent's professional development, and determine compensation and contract considerations.		X	The board does not take an active role in collaboratively establishing annual goals for the superintendent in its annual superintendent evaluation process. See **Observation 1-4.**
8.	**Governance.** The superintendent provides skillful leadership focusing on providing a critical link between the school district (central office), schools and the community.	X		The superintendent is a skilled leader who is respected by the board and stakeholders within and outside the school district. Region 4 selected Dr. Randle as 2017 Superintendent of the Year.
9.	**Planning.** The school district has a multi-year strategic plan developed using a systematic planning process that engages relevant stakeholders.		X	LCISD does not have a comprehensive, long-term strategic plan. **See Observation 1-5.**
10.	**Planning.** The strategic plan serves as a guide for the school district and its schools specifying vision, mission, performance goals, objectives, and benchmarks and the policies to achieve each strategic objective.		X	LCISD does not have a comprehensive, long-term strategic plan. **See Observation 1-5.**
11.	**Planning.** The school district links its financial plans and budgets to its annual priorities in the strategic plan and its goals and objectives and focuses resources towards achieving those goals and objectives.		X	LCISD does not have a comprehensive, long-term strategic plan. **See Observation 1-5.**
12.	**Planning.** The strategic plan is communicated effectively, leads to understanding, support, and action, and is evaluated for effectiveness.		X	LCISD does not have a comprehensive, long-term strategic plan. See **Observation 1-5.**

Best Practice Number	Description of Best Practice	Met	Not Met	Explanation
13.	**District Management.** The school district's organizational structure has clearly defined units and lines of authority that minimize administrative costs.	X		LCISD has a flat organization structure with clearly defined lines of authority. However, with 10 direct reports, the superintendent's span of control is too broad. See **Observation 1-9**.
14.	**District Management.** The school district's organizational structure is designed to support student achievement and district goals.		X	LCISD does not consolidate all teaching and learning functions underneath a deputy superintendent, as all teaching and learning functions report directly to the superintendent. This structure affects the delivery of support services to schools and could ultimately lower student achievement. See **Observation 1-9**.
15.	**District Management.** The school district's organizational structure is characterized by positive, collegial working relationships.	X		The superintendent empowers and mentors members of his cabinet while holding them accountable for results. See **Accomplishment 1-B**.
16.	**District Management.** The school district periodically reviews its administrative staffing and makes changes to add necessary positions or eliminate unnecessary positions to improve operating efficiency.		X	LCISD is understaffed in central administration positions and professional support positions, which is affecting the delivery of support services to schools. See **Observation 1-8**.
17.	**District Management.** The school district uses formal, proactive succession planning to build a supply of leaders by anticipating future needs and preparing for vacancies ahead of time.		X	LCISD does not have a succession plan to ensure continuity of leadership throughout the district. See **Observation 1-6**.
18.	**District Management.** The school district has clearly defined administrative staffing guidelines for its departments and schools that effectively support the delivery of academic programs to enhance student achievement.	X		While LCISD has clearly defined administrative staffing guidelines for its schools, the guidelines do not consider the unique nature of schools with special needs student populations. See **Observation 1-12**.
19.	**District Management.** An effective administrative communications infrastructure is in place to promote and support internal communication of school district initiatives to stakeholders in departments and schools throughout the school district.		X	LCISD's "cascading" communication concept is not effectively communicating key messages, initiatives, and directives from the superintendent's cabinet meetings to staff throughout the district. **See Observation 1-7**.

Best Practice Number	Description of Best Practice	Met	Not Met	Explanation
20.	**School Management.** The school district has clearly assigned school principals the authority they need to manage their schools effectively while adhering to districtwide policies and procedures.	X		The superintendent has empowered school principals with the authority to make decisions affecting their schools, but the principals require additional training to be more effective. See **Observation 1-10**.
21.	**School Management.** The school district has a process that allows staff, parents, and community members at the campus level to be involved in school system decision-making.		X	Campus Improvement Councils at 30 of 34 schools do not have the appropriate community or business representation required by the Texas Education Code and Board Policy BQB. See **Observation 1-11**.
22.	**School Management.** The school district holds school administrators accountable for their performance in achieving school, district, and state educational goals.	X		The superintendent and members of his cabinet hold principals accountable for their performance and periodically review their performance through the annual principal evaluation process.
23.	**School Management.** The school district provides effective, ongoing leadership training and mentorship for aspiring principals, new principals and tenured principals.		X	LCISD does not provide formal, ongoing leadership training and mentorship for principals. **See Observation 1-10**.

Source: McConnell & Jones LLP's Review Team.

ACCOMPLISHMENTS

Board and Superintendent Communication

ACCOMPLISHMENT 1-A

The board, collaborating with the superintendent, developed a weekly Board-O-Gram as an effective tool for the superintendent to communicate successful initiatives and activities occurring within LCISD so board members can share this information with their constituents throughout the community.

Working together, the board and superintendent conceived and developed a weekly Board-O-Gram that the superintendent uses as a tool to communicate LCISD successes, upcoming events, and activities to board members to keep them informed of notable district undertakings. The board included the Board-O-Gram in *Board Operating Procedures, Section VIII—Communications*, as a required weekly communication protocol from the superintendent to the board. A majority of board members have embraced the Board-O-Gram as a way to obtain and disseminate, to their constituents, high-level successes in academic programs, student performance, campus activities, technology, operations, and administrative initiatives.

Executive Team Development

ACCOMPLISHMENT 1-B

The superintendent provides ongoing mentorship to each member of his cabinet outside of normal, structured cabinet meetings.

Each week, the superintendent schedules weekly, one-on-one coaching sessions with individual cabinet members to mentor them in their respective leadership roles. The superintendent couples this formal mentorship of individual cabinet members with an "open-door" policy, enabling them unfettered access to him when they want to discuss specific issues related to effective leadership in their respective cabinet position. This includes how to interact with their cabinet-level colleagues, subordinates, and principals, as well as conflict resolution.

DETAILED OBSERVATIONS

Governance

OBSERVATION 1-1

Training for newly elected and tenured board members is largely ineffective as a majority of board members do not understand their roles and responsibilities, thereby inhibiting their ability to be an effective, high-performance board.

Five board members, who had attended the one-day new board member orientation the superintendent and cabinet members provided, indicated that the orientation was overwhelming due to such a large volume of information. They felt the orientation was therefore largely ineffective in outlining their respective roles and responsibilities as a board member. While the focus of the orientation included the superintendent providing an overview of the district and reviewing the roles and responsibilities of the superintendent and individual cabinet members, with a brief overview of each department, there was no formal training in the roles and responsibilities of board members. Moreover, the board president, or another tenured member of the board, did not participate in the orientation of newly elected board members.

One board member feels TASB training is not effective given the issues board members confront in K-12 operations in a high-growth school district. This member thinks board members need more rigorous training to prepare for the next decade and described the need for an annual training curriculum, tailored to each board member, with officers of the board required to obtain an additional level of governance and leadership training specific to their duties and responsibilities. Based on the review team's analysis of continuing education training records between January 2003 and May 2017, the three current officers of the board have all attended a 2.5 hour courses entitled "Board President's Duties and Responsibilities" or "Board Officers' Duties and Responsibilities" offered by the Texas Association of School Boards (TASB).

The ineffective orientation and training of newly appointed and tenured board members was noticeable during interviews, as a majority of board members demonstrated a lack of understanding of the difference between governance and administration. The review team interviewed five of the seven board members during onsite work in February 2017, and received a variety of responses from each board member when we asked them to describe their roles and responsibilities as board members. At least three of the five board members provided responses that indicated varying degrees of a lack of understanding of their roles and responsibilities as board members. Although this lack of understanding is primarily related to these members' desire to adequately represent their constituents' interests, it could very well contribute to potential interference in day-to-day operations and administration. For example, one member felt board members *"should be able to go into schools to talk to principals, teachers, staff, and students to see what is going on."* Moreover, three of the five board members responded "yes" when asked if there were board members who interfered in day-to-day operations.

Feedback the review team obtained from members of the superintendent's cabinet and principals further supported that there are board members who do not fully understand their governance roles and responsibilities. Focus groups with principals and interviews with members of the superintendent's cabinet revealed that some board members go directly to cabinet members requesting information rather than going through the superintendent, and some board members ask principals what they need rather than funneling such inquiries through the superintendent. Moreover, some board members go directly to principals with requests for information and have emailed principals directly about installing fences around their campuses as security enhancements.

The inexperience of a majority of board members and limited continuing education hours on the roles and responsibilities of board members are also factors likely contributing to board members' ability to adapt to their governance roles and responsibilities. **Exhibit 1-4** presents the tenure of the board of trustees seated before the

May 6, 2017, school board elections, as well as the number of continuing education hours related to board member roles and responsibilities obtained since May 2013.

Exhibit 1-4
Tenure of LCISD Board Members and Continuing
Education Hours Related to Board Member Roles and Responsibilities
May 2013 through May 2017

Board Member	Year Elected	Years as of May 2017	CE Hours Roles/Resp.	Total CE Hours	Average CE Hours per Year Roles/Resp.	Average Total CE Hours per Year	Percent of Roles/Res. CE per Year
James Steenbergen	2015	2	10.00	63.25	5.00	31.63	16%
Kathryn Kaminski	2013	4	11.50	143.50	2.88	35.88	8%
Kay Danziger	2013	4	12.50	134.75	3.13	33.69	9%
Anna Gonzales	2013	4	6.50	59.75	1.63	14.94	11%
Tyson Harrell	2015	2	6.50	36.00	3.25	18.00	18%
Melisa Roberts	2015	2	7.75	41.25	3.88	20.63	19%
Frank Torres	2013	4	0.00	13.00	0.00	3.25	0%
Total Board		**22**	**54.75**	**491.50**			
Composite Averages		**3.14**	**7.82**	**70.21**	**2.49**	**22.34**	**11%**

Source: TASB Continuing Education Credit Report Service, LCISD, District #079901, 1/1/2003 to 12/31/9999.

Exhibit 1-4 shows that the average tenure of LCISD board members is three years and the average board member attended approximately eight hours of continuing education courses related to board member roles and responsibilities over the four-year period beginning May 2013 and ending May 2017. On average, board members attended approximately three hours of continuing education courses related to board member roles and responsibilities each year of their tenure, representing 11 percent of the total average continuing education hours each member obtained during their respective tenure on the board. Three of the seven board members attended less than three hours, on average, of continuing education related to board member roles and responsibilities during their tenure on the board, with one member (who is no longer on the board) failing to attend any continuing education courses related to board member roles and responsibilities during his tenure. This board member is an outlier in this analysis.

The absence of a formal, structured continuing education strategy for board members will constrain the board's collective ability to build a cohesive team to govern LCISD and ensure high student achievement. More specifically, without consistent continuing education and team development, board members will not be aware of best practices in governance to enable them to continuously improve the board's governance and operating structures; update policies and operating procedures; improve communication with the superintendent; and build the shared knowledge, values, and trust essential for highly effective governing boards.

Additionally, the lack of an ongoing, structured continuing education strategy could possibly serve as an impediment to governing LCISD as it experiences high growth over the next 10 years. Board members' unfamiliarity with best practices in governance could serve as a catalyst for some board members to "overreach" into the management and operations of the district, especially given the addition of new board members from the school board elections held in May 2017.

According to Deloitte, one of the four largest global accounting and consulting firms, in its publication *The Effective Not-for-Profit Board, a Value Driving Force*, orientation and education programs are a best practice to help speed the time it takes for new board members to become productive. The report suggests a governance best practice is

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the "provision of continuing board education, either during an annual board retreat or throughout the year as a part of, or in conjunction with, board meetings."

Additionally, the Center for Public Education, in its publication, *Eight Characteristics of Effective School Boards: Full Report*, lists as one of its eight characteristics: "Effective school boards take part in team development and training, sometimes with their superintendents, to build shared knowledge, values, and commitments for their improvement efforts." This characteristic is philosophically aligned with the Texas Education Agency through 19 TAC 61.1(b)(2), which requires the entire board and superintendent to participate in annual teambuilding sessions facilitated by the Education Service Centers or any registered provider.

Board members obtaining continuing education as a group is a common thread in the high-achieving school districts included in *The Lighthouse Inquiry: School Board/Superintendent Team Behaviors in School Districts with Extreme Differences in Student Achievement (Iowa Association of School Boards, 2001)*. In this study, school board members said they regularly participated in activities in which they learned together as a group. They cited frequent work and study sessions with opportunities for inquiry and discussion prior to making a final decision. In low-achieving districts, however, board members said they did not learn together except when the superintendent or other staff members made presentations of data. In a second Lighthouse report entitled, *The Future of School Board Governance: Relevancy and Revelation, by M. Delagardelle (2008)* and referenced in the California School Boards Association's Governance Brief entitled *Defining Governance, Issue 3 – Governance Practices*, "learning together about board roles has been identified as one of the key best practices of boards in districts that effectively advance student achievement."

Another best practice in continuing education for high performing boards has withstood the test of time. Richard H. Goodman and his colleagues, in a 1997 study on effective governance, emphasized in detail the importance of formal training for board members. According to a synopsis of Goodman's study in the Center for Public Education's *Eight Characteristics of Effective School Boards: Full Report, "*Goodman recommended orientation workshops for new members soon after their election as well as developing a policy statement on orientation, which included a commitment by the board and administrative staff to help new members learn board functions, policies, and procedures. Chief responsibility for orienting should reside with the superintendent and board chair, and this work should include meetings with top administrative personnel to examine services, policies, and programs."

Finally, the University of Northern Iowa's Institute for Educational Leadership, in its white paper entitled *Strengthening Board of Education/Superintendent Relationships in America's Schools*, encourages school boards to develop training and orientation systems to prepare new and continuing members of the board for the complex issues facing today's school boards.

RECOMMENDATION 1-1

Establish a comprehensive, continuing board training and orientation system to ensure that new and tenured board members understand their responsibilities and the role, structure, and process of the board to become an effective, high-performing governing board.

The board president should work with the superintendent to develop a system that includes the following features:

- Modifying Board Operating Procedures for a new member orientation system that includes the current officers of the board, the superintendent, and members of the superintendent's leadership team. The operating procedures should reflect the Framework for School Board Development included in Board Policy BBD (EXHIBIT) and should provide guidelines for regulatory issues to be covered in addition to specific governance-related topics, and extensive interaction with the superintendent and members of the executive leadership team responsible for instructional, operational, and administrative functions.

- Developing a policy statement signed by each board member committing to exceed the minimum number of continuing education hours required by the Texas Education Agency through 19 TAC 61.1, and included in Board Policy BBD as well as renewing the board's commitment to convening annual teambuilding sessions.

- Developing an annual board training calendar identifying governance-related training topics and specific dates board members will be required to attend training as a group.

- Distributing an annual survey to board members to determine their training preferences and use the results of the survey to build the board's continuing professional education calendar for the year.

- Developing a policy to enforce board member attendance at a specified number of continuing professional education sessions, and include sanctions in the policy for failure to attend a minimum number of continuing education sessions. Sanctions could include removing board members from committee chair or co-chair positions.

- Developing a policy to encourage full board member participation in annual teambuilding sessions, including punitive sanctions to hold individual board members accountable for not participating.

- Developing a reporting system (using continuing education reports provided by TASB) to monitor the status of each board member's progress toward meeting the number of continuing education hours approved by the board in its newly adopted policy statement.

The president of the board should be responsible for developing the training and orientation system as well as monitoring and enforcing the policies and procedures adopted by the board.

FISCAL IMPACT

This recommendation can be implemented with existing resources as the district budgets for continuing education annually.

ANTICIPATING TOMORROW

As the district grows over the next 10 years, the complexity of statutory, legal, academic, operational, employment, student, parent, community, and other issues confronting the board and school district will multiply. The complexity of governance, district management, school management, and operations-related issues, when coupled with potential changes in the composition of the board every two years because of LCISD's school board election cycle, will require the board to have an effective training and orientation system. Such a system will help compress the time for new board members to become productive board members and contribute to board deliberations when making difficult decisions.

High growth over the next decade will require all board members to rededicate themselves to continuous improvement of their knowledge of effective governance by enhancing their awareness of best practices in K-12 governance. As the board establishes its training and orientation system, it must embed within this system a training routine that enables individual members to sharpen their governance skills and, thereby, increase the governing capacity of the board to build on the shared knowledge necessary to become a high-performing governing board.

OBSERVATION 1-2

The majority of board members cite a general atmosphere of distrust among board members, which, some members feel inhibits open and honest board communication.

The absence of open and honest communication could, and often does, contribute to ineffective decision-making and a proliferation of distrust among colleagues entrusted with the fiduciary responsibility to govern the district.

Based on the review team's interviews with five of the seven board members seated before the May 2017 school board elections, there are current board members who feel their colleagues do not respect all board members, others feel some of their colleagues have their own personal agendas, and still others feel some board members have information other board members do not have. This atmosphere of distrust is further exacerbated by past events related to the involvement of a board member in procurements for professional services. While the board members involved in the incident are no longer on the board, after choosing not to run for re-election or being defeated in the May 2017 school board elections, a board member on the current board said they could never completely trust all board members. However, this member acknowledged that board members were all working in the best interest of their communities. **Exhibit 1-5** presents a summary of board members' responses to questions related to their perceptions of board member communication and trust.

Exhibit 1-5
Board Members' Perceptions of Board Communication and Trust

Interview Questions	Member A	Member B	Member C	Member D	Member E	Member F	Member G
Do board members generally trust each other?	NO	NO	YES	NO	NO	DNI*	DNI*
Do board members generally trust the superintendent?	YES	NO	YES	YES	YES	DNI*	DNI*
Is communication between board members open and honest?	NO	NO	NO	NO	NO	DNI*	DNI*

Source: Interviews of individual board members, February 2017.
* DNI = "Did not Interview"
Note: Board member perceptions recorded in this exhibit are before the election of two new board members in the school board election held on May 6, 2017; individual members' perceptions of board communication and trust could possibly change as a result of facts and circumstances occurring after May 6, 2017, and before the date the final report is released.

Exhibit 1-5 shows that four of the five board members interviewed do not think board members generally trust each other, while all five board members interviewed feel that communication between board members is open and honest. This perception could change with the addition of the two new board members elected in the May 2017 school board elections; however, there are existing board members who currently have the perceptions recorded in **Exhibit 1-5.**

When school boards have divisions among its members related to trust and open communication, individual board members must take personal responsibility to improve the overall environment of communication and trust. It is often difficult because board members must first talk candidly with each other to determine the origins of poor communication and distrust, and then make a concerted effort to change the environment. Typically, boards will hire a facilitator to conduct teambuilding sessions during which each board member will complete a personality profile, discuss their individual differences and challenges they have with each other, and participate in a number of teambuilding exercises designed to improve overall communication and trust. However, all board members must believe teambuilding can improve trust and communication and make individual commitments to actively participate in the training.

While the board conducts annual teambuilding retreats with a Texas Association of School Boards (TASB) facilitator, the majority of board members interviewed by the review team felt teambuilding training is not effective for the board as a whole because all board members did not attend the past three sessions because of the absence of trust and acrimony among the board and two of its members. When the board was able to conduct these sessions, one board member characterized the sessions as *"gripe sessions"* rather than a forum to repair trust, address board issues related to group dynamics, and focus on moving forward as a cohesive board.

RECOMMENDATION 1-2

Conduct a series of teambuilding workshops to improve trust and communication among board members and to enhance board deliberations for efficient and effective decision-making.

With the addition of two new board members as a result of the May 2017 school board elections, the board president should schedule an additional teambuilding session separate from the teambuilding session offered by TASB that is mandatory for all board members and the superintendent to attend. An experienced facilitator should lead the session incorporating the Myers-Briggs Type Indicator Instrument assessment tools for all participants to help them better understand themselves and how to interact with others.

The Myers-Briggs Type Indicator Instrument assessment is designed to help people better understand and appreciate individual differences that potentially affect group dynamics and decision-making. It identifies a group's type and its related problem-solving and conflict management styles, as well as how an individual's personality-type preferences influence their approach and response to conflict, providing them with a framework for dealing with conflict situations more effectively and improving relationships. The session should also include conflict management and group dynamics to help the board improve trust and candid, open communication among its members.

FISCAL IMPACT

The fiscal impact of this recommendation is $4,800 per year to have a facilitator experienced with Myers-Briggs conduct a facilitated teambuilding session. A facilitator experienced with the Myers-Briggs Type Indicator Assessment averages $2,000 per day, plus expenses. The fiscal impact calculation is as follows:

- Facilitated teambuilding session – $4,000 [$2,000 per day x 2 days]

- Expenses – $800 [$150 per day per diem x 2 days = $300 + $500 transportation costs]

ANTICIPATING TOMORROW

As the district grows over the next decade, individual board members must take personal responsibility for spending the time with their colleagues to build the trust and interpersonal communication necessary to make difficult governance decisions as a team. It is important for each member of the board to make a commitment to work as a team with the entire board and superintendent to govern the district despite disagreements that will occur as governance, district management, and school management issues become more complex over the years.

It is critical that the board accelerate its teambuilding activities over the next few years to prepare for the projected growth in student enrollment. Teambuilding activities are essential for new and tenured board members to build mutual confidence and trust in each other amid potential turnover on the board with a two-year election cycle. Board members must become "listeners" and "communicators," one with the other, to understand their personality types and their individual commitments to stakeholders in their districts, as well as to the district as a whole. This change will require all board members to commit to working as a team and, to the extent necessary, sign individual pledges annually to attend all teambuilding sessions. Additionally, the board could further memorialize its commitment to teambuilding by updating its Board Operating Procedures to include the required annual teambuilding sessions.

OBSERVATION 1-3

LCISD's board does not conduct annual board self-evaluations or self-assessments to continuously improve board governance and operations.

LCISD's board has not adopted a local board policy requiring the board to conduct a formal, annual self-evaluation or self-assessment. Texas school districts typically adopt Board Policy BG (LOCAL)—BOARD SELF-EVALUATION through TASB's Policy Online Service. Board Policy BG (LOCAL) states: *"…at least annually, the board shall conduct*

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a self-evaluation of board and board member performance. The evaluation shall consider such items as role recognition, relationship with others, performance at board meetings, and self-improvement activities. The procedure shall also include a review of those factors that facilitate effective board meetings…"

Interviews with five of the seven board members confirmed that the board does not conduct annual self-assessments to improve as a governing board. A review of LCISD's Online Board Policies further confirmed that the district does not have a local board policy requiring the board to conduct a formal, annual self-evaluation or self-assessment. Board members indicated that the board has analyzed its strengths and weaknesses in a facilitated teambuilding session but has not conducted a formal annual self-assessment.

The board's failure to commit to conducting a formal, annual self-evaluation and documenting the process in the Board Operating Procedures will limit the overall effectiveness of the board and its individual members. This is especially the case when individual board members have concerns related to communication and trust, access to information, board structure, and operating procedures. Additionally, the board, as a corporate body, cannot improve if its members do not objectively evaluate their performance against expectations and standards related to effective, high-performing governance and hold themselves accountable. The benefits of self-assessment of board performance include: (1) board accountability; (2) clear understanding of roles and responsibilities; (3) open communication among board members; (4) identification of the board's strengths and weaknesses; (5) effective and productive goal-setting; and (6) insight into decision-making.

TASB's *Effective Board Practices: An Inventory for School Boards*, Published in 2011, recommends that school boards complete a self-assessment as part of the annual teambuilding requirement and use it as an opportunity for the board and executive leadership team to determine what needs to be improved to function more effectively in the future. The implementation of this best practice and formalizing the self-evaluation process has been the key to school boards beginning to operate more effectively.

RECOMMENDATION 1-3

Adopt Board Policy BG (LOCAL)—Board Self-Evaluation, and conduct formal, annual self-evaluations of the performance of the board and individual board members, and update LCISD's Board Operating Procedures to include the board self-evaluation process.

The board should immediately adopt Board Policy BG (LOCAL), begin conducting formal, annual self-evaluations of the performance of the board and individual board members, and update Board Operating Procedures to include the self-evaluation process. The board should begin this process with formalizing the self-assessment process as an integral part of its annual teambuilding workshops. Formalizing the self-assessment process should include updating the Board Operating Procedures to document essential features of the process that will improve board and board member performance.

Essential features of the process include identifying areas for improvement based on predetermined standards for effective governance, detailing action steps to modify or change processes or actions related to improvement opportunities the board identifies, and assigning board members or committees to implement the required changes by a specific date.

The Oregon School Boards Association (OSBA) publishes a comprehensive School Board Self-Evaluation Instrument that LCISD's board can use as a model to develop an evaluation instrument for conducting formal board and board member evaluations. The following hyperlink will connect to the self-evaluation instrument: http://www.osba.org/Resources/Article/Board_Operations/Board_Self_Evaluation.aspx.

The North Dakota School Boards Association (NDSBA) publishes resources in its web site to assist school boards with developing school board self-evaluation tools. The following hyperlink will connect to NDSBA's website listing resources to support school boards under the caption "School Board": http://ndsba.org/index.php/resources/.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

ANTICIPATING TOMORROW

As the district grows over the next decade, it is essential that the board take an "inward look" at the way it governs as a body and the way its individual members perform in their respective governance roles. As the district gets larger, it is increasingly important to have efficient and effective governance and operating structures for the board; effective communication between the board and superintendent; a board that follows its adopted policies and procedures; and board members who are actively engaged in governance rather than day-to-day administration and operations.

Because there will be opportunities for board members to be involved in areas related to growing school districts such as facilities construction, hiring of personnel, employee grievances, parental issues related to the student code of conduct and students with disabilities, design of academic programs, and athletics, LCISD must embed annual board self-assessment in the culture of the board.

According to the board self-evaluation instrument designed by the Oregon School Boards Association, annual self-evaluations hold the board accountable to itself, the staff, and the community. This accountability is essential in a moderate to high-growth district because the self-evaluation allows for the following:

- reflection by board members on their individual and collective behavior and performance;
- open communication;
- improved decision making;
- difference of opinion resolution;
- challenging of assumptions;
- insight into how and why decisions are reached;
- opportunities for new board members to understand board processes;
- identification of the strengths and weaknesses of individual board member performance and that of the board as a whole;
- holding the board accountable in its role as representative of the public; and
- a starting point for effective goal-setting and long-range planning.

OBSERVATION 1-4

The board's process for evaluating the superintendent does not reflect best practices, and the board does not take an active leadership role in collaboratively establishing annual performance goals and expectations for the superintendent, thereby rendering the process ineffective with inadequate accountability.

The board's process for evaluating the superintendent is inconsistent and does not lend itself to the board and superintendent collaboratively establishing relevant annual performance goals and expectations. Based on the review team's interviews with board members and the superintendent, the board does not establish annual priorities for the district. Establishing annual priorities is essential for the board to clearly define specific performance goals and expectations for the superintendent to inject accountability into the superintendent's evaluation process.

One board member indicated the superintendent's evaluation process is not consistent, as the board just started conducting mid-year superintendent evaluations in the 2016-2017 school year. Moreover, the board member also confirmed that the board, as a whole, does not establish specific, annual expectations of the superintendent in the superintendent's evaluation process.

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Based on a review of board policies and operating procedures, the review team confirmed that neither Board Policy BJCD (LOCAL) nor the Board Operating Procedures specifically contain guidelines for conducting the superintendent's evaluation process, including establishing annual performance goals and expectations. Board Policy BJCD, Superintendent Evaluation merely provides two paragraphs referencing the appraisal process, stating that: *"The instrument used to evaluate the Superintendent shall be based on the Superintendent's job description and performance goals and shall be adopted by the board. The board shall prepare a written evaluation of the Superintendent annual or more frequent intervals."*

The Board Operating Procedures, Section IX—EVALUATION OF SUPERINTENDENT, basically states: *"(A) the board president will obtain input from all members of the board on the approved indicators on the superintendent's evaluation; (B) the evaluation of the superintendent will be conducted in executive session; (C) a summative evaluation of the superintendent will be conducted during the first quarter of the calendar year; and (D) a cumulative evaluation of the superintendent shall be conducted six months after the summative evaluation."* As a result, the superintendent's performance goals "roll over" from year-to-year with relatively minor modifications rather than substantive revisions based on the goals, and objectives, and expectations unique to a given academic year.

The absence of well-constructed policies and procedures with clear guidelines for the board to conduct superintendent evaluations provides inadequate accountability of the superintendent to the board and diminishes the effectiveness of the superintendent evaluation process. This situation could potentially result in strained board/superintendent relations that could possibly affect student achievement and school management.

As a best practice, the New York State School Boards Association, in its publication, *Superintendent Evaluation (Copyright © 2015)*, pages 3–7, recommends the board collectively develop a Superintendent Evaluation Model to define and clarify the superintendent evaluation process and provide specific guidelines for evaluating the superintendent. These guidelines should include the steps in the evaluation process, as well as the roles and responsibilities of the board and superintendent. These guidelines would be included in expanded board operating procedures and cover performance standards and rating scales, timelines for evaluating new and tenured superintendents, rating templates by evaluation area, and the process for defining the superintendent's annual goals.

More importantly, the New York State School Boards Association, recommends establishing a SMART Model to use when the board identifies annual performance goals for the superintendent to achieve. SMART is an acronym that establishes guidelines for developing annual performance goals which must be Specific, Measurable, Achievable, Relevant, and Time-bound. **Exhibit 1-6** presents the SMART Model that should also be included in board operating procedures for superintendent evaluation to clarify how the board and superintendent should collaboratively establish the superintendent's annual performance goals and expectations.

Exhibit 1-6
SMART Model to Include in Board Operating Procedures

S pecific	• Define Expectations
	• Avoid generalities and use verbs to start sentence
M easurable	• Quality, quantity, timeliness and cost
A chievable	• Challenging, but attainable goals
R elevant	• Link the goal to higher level district goals
T ime-bound	• Set timelines to complete the goal with benchmarks to indicate progress

Source: Superintendent Evaluation, New York State School Boards Association, Copyright © 2015, Page 13.

In addition to reviewing current board policies and operating procedures and conducting interviews of board members and the superintendent, the review team conducted a thorough review of the Superintendent Performance Appraisal Summative Evaluation for January 2013 – January 2014, January 2014 – January 2015, and January 2015 – January 2016. All three documents use a five-tiered numerical rating scale as follows:

- 5 – **"Exceptional"** – Progress is clearly outstanding
- 4 – **"Exceeds Expectation"** – Progress exceeds expectations
- 3 – **"Proficient"** – Progress meets expectations
- 2 – **"Below Expectation"** – Progress is below expectations
- 1 – **"Needs Improvement"** – Progress is insufficient

Using this rating scale, the board rated the superintendent's progress toward achieving five specific performance goals all three years, as well as rating the superintendent's general job performance responsibilities in Administration and Organization, Instructional Management, Staff Development, Student Services Management, and Board and Community Relations. The documents contain summative ratings for each area. However, without clarifying board expectations and collaboratively establishing measurable performance goals, the 2014–2015 Superintendent Performance Appraisal Summative Evaluation contains three of the same broad goals included in the 2013–2014 Superintendent Performance Appraisal Summative Evaluation with sub-tasks for the superintendent to complete for the board under each goal.

The 2015–2016 Superintendent Performance Appraisal Summative Evaluation contains the same five broad performance goals included in the 2014–2015 Superintendent Performance Appraisal Summative Evaluation, but has no sub-tasks for the superintendent to complete for the board under each goal. The majority of the sub-tasks under performance goals included in the 2013–2014 and 2014–2015 evaluations contain broad goals and sub-tasks without key performance indicators assigned to them. For example, the 2014–2015 Superintendent Evaluation included the following performance goals for the superintendent:

1. Using STAAR results as a guide, determine the areas of instruction in which the district has special room for growth. Develop and implement a plan to increase both the level of expectations for student performance and the rigor of the instructional program at appropriate levels. One area to be considered will be writing instruction and performance.

2. The refinement and expansion of CTE programs. In particular, explore further partnerships with TSTC and WCJC that result in graduates being prepared to go directly into a professional field or into a post-secondary preparation or licensure program in their chosen field.

3. The district will continue monitoring consistent implementation of the district's existing procedures regarding school safety and security.

4. Implement the five-year technology plan.

Neither of the performance goals cited above appears to be measurable as the board and superintendent did not specify the expected performance when establishing the superintendent's goals. For example, in goal one above, there is no target percentage to which the superintendent is expected to raise student performance in specific instructional areas. In goal three, there is no target percentage to reduce instances of vandalism or on-campus security breaches expected by the board and superintendent. In goal four, there is no indication whether the board and superintendent agreed to implement 100 percent of the goals and objectives included in the five-year technology plan or a specified percentage of the goals and objectives included in the five-year technology plan.

Without measurable performance goals, which are stated in quantitative terms to the extent practicable, it is difficult for the board to hold the superintendent accountable for performance. As a best practice, the Illinois Association of School Boards, in its publication *The Superintendent Evaluation Process, Strengthening the Board-Superintendent Relationship (Copyright © 2014)*, *page 12*, suggests the superintendent and school board must discuss and reach agreement on what the board will expect from the superintendent in terms of results. The board

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and superintendent need to agree on what measurements will be used to determine whether a particular goal has been met or whether the administration is in compliance with board policy.

RECOMMENDATION 1-4

Review and assess the superintendent evaluation process, and make appropriate refinements to include establishing mutually agreed to, measurable performance goals and expectations to enhance collaboration and accountability.

The board president, board Policy Committee, and superintendent should review and assess the superintendent evaluation process, make appropriate refinements to enhance collaboration and accountability, and revise board policy and LCISD Board Operating Procedures to include detailed guidelines for accomplishing the annual superintendent evaluation process. The board president should work with the board Policy Committee, the superintendent, and LCISD's general counsel to expand Board Policy BJCD to reflect best practices in superintendent evaluation by including more detailed information on the roles and responsibilities of board members and the superintendent in the superintendent evaluation process. The board president should establish a target date to complete the policy revisions and updates to the Board Operating Procedures no later than December 2017.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

ANTICIPATING TOMORROW

As the district grows over the next decade, the board will need to exercise more leadership and become engaged in establishing the superintendent's annual performance goals as a part of the superintendent's evaluation process. The district will change from year-to year over the next 10 years and strategic priorities will change as well. Accordingly, the board must update its Operating Procedures to include the SMART Model to ensure the superintendent's evaluation process is consistent from year-to-year, regardless of the composition of the board or the person who is serving as superintendent. The SMART Model will be at the epicenter of an annual evaluation process that will enable the board to work collaboratively with the superintendent to establish mutually agreed-upon goals and expectations that are measurable, attainable, relevant, and time-bound.

Planning

OBSERVATION 1-5

LCISD has not engaged in a formal, stakeholder-driven strategic planning process and has not developed a comprehensive long-term strategic plan.

LCISD's board, superintendent, and cabinet have not engaged in a formal, stakeholder-driven long-term strategic planning process with a shared vision, goals, and measurable objectives to hold the superintendent accountable for efficiently and effectively meeting the needs of its students through its academic programs, operations, and administrative support functions. The district has four disparate plans including: a District Improvement Plan for 2016-2017; Campus Improvement Plans for 2016-2017; a Career and Technical Education Plan for 2013-2018; a Technology Plan for 2014-2017; and a Framework for Facilities Planning prepared in 2003. Neither of these plans were the result of a comprehensive, stakeholder-driven, fully-integrated long-term strategic planning process.

A comprehensive, stakeholder-driven strategic planning process emphasizing the vision and goals of the district is necessary to prepare for the growth projected for the district over the next 10 years. **Exhibit 1-7** presents student enrollment projections for LCISD from 2017 through 2026 included in the *Demographic Update (February 2017)* prepared for the district by Population and Survey Analysts (PASA).

Exhibit 1-7
LCISD Student Enrollment Projections
2017 through 2026

LCISD Growth Scenario	2016 Enrollment	2021 Enrollment Projections	2026 Enrollment Projections	Cumulative 10-Year Percentage Growth	Annual Percentage Growth Rate (Range)
Low	30,829	36,661	43,688	41.7%	3.11% – 4.09%
Moderate	30,829	38,272	49,850	61.6%	3.70% – 5.63%
High	30,829	40,052	55,484	80.0%	DNI (A)

Source: LCISD Demographic Update February 2017, Population and Survey Analysts, pp. 238-240.
(A) DNI = PASA did not include the annual percentage growth rate range for the High Growth Scenario in the Demographic Update Report.

As shown in **Exhibit 1-7**, under the low to moderate growth scenarios, LCISD expects to experience student enrollment growth rates between 3.11 percent and 5.63 percent over the next 10 years. This rate of growth will require the district to engage all stakeholders within the district's service area to strategically plan its direction, including educational programming, facility and technology needs, parental and community involvement, and administrative and operational needs to adequately support the growing student population and enhance student achievement. Moreover, the strategic planning process consolidates all disparate plans essential to achieving the district's goals into one document and links strategic initiatives to projected budget resources. LCISD has adopted the following six priority goals that are included in the District Improvement Plan, Campus Improvement Plans, and Technology Plan:

- **GOAL 1 – Challenging curriculum standards implemented for all students.** To deliver in a consistent manner a planned, monitored instructional program that meets the needs and ensures the success of all students thereby resulting in LCISD reaching the highest academic standards.

- **GOAL 2 – Talented and well-prepared staff in every position.** To attract, retain, and develop talented and highly effective personnel using equitable, efficient procedures; high-quality, ongoing staff development; performance monitoring, and evaluations that result in professional growth.

- **GOAL 3 – Systematic planning and service delivery to meet short- and long- term needs.** To establish a structure for planning that assures that all aspects of maintenance, growth, and improvement are systematically addressed and reviewed to meet both short- and long- term needs.

- **GOAL 4 – Technology to support students and staff reaching high standards.** To create an effective, integrated learning environment using technology as a tool to facilitate learning, delivery of instruction, and productivity, thereby helping students and staff become effective and efficient users of technology.

- **GOAL 5 – Strong, positive communication between district personnel, parents, and community.** To provide multiple communication forums, both within and outside of the school district, that result in a greater understanding of the needs of all stakeholders, thereby increasing student success and improving LCISD's image among parents, taxpayers, and other significant groups.

- **GOAL 6 – Strong, safe, drug-free, and disciplined schools.** To address issues that enhance school climate thereby creating strong, safe, drug-free, disciplined schools.

The Career and Technical Education (CTE) Five-Year Plan, 2013-2018, prepared by Education Fusion, includes six separate strategies to enhance LCISD's CTE program over the five-year period. These strategies include.

- **STRATEGY 1 – Transition Planning.** Make transitions planned and accountable for both successful student progress and systemic cooperation.

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- **STRATEGY 2 – Curriculum.** Align Career and Technical Education curricula at all schools to meet current industry standards – including academic, professional, and technical skills transitioning students to postsecondary levels.

- **STRATEGY 3 –** Promote Career and Technical Education programs that ensure that all Lamar Consolidated School District students have the opportunity to attain the knowledge and skills needed for further training and careers.

- **STRATEGY 4 –** Recruit, develop, support, and retain high quality Career and Technical Education teachers and faculty.

- **STRATEGY 5 –** Maximize the use of public facilities for Career and Technical Education programs.

- **STRATEGY 6 –** Establish and maintain sustainable funding mechanisms for successful Career and Technical Education programs.

While each of these separate plans includes implementation activities, staff persons responsible, timelines for implementation, resources, and evidence or evaluation criteria, they are not included in one strategic planning document that the board can use to periodically monitor the superintendent's progress toward implementing a comprehensive strategic plan for the district.

The lack of a comprehensive strategic planning process for LCISD originates with the school board. The board has not embraced a comprehensive, long-term strategic planning process and has allowed the superintendent and his cabinet to drive the strategic planning process, which has resulted in separate planning documents and limited stakeholder involvement.

One board member told the review team during interviews that *"the board has not participated in a strategic planning process in a while. The board has only done planning year-to-year to establish goals the board uses to evaluate the superintendent."* All five board members interviewed, as well as the superintendent, acknowledged the district did not have a comprehensive strategic plan.

It is also clear from our interviews with the board, superintendent, and members of the cabinet that the board is not constructively engaged with the superintendent or LCISD stakeholders in developing a shared vision and related goals for the district. For example, one board member said *"LCISD does not have a comprehensive strategic plan, and I would like to see a five-year plan. Also, we do not have a stakeholder-driven strategic planning process."*

Moreover, the board and superintendent have not involved LCISD stakeholders in a comprehensive strategic planning process. If the board and superintendent do not have a shared vision and goals for the district based on input from LCISD stakeholders, it is virtually impossible for the board to chart a long-term course for the district and establish goals and objectives for which they can hold the superintendent accountable from year-to-year.

Without a comprehensive five-year strategic plan developed with shared vision and goal-setting between the board and superintendent that is built on LCISD stakeholder involvement, the district will likely not be prepared for the academic, administrative, operational, and community-related challenges that will accompany its projected annual 3.11 to 5.63 percent 10-year growth. Accordingly, a systematic strategic planning process is crucial to the district's future effectiveness.

School districts use comprehensive strategic plans to set goals for all district operations. Strategic plans allow school districts to overcome unforeseen events more quickly, allocate resources to meet objectives more efficiently, and create accountability standards more effectively.

A strategic plan should also include performance measures for each goal and objective, serve as the basis for district operations, and help orientate the board when evaluating the superintendent and allocating resources. **Exhibit 1-8** presents a comprehensive strategic planning process.

Exhibit 1-8
Strategic Planning Process

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

Source: McConnell & Jones LLP Review Team's Analysis, June 2017.

Best practices suggest districts design a stakeholder-driven strategic planning process as a complete, fully-integrated planning process that addresses the necessary components that move a strategic plan to an operational plan. Process development steps include:

- defining what strategies the district is going to use to achieve its mission, vision, values, goals, and student learning targets;
- identifying a balanced composite of leading and lagging measures to track progress;
- designing a systems map so that everyone understands how all the functions of the district and strategic plan fit together; and
- creating a deployment plan that specifies how the plan moves to action.

Successful implementation of the stakeholder-driven strategic planning process, as described in Robert Ewy's *Stakeholder-Driven Strategic Planning in Education: A Practical Guide for Developing and Deploying Successful Long-Range Plans (2009),* includes the following:

- Clear statements of the challenges district leadership must address over the next five years.
- Clear and carefully defined statements of key student and institutional performance requirements.

- Clear statements of what standards stakeholders use to evaluate the quality of the district's education programs and outcomes.

- A clear understanding of the priorities that direct the development of financial plans and budgets.

- A sense of what the district might do to delight stakeholders.

Exhibit 1-9 shows steps of a stakeholder-driven strategic planning process. As a best practice, this process introduces the strategy map and balanced scorecard as key features of the stakeholder-driven strategic planning for K-12 school districts. Strategy maps are communication tools that show a logical, step-by-step connection between strategic objectives, implementation initiatives, and desirable outcomes in the form of a cause-and-effect chain of implementation steps to improve the performance of school district operations and academic performance.

According to the Balanced Scorecard Institute, (BSI) the balanced scorecard is a strategic planning management system used extensively in business and industry, government, and nonprofit organizations worldwide to align business activities to the vision and strategy of the organization, improve internal and external communications, and monitor organization performance against strategic goals.

The balanced scorecard has evolved from its early use as a simple performance measurement framework to a full strategic planning and management system that transforms an organization's strategic plan from a passive document into daily "marching orders" for an organization. Best practice recommends implementing the balanced scorecard in school districts to help the board, superintendent, and executive leadership team identify what the district should do to achieve its strategic goals and what the district needs to measure to ensure the goals are achieved. When fully implemented in a district's strategic planning process, the balanced scorecard transforms strategic planning from a traditional "academic exercise" into the "nerve center" of the organization.

Exhibit 1-9
Stakeholder-Driven Strategic Planning Process, Detailed Steps
2009

STEP	ACTION
1	Determine the membership of the planning team.
2	Plan the stakeholder survey and the stakeholder sampling process with a 95 percent confidence level with a $\pm$ 2 or 3 percent margin of error. Use community meetings, evening meetings at schools, etc. to conduct focus groups with parents, students, community members, business leaders, etc.
3	Identify stakeholder requirements and expectations through the analysis of survey and focus group data. Analysis includes categorizing and prioritizing stakeholder input.
4	Develop a strategic plan based on stakeholder expectations.
5	Identify current district performance levels using an internal audit process and then complete a strengths, weaknesses, opportunities, and threats (SWOT) analysis.
6	Develop a strategy map and a balanced scorecard based on the strategic plan.
7	Finalize the strategic plan, making sure there is consistency between the plan, the strategy map, and the balanced scorecard. This step is where the strategic plan (Step 4), the strategy map (Step 6), and balanced scorecard (Step 6) are merged into the final plan that goes to the board for adoption.
8	Develop a deployment plan that cascades the plan to all levels of the district.

Source: Stakeholder-Driven Strategic Planning in Education: A Practical Guide for Developing and Deploying Successful Long-Range Plans, Pages 8–11, Robert W. Ewy, 2009.

RECOMMENDATION 1-5

Implement a comprehensive, fully-integrated strategic planning process using elements of traditional and stakeholder-driven strategic planning processes.

The district should begin the process in FY 2017–2018, to achieve full implementation by October 1, 2018. The comprehensive, long-range strategic plan should consolidate elements of the four separate plans and include measurable objectives, timelines, and responsibility assignments (just as the four separate plans contain now), for which the board will hold the superintendent and executive leadership team accountable. The district should also allocate budget resources based on priorities included in the long-range strategic plan.

The district should begin the process with a shared visioning session with the board and superintendent, and expand this traditional planning exercise into a fully-engaged, stakeholder-driven strategic planning process. This approach would constructively engage students, parents, teachers, administrators, community members, and business leaders in the process of shaping the vision of the district and establishing strategic priorities aligned with the shared vision. Further, this comprehensive, fully-integrated process will chart the long-term direction of the district with "buy-in" from stakeholders and ensure that administrative staff, principals, teachers, and other school-based staff agree with the direction of the district, prioritization of goals, and the allocation of resources for instructional, administrative, and operational areas.

FISCAL IMPACT

There is no fiscal impact assumed for this recommendation until the district has determined the need for external assistance.

ANTICIPATING TOMORROW

As the district continues to grow over the next decade, stakeholder-driven strategic planning is critical to the long-term success of LCISD as it strives to align academic programs, facilities, technology, personnel resources, school and student support services, and parental and community involvement with budget resources to successfully accommodate the projected growth in student enrollment. The board, through the superintendent and his cabinet, must immediately initiate a stakeholder-driven strategic planning process or risk becoming a "rudderless ship," afloat on a turbulent sea of change caused by rapidly expanding student enrollment over the next 10 years.

The stakeholder-driven strategic planning process must engage the entire LCISD community, including the board, superintendent, cabinet, principals, teachers, central and school-based staff, students, parents, community members, and business leaders to chart the strategic direction over the next 10 years. Stakeholder input is critical to developing a broad-based, comprehensive strategic plan with priorities that meet the needs of students throughout the district. Broad stakeholder involvement is essential to the success of the plan because it will facilitate "buy-in" from those participating in the process, which will contribute substantially to the entire LCISD community embracing the district's long-term strategic plan.

The board must lead the strategic planning process beginning in 2017-2018, and the superintendent and cabinet must execute the process for all stakeholders to have a shared vision for the direction the school district should take.

District Management

OBSERVATION 1-6

LCISD does not have a formal succession planning strategy to ensure continuity of leadership at the superintendent level and throughout the organization.

While the majority of board members expressed concern about succession of the superintendent, the board has not developed a succession planning strategy for the superintendent and leadership throughout the district. Dr. Thomas Randle has been LCISD's superintendent since 2001, more than 16 years.

Members of the superintendent's executive leadership team (cabinet) have been with LCISD for an average of 11.86 years, but have only been in their current positions an average of 5.64 years. **Exhibit 1-9** shows the distribution of experience for members of LCISD's executive leadership team as of the 2016-2017 school year.

Exhibit 1-9
Distribution of Experience for Members of
LCISD's Executive Leadership Team as of 2016-2017

Position in Executive Leadership Team	Number of Years in Position	Total Years' Experience with LCISD
Superintendent	16.00	16.00
Academic Administrator	3.00	3.00
Executive Director, Secondary Education	1.50	8.00
Executive Director, Elementary education	1.00	24.00
Chief Financial Officer	13.00	27.00
Chief Human Resources Officer	11.00	11.00
Chief Information Technology Officer	5.00	5.00
Director, Community Relations	5.00	5.00
Average [with Superintendent]	**6.94**	**12.38**
Average [without Superintendent]	**5.64**	**11.86**

Source: Compiled from McConnell & Jones LLP Review Team's interview notes, February 2017.

As **Exhibit 1-9** shows, only two of the seven members of the superintendent's cabinet have been in their positions more than five years. The remaining five members of the superintendent's cabinet have been in their leadership positions for as little as one year to as many as five years, with an average tenure of 3.1 years.

The board has discussed succession planning and board members acknowledge that the superintendent could retire in the coming years, and he has significant institutional knowledge accrued over the 16 years he has been superintendent. The superintendent further acknowledges that he needs to begin succession planning by identifying someone from within his cabinet to prepare to take over as superintendent. Accordingly, he indicated he is attempting to prepare younger members of his cabinet who are interested in being superintendent.

Given the tenure of the superintendent and the average length of time members of LCISD's executive leadership team have been in their current positions, the absence of succession planning throughout the district could result in discontinuity of leadership, upheaval, and frustration should key members of the executive team choose to leave the school. Further, without succession planning, LCISD will not be able to address its projected growth over the next 10 years to *"build a supply of leaders by anticipating future needs and preparing for vacancies ahead of time; as well as use foresight to develop objectives and evaluative criteria to measure the success of school's programs and to continue to place qualified candidates in appropriate roles."* [*Best Practices in Succession Planning, October 2014, Hanover Research*].

According to an article entitled, *"Succession Planning Done Right,"* that appeared in the June 2012 edition of the American School Board Journal, *"succession planning should not be a system of preparing one person in an organization to become the next leader. Instead, it should be more about preparing the entire organization for an eventual change in leadership, similar to the way succession is carried out in the private sector. It is not about one person in one job. It should be a systematic process that creates opportunities for upward mobility for all members*

of the organization and that guarantees internal candidates for the school board to choose from if it so desires. The process involves as much preparation for the organization as it does for an individual to assume an administrative position."

Therefore, according to the District Management Council [*"Using Succession Planning to Drive Human Capital Growth," 2009, p. 4*], best practices in succession planning for school districts focus more on grooming talent for the future, rather than "replacement planning," which focuses on filling vacancies in an organizational chart. For example, according to *Best Practices on Succession Planning (October 2014)* by Hanover Research, in 2007, the School Board of Highlands County (SBHC) developed a Leadership Effectiveness, Assessment, and Development (L.E.A.D.) Management Program in order to *"support the goals of the district focusing on the skills necessary to promote student growth and achievement and effectively facilitate the administrative screening, selection, development, and appraisal process."* The L.E.A.D. Management Program was accompanied by a statement of commitment from the superintendent and the SBHC ensuring the allocation of funding for all program initiatives. The program's objectives included:

- Using an online administrative advertisement, application, and screening system for potential district and school-based administrators.

- Developing ongoing leadership capacity and a succession management plan.

- Providing relevant, appropriate levels of professional development and training to principals, assistant principals, and aspiring administrators to assist them in becoming "high-performing instructional leaders."

- Providing relevant, appropriate levels of professional development and training to district-based administrative staff to enhance the level of leadership/managerial skills and competencies required for job success.

- Providing opportunities for leadership growth and development through on-the-job training, reflective practices, and assigned field experiences to apply program knowledge and demonstrate leadership competencies.

- Including annual administrative performance appraisals based on established criteria for assessment linking rewards to levels of student achievement, individual performance, and goal accomplishment, and successful outcomes of programs, processes, and procedures.

- Promoting a continuous improvement model for program assessment and revision using mid-year and end-of-year reviews and surveys to determine satisfaction with program's/principal's level of preparedness.

The SBHC's comprehensive plan, which is 346 pages, outlines in detail how candidates for vacancies will be screened, selected, and trained, as well as Highland County's succession management strategy. The L.E.A.D. Management Program addresses all levels of the administration, from principals to district-level administrators, clearly outlining its plans to evaluate current employees and establish a succession model. For example, the SBHC uses a Leadership Experiences Assessment Tool to assess all administrative applicants. Therefore, the SBHC has a mechanism in place to identify qualified candidates and a clearly delineated set of criteria against which to measure them. The L.E.A.D. Management Program uses a Succession Management Strategy to supplement the assessment tool to ensure that the district always has a substantial pool of candidates.

Highlands County's Succession Management Strategy represents a methodical approach to succession planning. In the L.E.A.D. report, the SBHC outlines clear goals and establishes organizational procedures to reach those goals. Highlands County relies on proactive data collection to forecast future needs, and maintains yearly records of employee retirement statuses and encroaching vacancies. Having highlighted potential employment holes, Highland County begins identifying and training teachers and administrators that have expressed interest in leadership vis-à-vis the SBHC's pre-established criteria. Succession training programs include hands-on learning and mentoring opportunities, gradual transitory periods, and continual support for new administrators. At the end

of each academic year, all employees are again evaluated, and the county is able to sustain its proactive, anticipatory hiring strategy.

RECOMMENDATION 1-6

Develop a comprehensive, coordinated succession plan that contains strategies and implementation initiatives to prepare LCISD for eventual changes in leadership throughout the organization.

The succession plan should include an assessment of LCISD's future leadership and management needs, future goals and related instructional and outreach programs, current leadership and management capacity within the school, skills of potential candidates, and the related gaps in leadership and management should vacancies occur.

The superintendent and board should consider developing a leadership model similar to the L.E.A.D. model in Highland County School District in Florida, that emphasizes professional development and training at all leadership and management levels, and encourages on-the-job training, reflective practices, and assigned field experiences. The superintendent and board should use a methodical process to develop the comprehensive succession plan and include the amount of financial resources (budget) required to successfully implement the plan. **Exhibit 1-10** presents the District Management Council's suggested succession planning model including process-related steps and a description of each step to facilitate developing a succession plan for LCISD.

Exhibit 1-10
The District Management Council's
Suggested Succession Model

STEP	DESCRIPTION
1. Set the Stage	In beginning a succession planning process, it is worth "overinvesting" in setting the stage internally to avoid later roadblocks. Contemplate the purpose, goals, and expectations of the succession planning process. Recognize the expansive reach of succession planning—the avoidance of leadership crises, the potential cost savings in hiring new leaders, and the cultivation of a leadership culture.
2. Plan for the Future	Districts should use succession planning as a process for reflecting on the district's future. In this step, districts should take into account both endogenous factors (organizational changes, board priorities, curricular approaches, decentralization, etc.) and exogenous factors (demographics, economy, state and federal legislature, etc.) to identify future needs for an evolving organization.
3. Assess Current Landscape Requirements	Having a chartered vision for the district's future, examine the role of leadership in realizing the vision. Assess the characteristics necessary for leadership in the district. Build a "leadership code" that explains leadership characteristics and behaviors that drive success in the district.
4. Conduct Effective Evaluations	Perhaps the single most significant factor underlying effective leadership development is open and honest feedback about an emerging leader's performance. Without honest disclosure about an individual's strengths and weaknesses, proactive development opportunities cannot be deliberately pursued. A district should evaluate its current and emerging leaders against its leadership code through development and use of a formal evaluation rubric.
5. Assess Leaders' Mobility	Once the pool of leadership talent has been identified against the leadership code rubrics, further analysis is needed to evaluate the district's "bench strength" and leadership mobility within the organization. Districts should force themselves to complete a deep bench strength analysis, which yields measures concerning the depth of leadership talent within the organization.

STEP	DESCRIPTION
6. *Develop Leaders to Fill the Gaps*	Those potential successors ranked in an organization's bench strength must be further cultivated through on-the-job learning and formal training. Districts may be forces to answer, "How can we get someone ready more quickly?" or even, "Do we have anyone that's ready now?" Each participant in leadership training programs should be the subject of an individual development plan (an "IDP"). The plan should ask such questions as: For what key position should this person be prepared? What kind of competencies should be developed? What are the individual's career objectives?
7. *Create Individual Transition Plans*	As districts devote greater resources to identifying and preparing leaders, assuring the transfer of leadership responsibilities in succession is increasingly crucial. When transitions suffer, initiatives get put on hold and progress slows, often never to regain the momentum. Ideally, the replacement of leaders should involve substantive overlap allowing for on-the-job training and a smooth handoff of responsibility. However, this may often not be feasible due to sudden departures, budgetary constraints, or other mitigating circumstances.
8. *(Re) Assess Your Program*	Succession planning is a fluid and continual process, and requires regular assessment and adjustment. Evaluation should include an assessment of bench strength by measuring the number of well-qualified internal candidates for each key position, the record of promotions, and the retention of high performers. At the same time, evaluation should also capture more substantive human capital metrics, including the perceptions of fairness, transparency, morale, confidence, and competence.

Source: District Management Council (DMC) "8-Step Succession Planning Process" from the DMC publication: "Using Succession Planning to Drive District Human Capital Growth" (2009), included in "Best Practices in Succession Planning, October 2014, Hanover Research.

FISCAL IMPACT

To estimate the fiscal impact of this recommendation, LCISD must first decide on the depth and breadth of succession planning strategies and initiatives to which the board is willing to commit. Accordingly, the fiscal impact of this recommendation cannot be reasonably estimated without this information. ANTICIPATING TOMORROW

As the district grows over the next decade, the board and executive leadership team must prioritize building a continuing pipeline of leaders throughout the district by "anticipating future needs and preparing for vacancies ahead of time." The current superintendent has served in the position for 16 years and could possibly retire in the next decade.

There are also members of the superintendent's cabinet as well as principals, directors, managers, and staff throughout the district who are likely to retire in the next 10 years. To prepare for this reality, the board must immediately begin working with the superintendent to develop a formal succession planning strategy and related process to ensure that the district identifies capable leaders who can transition into "mission critical" positions necessary to provide continuity of leadership.

To successfully prepare for the district's projected growth in student enrollment, the succession planning strategy must be well-defined and process-oriented, cascading down through the entire organization to identify potential leaders inside the district who will require mentorship or additional training to assume various leadership roles. The succession planning strategy must also include provisions for attracting capable leaders from outside the district and the appropriate timing for pursuing these leaders to have effective transitions.

To prepare for tomorrow, the board must develop its own succession plan for the superintendent, as well as direct the superintendent to work with his cabinet to develop a formal succession plan simultaneously with developing the district's long-term strategic plan.

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OBSERVATION 1-7

Members of the superintendent's cabinet do not consistently monitor the communication of district initiatives, key messages, and directives from cabinet meetings to central office staff, school principals, teachers, and district staff.

Cabinet members communicate key messages, initiatives, and directives using the superintendent's "cascading" concept of communication, which encourages cabinet members to communicate the information flowing from cabinet meetings first to staff in their respective departments, then to principals who communicate the information to teachers and staff at the school level. The cascading concept is designed to flow cabinet-level decisions down through members of the superintendent's cabinet to the Central Leadership Teams, which consist of principals, assistant principals, counselors, registrars, and instructional facilitators to facilitate clear and effective communication of cabinet-level decisions throughout the district.

Despite the cascading concept of communication advocated by the superintendent, principals and staff receive inconsistent, "mixed" messages related to cabinet-level decisions from central office staff who are responsible for communicating consistent information to principals at the first level of the cascading communication process. As a result, principals indicated they rely on each other to confirm that they received the same communication. Elementary school principals shared the following comments during their focus group:

- "Even though cabinet-level directives and initiatives are communicated to principals during monthly principals meetings, subordinates in certain departments do not communicate the same information; different signals are sometimes communicated week-to-week."

- "We need more consistent and effective communication protocols (in writing) from the cabinet level down through subordinates in the departments who support principals. This would allow us to be more proactive than reactive. We must call each other to clarify and understand communications and directives."

- "Cabinet members give us information that is not necessarily structured, and we are left to clean up the mess."

- "We receive communications at the last minute, so there is no real communication protocol or structure. Communications from within certain departments are not in writing."

- "I sometimes feel I have two bosses, and I don't think the two of them are communicating."

The perceptions of middle, junior high, and high school principals regarding the communication of cabinet-level decisions, district initiatives, and key messages further support the different perceptions of inconsistent communication throughout the district. The principals attending focus groups indicated that the cascading concept of communication is ineffective, frequent, and voluminous. The consensus of secondary principals was that they do not receive disjointed communication from cabinet members. High school principals were satisfied with the frequency and content of communication from cabinet members, stating that "if you miss something it is your fault."

Finally, during interviews with members of the review team, members of the superintendent's cabinet indicated that the district could improve its communication of cabinet-level decisions and initiatives to stakeholders throughout the district. The superintendent also acknowledges that he and the cabinet have diligently worked to improve cascading communication. However, more than one member of the superintendent's cabinet indicated there should be a weekly communication system from the superintendent's cabinet meetings with designated communication protocols to enhance the consistency of communication throughout the district.

Failure to effectively communicate and monitor key messages, initiatives, and directives down through the district creates a communication gap throughout the district. This communication gap contributes to confusion among members of the central office staff, school leadership, teachers, and staff because they are often unclear about the intent of initiatives or directives. Further, elementary school principals must use their judgment to interpret the intent and implementation of programs which may ultimately affect their schools' academic performance.

As a result, principals, teachers, and staff often revert to indirect communication channels to interpret or help them understand key messages, initiatives, and directives, rather than obtaining a clear understanding from a coordinated, consistent communication effort at the executive leadership level of the district. The indirect communication channels include colleagues at the school level and in the central office who may know members of the superintendent's cabinet, fellow principals who attended monthly leadership meetings, or teachers who have relationships with central office personnel.

The Council of the Great City Schools, in its publication *Building Public Confidence in Urban Schools: It Begins Inside the District, A Guide for Administrators and Board Members [2009-2010]*, says all school district leaders are responsible for communicating with employees. It goes further to say that school district leaders should "build leadership" by recognizing the need for internal communication and consider the following:

- keeping managers, supervisors, and principals informed so that they can disseminate information to their employees and teachers, respectively; and
- conducting scheduled meetings with employees by the superintendent, senior, and middle management.

The publication also suggests developing strategies and tactics to "build bridges" to all segments of the organization, which would significantly improve communications from the executive leadership team to employees throughout the district.

RECOMMENDATION 1-7

Develop specific strategies and tactics to include in the district's internal communications plan to communicate and monitor key messages, initiatives, and directives from cabinet meetings to employees throughout the district.

The director of Community Relations should work with the superintendent's cabinet to develop specific strategies and tactics to include in a formal internal communications plan designed to communicate and monitor key messages, initiatives, and directives from cabinet meetings. These strategies and tactics should recognize the importance of clear, concise, coordinated communication of key messages and initiatives disseminated by the executive leadership team. The Council of the Great City Schools recommends the following strategies and tactics that should be included in the plan:

- developing a consistent electronic communications vehicle to keep managers, supervisors, and principals informed, such as a weekly fact sheet detailing initiatives and directives from executive leadership team meetings;
- conducting periodically, scheduled meetings between employees (teachers and staff) and the superintendent and members of the executive leadership team, including principals, middle managers and supervisors within their respective functions;
- developing an employee opinion survey to determine through which communication tools employees desire or prefer to be informed about issues from the executive leadership to enable them to buy into the system;
- refining and improving existing communication vehicles used to disseminate information to employees including newsletters, e-mails, and telephone messaging;
- creating a "communications toolkit" for principals and managers that include key messages to be shared when describing a major initiative from the executive leadership team, memo templates for use in communicating with staff, principals, and teachers, and talking points for staff meetings; and
- convening a standing internal communications advisory group consisting of school principals, central office management, staff, teachers and the executive director of Communications.

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FISCAL IMPACT

This recommendation can be implemented with existing resources.

ANTICIPATING TOMORROW

As the district grows, communication of district initiatives, key messages, and directives from the executive leadership team will be of paramount importance. LCISD will be adding certificated and non-certificated staff at an accelerated rate over the next 10 years to support the projected growth in student enrollment. Clear, concise, unfiltered, and timely internal communication will be essential to keep staff informed of initiatives and/or directives related to academic programs, student support, parental and community involvement, human resources, and district operations.

LCISD must use the strategies included in a formal internal communications plan to communicate effectively with internal stakeholders and continuously reevaluate its internal communications plan annually as conditions change in the district because of projected growth in student enrollment.

OBSERVATION 1-8

LCISD's central administrative office is understaffed and resource constrained, causing both cabinet members and their subordinates to assume excessive workloads to adequately support schools throughout the district.

LCISD is growing rapidly, expecting an average annual growth rate between 3.11 percent and 5.63 percent over the next 10 years. However, the district has not acquired the necessary resources in central administration to accommodate its growth to date, let alone prepare to acquire the future resources to enable central administration to effectively support projected increases in student enrollment over the next 10 years.

Based on interviews with members of the superintendent's cabinet and focus groups conducted with elementary, middle, junior high, and high school principals, central administrators are overworked and principals are not receiving the level of support from them necessary to effectively deliver instructional services and efficiently manage school operations. One cabinet member told the review team: "all of my management staff seems to be stressed out because of the volume of work to be done–they are stretched and I am concerned about losing key members of my team."

The overwhelming majority of principals participating in focus groups were not satisfied with the level of support from the following central office support functions: Curriculum and Instruction, Finance and Budget, Staff Development, Special Programs, Elementary Education, Facilities, and Food Service. One principal characterized staffing in central administration as "bare bones." Another principal said: "the number of people in the central office to support a district of this size is "anorexic."

Moreover, when principals complain about the lack of support from the central office, the superintendent responds with a question: "Do you want the money in your pocket or do you want additional staff support?" The principals feel this rhetorical response speaks to prioritizing salary increases for existing staff throughout the district, rather than investing financial resources to hire the resources to provide the appropriate levels of support to schools throughout the district.

To determine the validity of the perceptions of members of the superintendent's cabinet and principals regarding the lack of resources in central administration to support schools throughout the district, the review team compared LCISD's central administration positions and professional support positions to peer districts selected in consultation with the superintendent, as well as large school districts that, in the judgment of the review team, experienced rapid growth similar to the growth projected for LCISD over the next decade. The 2015-2016 Texas Academic Performance Reports (TAPR) published by the Texas Education Agency (TEA) serve as the basis for the benchmark comparisons, as they contain the most current (as of the 2015-2016 school year), data Texas school districts submitted to TEA through its Public Education Information Management System (PEIMS).

The review team used the data included in the 2015-2016 TAPR to develop staffing averages for central administration positions and professional support positions. According to the 2015-2016 TAPR Glossary, Appendix A-PEIMS Role Identifications, central administration positions include: "superintendents, assistant superintendents, instructional officers, athletic director, business manager, director of Human Resources, executive director, component/department director, and coordinator/manager/supervisor." Professional support positions include: "therapists, educational diagnosticians, speech therapists, counselors, teacher facilitators, librarians, school nurses, social workers, and other campus and non-campus professional personnel."

From position data included in the 2015-2016 TAPR, the review team used each district's student enrollment to calculate central administration positions and professional support positions per 1,000 students. The review team also compared the position data included in the 2015-2016 TAPR to the Texas Association of School Board 2016-2017 Staffing Benchmarks, which are based on state-wide averages for professional, educational, and auxiliary personnel calculated from raw data included in the 2015-2016 TAPR.

Exhibit 1-11 compares LCISD's staffing for central administration positions to Clear Creek ISD and Spring ISD, the two peer districts selected in consultation with the superintendent.

Exhibit 1-11
LCISD Central Administration Positions
Compared to Peer Districts, 2015-2016

Peer District/Benchmark	2015-2016 Student Enrollment	2015-2016 Central Administration Positions Reported	2015-2016 Central Administration Positions per 1,000 Students
Clear Creek ISD	41,061	39.6	0.96
Spring ISD	36,813	53.6	1.46
Peer District Average	**38,937**	**46.6**	**1.20**
State Average	5,284,252	7,340.2	1.39
TASB 2016-2017 Staffing Benchmarks			**1.40**
Lamar CISD	**29,631**	**6.5**	**0.22**
Lamar CISD (Under) Over Peer Average	**(9,306)**	**(40.1)**	**(0.98)**
Lamar CISD (Under) Over TASB Staffing Benchmarks			**(1.18)**

Source: Enrollment and Central Administration Position data from 2015-16 Texas Academic Performance Report.
TASB 2016-2017 Staffing Benchmarks, Revised 10/17/2016, provided by Texas Association of School Boards, Inc.

Exhibit 1-11 shows that LCISD reported 6.5 central administration positions, or 0.22 central administration positions per 1,000 students, which is less than one-fourth of a full-time equivalent position per 1,000 students. When compared to the peer district average, LCISD's staffing for central administration positions is 0.98 per 1,000 students less than its peers, or one full time equivalent position per 1,000 students.

Moreover, LCISD's staffing for central administration positions is 1.18 full time equivalent positions below TASB's 2016-2017 Staffing Benchmarks. Based LCISD's 2015-2016 student enrollment and the peer district average of 1.20 central administration positions per 1,000 students, LCISD should have 35.56 central administration positions. When compared to TASB's benchmark data of 1.4 central administration positions per 1,000 students, LCISD should have 41.48 central administration positions.

Accordingly, the benchmark comparisons in **Exhibit 1-11** show that LCISD should have between 36.0 and 41 central administration positions, rather than the 6.5 positions reported in its district profile in the 2015-2016 TAPR. Given that the average student enrollment for the benchmarked peer districts is 31 percent greater than LCISD's student enrollment, the district remains understaffed in its central administration positions even the peer average is

reduced to 25 positions, which represents 69 percent of the 36 central administration positions LCISD should have based on the peer average for central administration positions per 1,000 students.

Exhibit 1-12 compares LCISD's staffing for professional support positions to Clear Creek ISD and Spring ISD.

Exhibit 1-12
LCISD Professional Support Positions
Compared to Peer Districts, 2015-2016

Peer District/Benchmark	2015-2016 Student Enrollment	2015-2016 Professional Support Positions Reported	2015-2016 Professional Support Positions per 1,000 Students
Clear Creek ISD	41,061	683.5	16.65
Spring ISD	36,813	643.5	17.48
Peer District Average	**38,937**	**663.5**	**17.04**
State Average	5,284,252	67,755.2	12.82
TASB 2016-2017 Staffing Benchmarks			**13.00**
Lamar Consolidated ISD	**29,631**	**400.8**	**13.53**
Lamar CISD (Under) Over Peer Average	**(9,306)**	**(262.7)**	**(3.51)**
Lamar CISD (Under) Over TASB Staffing Benchmarks			**0.53**

Source: Enrollment and Professional Support Position data from 2015-2016 Texas Academic Performance Report.
TASB 2016-2017 Staffing Benchmarks, Revised 10/17/2016, provided by Texas Association of School Boards, Inc.

Exhibit 1-12 shows that LCISD reported 400.8 professional support positions, or 13.53 professional support positions per 1,000 students, which is 3.51 full-time equivalent positions per 1,000 students less than the average of its peers and 0.53 full-time equivalent positions more than TASB's 2016-2017 Staffing Benchmarks.

Based on LCISD's 2015-2016 student enrollment and the peer district average of 17.04 professional support positions per 1,000 students, LCISD should have 504.91 professional support positions. When compared to TASB's benchmark data of 13.00 professional support positions per 1,000 students, LCISD should have 385.2 professional support positions. Accordingly, LCISD reported 401 professional support positions in its district profile included in the 2015-2016 TAPR, and benchmark comparisons in **Exhibit 1-12** show that LCISD should have between 385 and 505 professional support positions.

LCISD's 401 positions are at the low end of the range before adjustment for differences in the average student enrollment of the benchmarked peer districts. Given that the average student enrollment for the benchmarked peer districts is 31 percent greater than LCISD's student enrollment, the district's professional support positions still exceed the peer average and TASB benchmarks for professional support positions. If we reduce the peer average to 348 positions, representing 69 percent of the 505 professional support positions based on the peer average, LCISD's 401 positions exceed the number of positions the district should have. Based on the PEIMS Role Identifications included in the 2015-2016 TAPR Glossary, this analysis shows that LCISD has sufficient professional support positions to support the instructional programs in schools throughout the district.

Exhibit 1-13 compares LCISD's *projected* enrollment and staffing for central administration positions to Conroe ISD, Klein ISD, and Lewisville ISD. These three districts are large, school districts with growth projections over the past decade similar to the growth projections for LCISD over the next 10 years. The *LCISD Demographic Update February 2017*, prepared by Population and Survey Analysts, projects a moderate 3.70 – 5.63 percent annual, compounded growth in student enrollment over the next 10 years. With 2016-2017 student enrollment totaling 30,829, LCID's enrollment could increase to 44,443 to 53,443 students by the 2026-2027 school year.

Exhibit 1-13
LCISD Central Administration Positions
Compared to Large, Aspirational Districts, 2015-2016

Large District/Benchmark	2015-2016 Student Enrollment	2015-2016 Central Administration Positions Reported	2015-2016 Central Administration Positions per 1,000 Students
Conroe ISD	58,014	26.3	0.45
Klein ISD	50,394	45.0	0.89
Lewisville ISD	53,396	57.7	1.08
Large District Average	**53,935**	**43.0**	**0.80**
Lamar Consolidated ISD (A)	**53,443**	**11.76**	**0.22**
Lamar CISD (Under) Over Large District Average	**(492)**	**(31.24)**	**(0.58)**

Source: Enrollment and Central Administration Position data from 2015-2016 Texas Academic Performance Report.
(A) Projected student enrollment based on 5.63% annual compounded, moderate growth rate.

A comparison of the peer district average in **Exhibit 1-11** to the large district average in **Exhibit 1-13** shows that, as school districts grow, they achieve economies of scale in central administration positions per 1,000 students. The large district peer averages for central administration positions decreases by 33 percent from 1.2 (peer average from **Exhibit 1-11**) to 0.80 (peer average from **Exhibit 1-13**) positions per 1,000 students [1.20 - .80 = .40 ÷ 1.20 = .33], which would continue to exceed LCISD's central administration positions if the district continues its lean staffing in the central office of 0.22 central administration positions per 1,000 students over the next 10 years. To emulate large districts in staffing central administration positions to accommodate its projected growth, LCISD must add a minimum of 31 positions [43.00 – 11.76 = 31.24] over the next 10 years.

Exhibit 1-14 compares LCISD's staffing for professional support positions to Conroe ISD, Klein ISD, and Lewisville ISD.

Exhibit 1-14
LCISD Professional Support Positions
Compared to Large, Aspirational Districts, 2015-2016

Large District/Benchmark	2015-2016 Student Enrollment	2015-2016 Professional Support Positions Reported	2015-2016 Professional Support Positions per 1,000 Students
Conroe ISD	58,014	724.2	12.48
Klein ISD	50,394	602.3	11.95
Lewisville ISD	53,396	598.3	11.20
Large District Average	**53,935**	**641.60**	**11.89**
Lamar Consolidated ISD (A)	**53,443**	**723.08**	**13.53**
Lamar CISD (Under) Over Large District Average	(492)	(240.80)	**1.64**

Source: Enrollment and Professional Support Position data from 2015-2016 Texas Academic Performance Report.
(A) Projected student enrollment based on 5.63% annual compounded, moderate growth rate.

Exhibit 1-14 further confirms that school districts also achieve economies of scale in professional support positions per 1,000 students as enrollment increases to 54,000 students. A comparison of the large district average in **Exhibit 1-12** to the large district average in **Exhibit 1-14** shows large district peer averages for professional support positions decreases by 30 percent from 17.04 to 11.89 positions per 1,000 students, which would be considerably

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less than LCISD's professional support positions if the district continues staffing 13.53 professional positions per 1,000 students over the next 10 years.

To align LCISD's staffing of professional support positions with the staffing in large aspirational districts, LCISD must manage the growth in professional support positions over the next 10 years to fall within a range of 600 professional support positions, which would require the district to add approximately 200 professional support positions to its current staffing of 401 positions over the next 10 years.

The analysis of central administration and professional support positions supports the conclusion that LCISD must address its short- and long-term staffing needs to adequately support its schools. In the short term, LCISD must increase central administration positions to balance staff workloads and improve the level of administrative and operational support to be responsive to the needs of principals. In the long-term, LCISD must manage the projected growth in enrollment to be sure that adequate professional support resources continue to be available over the next 10 years to support the increased instructional needs of principals and teachers.

Both short-term needs in central administration positions and long-term needs in professional support positions require adding staff resources to adequately support schools throughout the district. If the district does not address central administration staffing over the next one to five years or professional support staffing over the next five to 10 years, LCISD risks losing talented central office employees to burnout, which could result in lowering the morale of principals, teachers, and staff due to the lack of responsiveness to their administrative, operational and instructional support needs.

RECOMMENDATION 1-8

Assess principals' short- and long-term administrative and operations support needs, and strategically increase the number of central administration and professional support positions to balance workloads and adequately support teaching, learning, and school operations.

The superintendent should direct members of his cabinet to realistically assess the administrative, instructional, and operations support needs of principals as the district continues to grow over the next 10 years. This directive will require members of the superintendent's cabinet to work with elementary and secondary principals to identify gaps in administrative, operational, and instructional support services. Once cabinet members identify gaps in support services, they should address the causes and develop a short-and long-term staffing strategy to strategically hire central administration and professional support positions as necessary to provide enhanced service levels to support teaching, learning, and school operations.

Members of the superintendent's cabinet should use the following techniques to obtain feedback from central office administrators, principals, teachers, and staff to identify deficiencies in current service levels:

- Survey teachers and staff to determine administrative, instructional, and operations support areas they perceive to be deficient and the reasons for their perceptions.
- Survey or conduct candid focus groups with elementary and secondary principals to determine deficiencies in support levels, including responsiveness, and reasons for such deficiencies.
- Meet with individual department managers and staff to identify issues related to unbalanced workloads and insufficient staff resources, and obtain suggestions for appropriate staffing levels by department.
- Meet face-to-face with teachers and staff to validate or refute perceptions included in survey responses.
- Compare LCISD to its peer districts and large school districts in terms of central administration and professional support positions necessary to support LCISD'S projected growth over the next 10 years.

Once the superintendent's cabinet identifies the deficiencies in service levels, they should work with their direct reports in central office departments to identify current workloads and resources available and determine the short- and long-term resources required to increase central administration positions and professional support positions to improve support services.

After determining the number of central administration and professional support positions necessary to balance workloads and improve support services, the chief human resources officer should work with members of the cabinet to develop a strategic staffing plan for the next 10 years, including the number of positions required by department, the timing of the hires, and the salary and benefits costs to be included in LCISD's annual budget.

Based on a 5.63 percent moderate annual growth rate for student enrollment, the district will likely serve approximately 40,640 students in the 2021-2022 school year. Accordingly, the district should begin to add a minimum of five to eight central administration positions (depending on the results of the staffing analysis) annually over the next five years to closer align LCISD with the peer district average of 49 central administration positions based on projected enrollment [40,640 ÷ 1,000 = 40.64 x 1.2 positions per 1,000 students = 49 positions].

LCISD's strategic staffing plan should also include specific milestones and time lines for hiring professional support positions over the long-term to accommodate the district's projected 5.63 percent growth rate. Based on this projected annual growth rate, the district will likely serve 53,443 students in the 2026-2027 school year.

The district should begin to add a minimum of 20 to 23 professional support positions (depending on the results of the staffing analysis) annually over the next 10 years to closer align LCISD with the large, district average of 635 professional support positions based on projected enrollment [53,443 ÷ 1,000 = 53.44 x 11.89 positions per 1,000 students = 635 positions – 401 professional support positions for LCISD in 2015-2016 = 234].

FISCAL IMPACT

The accurate fiscal impact of this recommendation, while substantial, cannot be determined at this time as the superintendent and members of his cabinet must determine the specific central administration positions and professional support positions to be hired based on the assessment of current workload and deficiencies in the level of support services.

However, the 2015-2016 Texas Academic Performance Report shows that LCISD reported an average annual salary for central administration positions totaling $140,428 and an average annual salary for professional support positions totaling $64,152. The district's fringe benefits rate is 18 percent. If the district adds six central administration positions per year beginning in 2018-2019, salary and benefits costs for central administration positions will increase $994,230 annually [$140,428 x 1.18 = $165,705 x 6 positions =$994,230].

If the district adds 21 professional support positions per year beginning in 2018-2019, salary and benefits costs for professional support positions will increase $1,589,687 annually [$64,152 x 1.18 = $75,699 x 21 positions = $1,589,687]. The rough estimate of LCISD's annual increase in salary and benefits cost for central administration and professional support positions totals $2,583,917, or $10,335,667 over the next five years, beginning in 2018-2019.

However, the proposed organizational changes included in **Recommendation 1-9** will reduce this estimate by $535,096 in annual salary and benefits costs, or $2,140,384 over the next five years beginning in 2018-2019 because presumably some of the positions created in Recommendation 1-9 would be the positions in Recommendation 1-8. Accordingly, the adjusted rough estimate of LCISD's annual increase in salary and benefits cost for central administration and professional support positions is $2,048,821, or $8,195,283 over the next five years beginning in 2018-2019.

The annual salary and benefits cost for proposed organizational changes is included in the fiscal impact for **Recommendation 1-9.** *Note: This estimate is likely overstated because the $140,428 average salary for central administration positions reported in LCISD's District Profile included the 2015-2016 TAPR appears to only include salaries of the superintendent and members of the superintendent's cabinet.*

The district appears to have reported the salaries for the remaining central office positions in professional support positions. This situation also affects the benchmark analysis based on comparisons to peer districts and large districts above, but the district must reallocate the positions after reviewing this observation and we will modify the analysis.

LCISD is at a critical stage as it grapples with moderate- to high-growth in enrollment over the next decade. The district is challenged with insufficient central administration and professional support staffing levels to adequately provide administrative, instructional, and operational support to its schools.

As LCISD grows, the board and superintendent must recognize that the district must make major investments in personnel and benefits costs over the next 10 years to increase central administration and professional support positions to provide adequate levels of support to the district's schools. These investments may require the board to gradually increase the district's operating and maintenance tax rate in the coming years to fund the additional positions to support projected growth.

While gradually increasing the operating and maintenance tax rate is not popular with taxpayers, the board and superintendent must identify strategic priorities in its stakeholder-driven long-term strategic planning process to better inform taxpayers of the need for additional central administration and professional support staff to sustain student achievement as the district continues to grow. Current staffing for central administration and professional support positions is unsustainable. The district faces "burnout" of high-quality staff and reduced support service levels if the issue is not addressed.

OBSERVATION 1-9

LCISD's organization structure is not designed to effectively support teaching, learning, and school operations in a district that is projecting rapid growth in enrollment over the next decade.

The superintendent has designed LCISD's current organization structure to support a school district that has low to stable student enrollment growth. The organization structure is flat, with a broad span of control that includes 10 direct reports to the superintendent, with one of the 10 positions (assistant superintendent, Instruction) currently on hold because it was never filled. LCISD's organization provides access to and communication with the superintendent. However, 10 direct reports require a substantial time commitment from the superintendent because five members of the superintendent's cabinet have been in their current roles five years or less, and three of the five members have been in their roles less than three years.

This time commitment could materially affect the superintendent's ability engage in strategic, instructional, and community-related functions and activities necessary to sustain student performance as the district grows over the next decade. Reducing the superintendent's direct reports to a narrower span of control with delegated management authority to members of the cabinet will enable the superintendent to focus on strategic priorities to position the district to effectively manage the 10-year projected growth in student enrollment.

A narrower span of control is appropriate for LCISD's superintendent in because he can continue to delegate management authority to seasoned members of his cabinet and hold them accountable for results; while at the same time provide leadership and mentorship to cabinet members who are new to their positions or new to the district. According to Jim Riley, author of *Organization – Span of Control*, the advantages of a narrow span of control include:

- A narrow span of control allows a manager to communicate quickly with the employees under them and control them more easily.
- Feedback of ideas from employees will be more effective.
- It requires a higher level of management skill to control a greater number of employees, so there is less management skill required.

Additionally, the positions currently reporting to the superintendent maintain lean staffing in their respective functional areas of responsibility, resulting in unbalanced workloads and highly strained delivery of administrative, instructional, and operational support services to schools throughout the district. For example, LCISD has 24 elementary schools, 14 secondary schools, and one special site in a district that spans 385 square miles, but has only one executive director, Elementary Education and one executive director, Secondary Education to provide administrative oversight to principals in these schools.

As a result, during focus groups with elementary principals, the overwhelming majority of focus group participants told the review team that the executive director, Elementary Education is not as accessible to them as they consider necessary to meet the needs of 24 principals. In fact, the elementary principals openly discussed the possibility of breaking up the elementary schools into areas, with an executive director responsible for each area to enhance support to their schools as the district looks to the future.

In LCISD's current organization structure, four teaching and learning-related functions report directly to the superintendent. These functions include: (1) the executive director, Elementary Education; (2) the academic administrator; (3) the executive director, Secondary Education; and (4) the chief technology information officer. School districts with moderate to high growth in student enrollment typically design their organization to have all teaching and learning-related functions to report to either a deputy superintendent or assistant superintendent for Curriculum and Instruction, who in turn reports directly to the superintendent. This structure enables a school district to provide sustainable instructional and technology support to schools through a functionally aligned organization designed to coordinate the delivery of support services essential to enhancing student achievement.

Clear Creek ISD, with an enrollment of 41,061 students in 2015-2016, is one of two peer districts selected for comparison to LCISD for this review. Clear Creek ISD's organization is streamlined and functionally aligned with clear lines of authority in its teaching and learning function.

Exhibit 1-15 on the following page shows Clear Creek ISD's organization, with the district's primary teaching and learning functions grouped under a deputy superintendent of Curriculum and Instruction with clearly defined reporting relationships: Student Personnel Services, Assessment and Evaluation, Special Education, Information Technology, Elementary Education, Secondary Education, Curriculum and Instruction, and Professional Learning.

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Exhibit 1-15
**Clear Creek ISD Organization, 2016-2017**
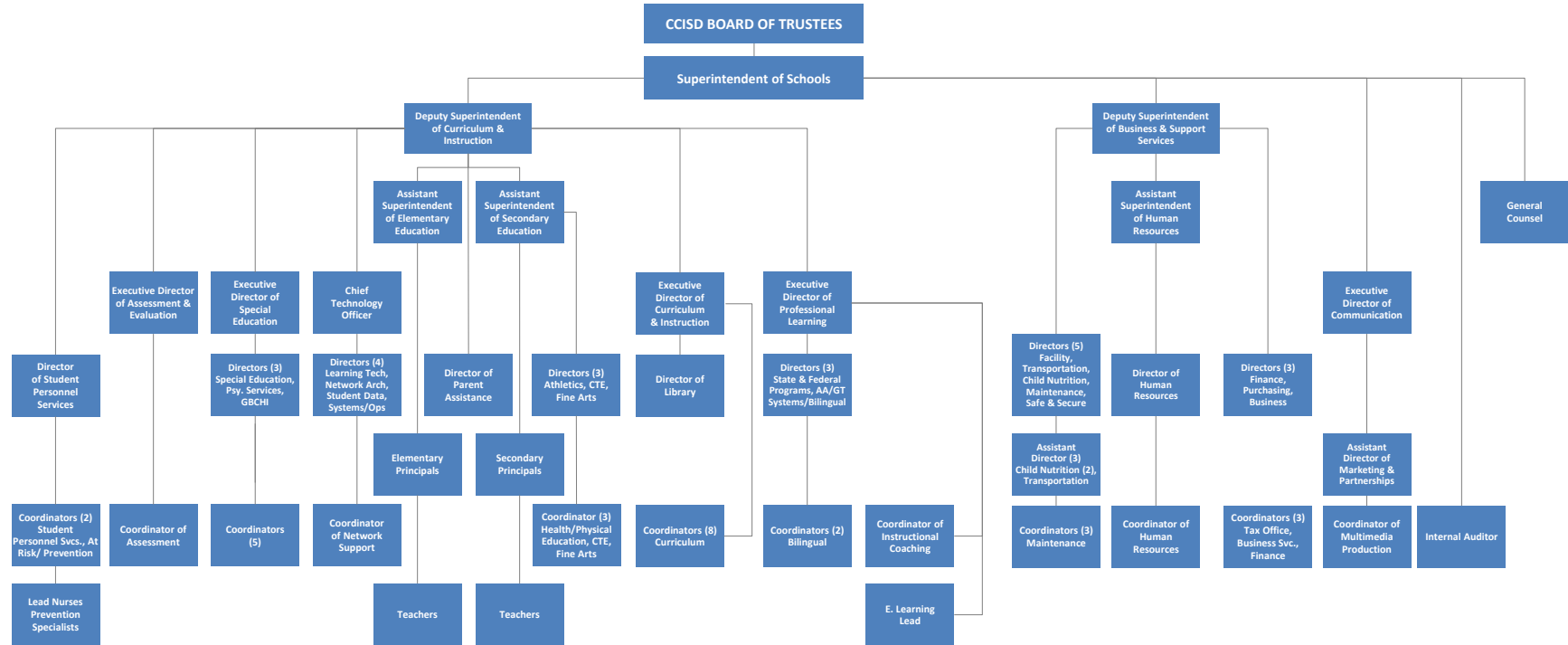
Source: Clear Creek ISD's Superintendent's Office, June 2017.

Spring ISD, with an enrollment of 36,813 students in 2015-2016, is the second peer district selected for comparison to LCISD. Spring ISD's organization is streamlined and functionally aligned with eight direct reports to the superintendent. Rather than designing the organization to have individual teaching and learning functions reporting directly to the superintendent, Spring ISD's superintendent separated the district's teaching and learning functions to report to a Chief of Curriculum, Instruction and Assessment, and a Chief of School Leadership & Support Services Officer.

Exhibit 1-16 shows Spring ISD's organization, with the district's primary teaching and learning functions grouped under these two positions with Information Technology reporting to the Chief Operations Officer. **Exhibit 1-16** also shows that, although Spring ISD has 26 elementary schools and 11 secondary schools spanning 57 square miles, the district's organization has two assistant superintendents for Elementary Schools, one overseeing Elementary Zone 1 and a second overseeing Elementary Zone 2. Spring ISD also has one assistant superintendent for middle schools and one assistant superintendent for high schools.

Exhibit 1-16
Spring ISD Organization Chart, 2016-2017
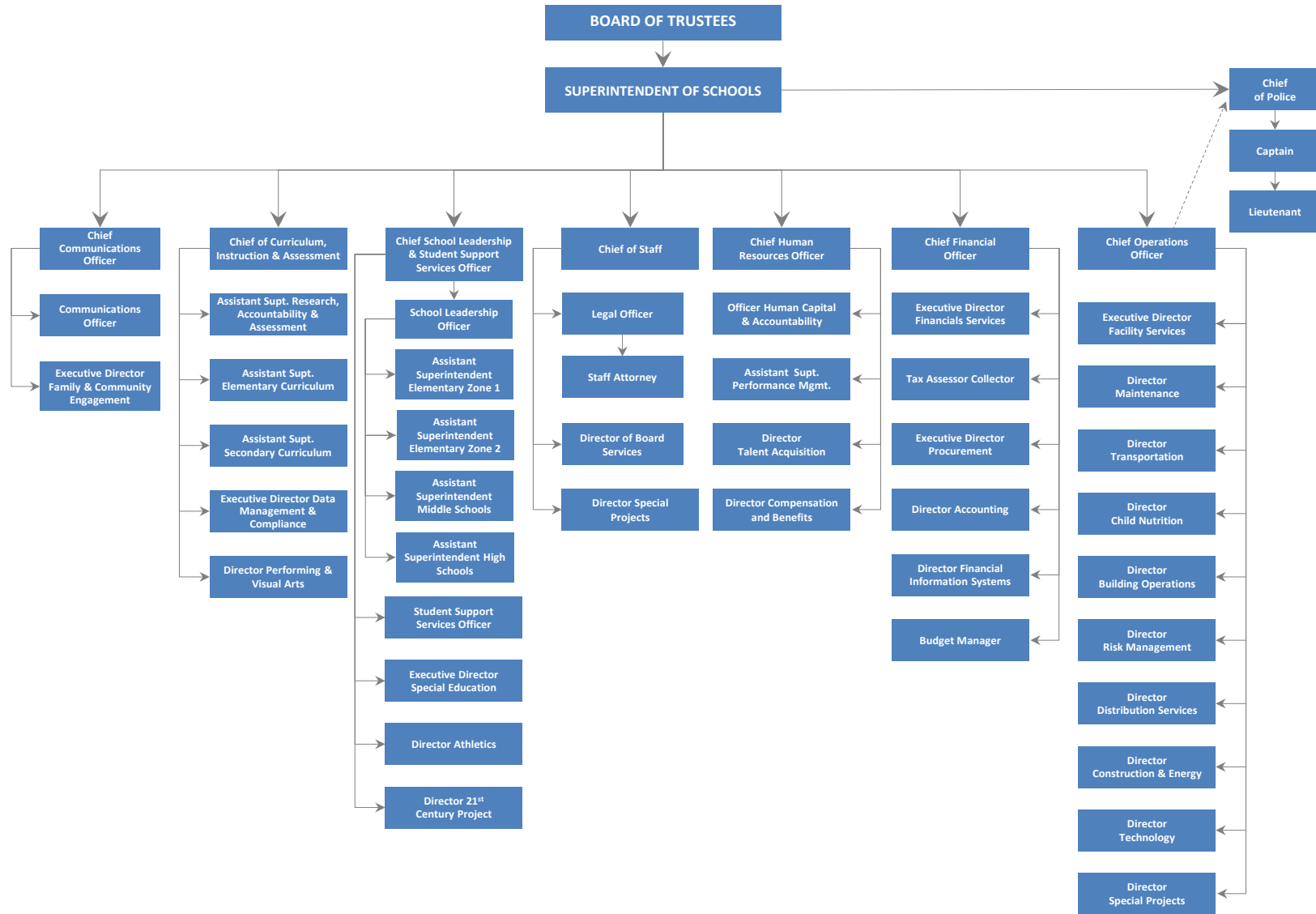
Source: Spring ISD Superintendent's Office, June 2017.

Conroe ISD, with an enrollment of 58,014 students in 2015-2016, is one of three large, aspirational districts selected for comparison to LCISD given LCISD's projected growth over the next 10 years. As a large district with more than 50,000 students, Conroe ISD's organization is also streamlined and functionally aligned with two deputy superintendents: deputy superintendent of Operations and deputy superintendent of Schools. All teaching and learning functions except Information Technology report to the deputy superintendent of Schools. The teaching and learning functions reporting to the deputy superintendent of Schools include Elementary and Secondary Education, which are managed by two assistant superintendents with clear lines of authority for all teaching and learning activities including student support services. **Exhibit 1-17** on the following page shows Conroe ISD's organization.

Exhibit 1-17
Conroe ISD Organization, 2016-2017
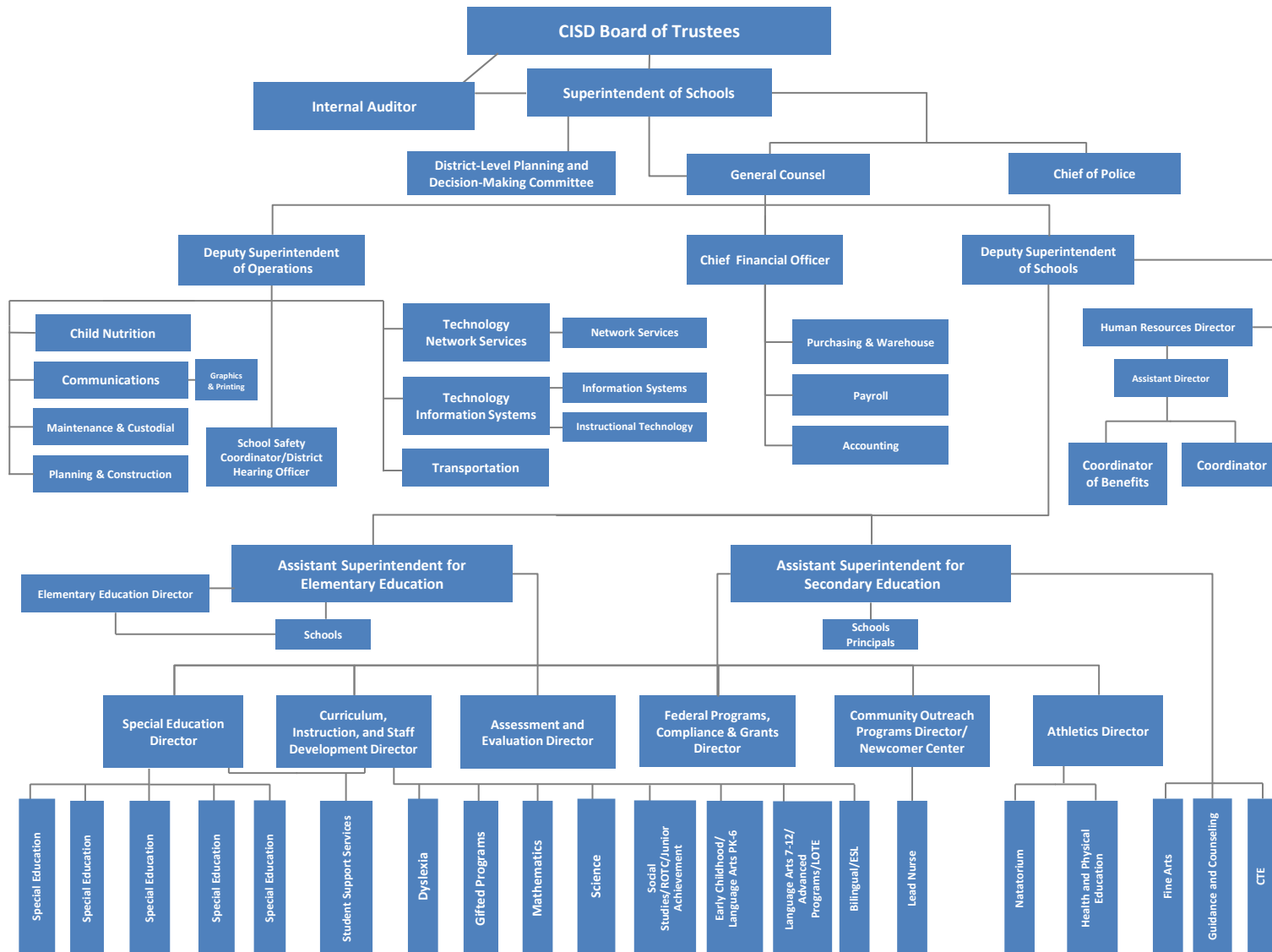
Source: Conroe ISD Superintendent's Office, June 2017.

RECOMMENDATION 1-9

Streamline the current organization to narrow the superintendent's span of control, consolidate teaching and learning functions under a deputy superintendent, and improve the delivery of administrative, instructional, and operations, support services.

The superintendent should streamline LCISD's current organization to narrow his span of control to six direct reports and incrementally improve the delivery of support services to schools throughout the district. The district should eliminate the assistant superintendent, Instruction position and create a position of deputy superintendent, Teaching and Learning to oversee all curriculum, instruction, school leadership, information technology, and student support functions. The deputy superintendent, Teaching and Learning (deputy superintendent) should be a seasoned, executive-level administrator who reports directly to the superintendent. The superintendent should hire the deputy superintendent, Teaching and Learning from outside the district to bring a fresh perspective to LCISD as a rapidly growing school district. The superintendent should designate the deputy superintendent as the chief implementation officer for recommendations included in the management audit commissioned by the board, who will be responsible for holding members of the executive leadership team accountable for implementing recommendations included in their respective areas of responsibility. It is important that the superintendent hire the deputy superintendent as soon as practicable given that the 2017-2018 school year has started, with a target hire date of June 1, 2018 or earlier. Additionally, the information technology function should be under the oversight of the deputy superintendent to redouble the district's focus on instructional technology essential to teaching and learning.

To further improve the educational support services delivery model, the superintendent should divide the 24 elementary schools into two zones and create positions for directors of both zones, as well as create two additional director positions supporting the executive director, Secondary Education—one position for high school principals and a second position for middle and junior high schools. Creating these additional director positions will address challenges created by the district's 385-mile service area by increasing the directors' accessibility to principals when critical instructional or school leadership issues arise.

To complete the reorganization, the superintendent should re-title existing positions that appear on the same level in LCISD's organization and realign incompatible functions. Positions eligible for re-titling include "academic administrator" and "administrator, Operations," which are direct reports to the superintendent on the same level as other direct reports who hold "executive director" or "chief" titles to lead their functions. The food service function is misaligned in the chief financial officer's function and should be realigned to the operations function.

Exhibit 1-18 presents a summary of proposed changes to streamline and functionally align LCISD's organization structure to improve the delivery of administrative, instructional, and operational support services.

Exhibit 1-18
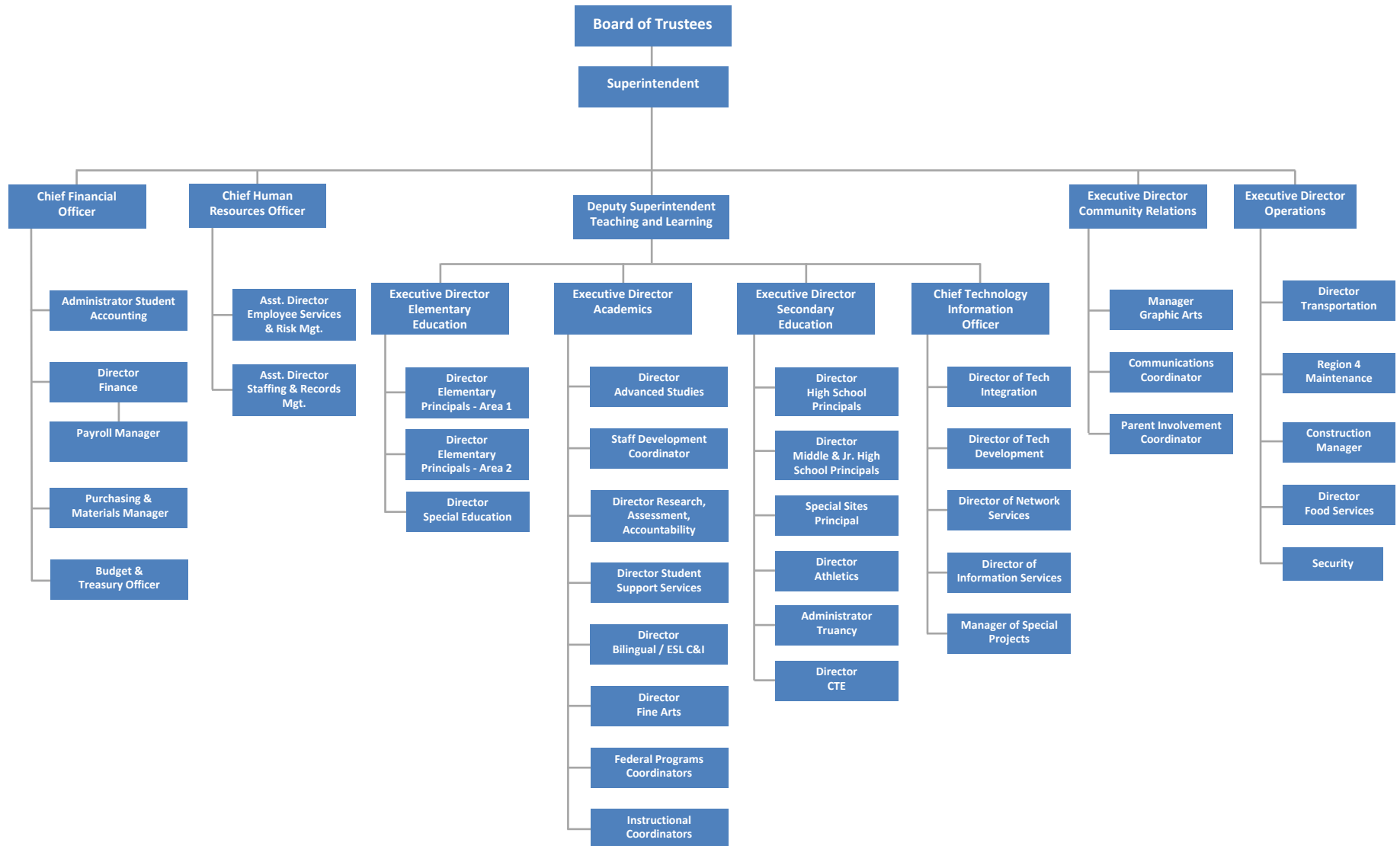**Summary of Proposed Reorganization**
July 2017

Current Position/Function	Action for Reorganization
Assistant Superintendent for Instruction (HOLD)	• Eliminate assistant superintendent, Instruction position as it was never filled by the superintendent. • Create a deputy superintendent, Teaching and Learning position. • Realign the executive director, Secondary Education position to report to the deputy superintendent, Teaching and Learning. • Realign the chief technology information function to report to the deputy superintendent, Teaching and Learning.
Executive Director, Elementary Education	• Realign the executive director, Elementary Education position to report to the deputy superintendent, Teaching and Learning.

Current Position/Function	Action for Reorganization
Elementary Principals	• Create a director, Elementary Education – Zone 1 position to report to the executive director, Elementary Education. • Create a director, Elementary Education – Zone 2 position to report to the executive director, Elementary Education.
Academic Administrator	• Re-title the academic administrator position to executive director, Academics. • Realign the academics function to report to the deputy superintendent, Teaching and Learning.
Executive Director, Secondary Education	• Create a director, High Schools position to report to the Executive Director, Secondary Education." • Create a director, Middle & Jr. High Schools position to report to the executive director, Secondary Education.
Chief Technology Information Officer	• Realign chief technology information officer to report to the deputy superintendent, Teaching and Learning.
Administrator, Operations	• Re-title position to executive director, Operations.
Director, Food Services	• Re-align the director, Food Services position to report to the executive director, Operations.
Security	• Re-align the Security function to report to the executive director, Operations and establish a "Safety and Security" function.

Source: McConnell & Jones LLP Review Team's Analysis, July 2017.

Exhibit 1-19 on the following page presents the proposed organization for LCISD reflecting the changes summarized in **Exhibit 1-18**.

Exhibit 1-19
LCISD Proposed Organization, July 2017

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                                    Board of Trustees
                                          │
                                     Superintendent
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Chief Financial Officer	**Chief Human Resources Officer**	**Deputy Superintendent Teaching and Learning**	**Executive Director Community Relations** / **Executive Director Operations**

Chief Financial Officer
- Administrator Student Accounting
- Director Finance
- Payroll Manager
- Purchasing & Materials Manager
- Budget & Treasury Officer

Chief Human Resources Officer
- Asst. Director Employee Services & Risk Mgt.
- Asst. Director Staffing & Records Mgt.

Deputy Superintendent Teaching and Learning

Executive Director Elementary Education
- Director Elementary Principals - Area 1
- Director Elementary Principals - Area 2
- Director Special Education

Executive Director Academics
- Director Advanced Studies
- Staff Development Coordinator
- Director Research, Assessment, Accountability
- Director Student Support Services
- Director Bilingual / ESL C&I
- Director Fine Arts
- Federal Programs Coordinators
- Instructional Coordinators

Executive Director Secondary Education
- Director High School Principals
- Director Middle & Jr. High School Principals
- Special Sites Principal
- Director Athletics
- Administrator Truancy
- Director CTE

Chief Technology Information Officer
- Director of Tech Integration
- Director of Tech Development
- Director of Network Services
- Director of Information Services
- Manager of Special Projects

Executive Director Community Relations
- Manager Graphic Arts
- Communications Coordinator
- Parent Involvement Coordinator

Executive Director Operations
- Director Transportation
- Region 4 Maintenance
- Construction Manager
- Director Food Services
- Security

FISCAL IMPACT

In calculating the fiscal impact of the proposed changes to LCISD's organization, we identified comparable positions in the district's 2016-2017 Compensation Plan for Administrative/Professional Employees and reviewed the related job descriptions provided by the chief human resources officer to determine the appropriate pay grades, daily rates, and the number of days worked for each position. The fiscal impact of the recommendation is shown in **Exhibit 1-20**.

Exhibit 1-20
Summary of Reorganization Fiscal Impact

Position	Pay Grade	Number of Days	Daily Rate (Midpoint)	Annual Salary	Fringe Benefits Rate	Annual Salary Plus Benefits
Assistant Superintendent, Instruction	12	230	$ 644.45	$ (148,224)	1.18	$ (174,904)
Deputy Superintendent	12	230	$ 644.45	$ 148,224	1.18	$ 174,904
Director, Elementary Area 1	8	230	$ 458.30	$ 105,409	1.18	$ 124,383
Director, Elementary Area 2	8	230	$ 458.30	$ 105,409	1.18	$ 124,383
Director, HS Principals	10	230	$ 537.05	$ 123,522	1.18	$ 145,755
Director, MS / Jr. High Principals	8	230	$ 458.30	$ 105,409	1.18	$ 124,383
Executive Director, Operations (A)	11	230	$ 596.71	$ 13,722	1.18	$ 16,192
Total Annual Cost				**$ 453,741**		**$ 535,096**

Note (A): The annual salary and benefits cost for re-titling the operations administrator position is the difference between the annual salary of an executive director level position reporting directly to the superintendent (Pay Grade 11) and the operations administrator position reporting directly to the superintendent (Pay Grade 10)-($596.71-537.05=$59.66 X 230=$13,722).

The fiscal impact of the five positions added through the proposed reorganization must be subtracted from the fiscal impact of adding central office positions in **Observation 1-8** above because presumably some of the positions created in Recommendation 1-9 would be the positions in Recommendation 1-8.

ANTICIPATING TOMORROW

As the district continues its moderate to high growth pattern over the next 10 years, LCISD must redesign its organization structure to support a 50,000 student school district. This will require the superintendent to reduce his span of control to a manageable number of direct reports, consolidate similar functions, and delegate authority to capable subordinates.

At a minimum, LCISD's organization should look to hire a deputy superintendent, Teaching and Learning, and consolidate all academic and student support services under this function as a means of enhancing the delivery of instructional and student support services to schools. Additionally, LCISD's anticipated growth and 385 square mile service area will require the district to seriously consider creating area executive directors for elementary schools as well as separate directors for middle, junior, and high schools.

This structure will allow the district to effectively provide individualized support services to principals throughout the district as the district continues to grow. Moreover, as future growth justifies, the district will likely need to add a second deputy or assistant superintendent, Operations if the board decides to "insource" its facilities management and operations function for more control of service delivery.

School Management

OBSERVATION 1-10

LCISD has no formal training or mentorship programs for new or tenured principals and assistant principals.

The review team conducted focus group sessions with 20 of the 24 elementary school principals, and all of the middle, junior high, and high school principals. They indicated that the district did not provide formal, structured training or mentorship programs for new or tenured principals and assistant principals. Newly appointed principals, who were previously assistant principals, indicated the district did not adequately train them to assume the role of principal, and they primarily relied on what they learned observing principals in their previous schools.

A number of focus group participants described their preparation to be a principal as "on-the-job training," relying on what they learned from their colleagues when the superintendent appointed them as principals. In fact, most principals said: *"even the secretaries at our schools know more about budgeting than we know."* Newly appointed principals cited training deficits in the following areas:

- Budgeting and Finance
- Student Activity Funds
- Human Resources (Hiring, Staffing, Terminations)
- School Staffing Models
- School Operations
- Registration, Master Schedule, Enrollment Process
- Special Education Process and Procedures
- Title I Policies and Procedures
- How to deal with irate parents
- Emergency Operations
- Crisis Management
- Safety and Security
- Site-Based Decision Making

Tenured principals participating in the focus groups indicated that LCISD does not offer leadership training for principals at the district level, and they routinely go outside the district for leadership training, which requires them to allocate funds in their respective school budgets to pay for the training. While principals acknowledged Region 4 provides leadership training, principals feel LCISD should offer this training inside the district and pay for it from the central office budget. Tenured principals cited leadership training deficits in the following areas:

- Instructional Leadership
- Coaching Teachers and Staff
- School Staffing Models
- School Operations
- Time Management

Given the training deficits articulated by principals, they went further to say while LCISD has had a principal's academy in the past, the district discontinued the academy leaving "no official cohort group to prepare assistant principals to be principals." As a result, principals lean heavily on each other to improve their leadership and management skills. In fact, junior high school principals meet once each month on their own to improve their management skills.

Stanford University's Linda Darling-Hammond, a leading education scholar and national reform voice who authored *Preparing School Leaders for a Changing World*, a report on improving principal training, notes: *"exemplary principal leadership training programs often group participants in "cohorts" that allow them to grow together, share experiences and support each other even after they are hired as leaders."*

Principals also feel newly appointed principals and principals who are struggling in the position would benefit from a "non-evaluative" principals' mentorship program to coach those principals and help them succeed. While the district has a non-evaluative mentorship program for teachers, the absence of a formal training program for principals underscores the need for sustained mentorship training. For example, mentors would coach newly appointed and struggling principals in areas such as school leadership, school operations, irate parents, budget and finance, preparing master schedules, etc.

Principals who are untrained in school leadership, administration, and operations, and lack mentors in their initial years as principals will have less time to focus on improving student achievement as they will have steep learning curves related to non-instructional functions. As the chief operating officer and instructional leader for their respective campuses, principals must focus more clearly on teaching, learning, and the needs and interests of their students to elevate student achievement. Equally as important is a school district's need to have fully-trained school leaders in the pipeline for succession, especially in a rapidly growing school district that strives to attract, develop, and retain talented school administrators to sustain high levels of student achievement through the projected growth cycle.

Beaumont ISD established a principals' academy in June 2013 to provide continuing professional development to elementary, middle, and high school principals in the non-instructional areas of budgeting, campus administration, site-based decision-making, and the effective implementation of district policies adopted by the board and procedures implemented superintendent. Beaumont ISD established this academy in direct response to formal training requested by new and tenured principals. The principals academy offers professional development for new and tenured principals during the summer months.

As a best practice, according to the Wallace Foundation in its report *The Making of the Principal: Five Lessons in Leadership Training, June 2012*, *"roughly half the states have, for the first time, mandated mentoring for newly hired principals. Urban districts have entered partnerships with area universities—or have formed their own leadership academies—to create training programs more closely tied to district priorities and student needs. Private funding has helped spur this movement, including grants from the Wallace Foundation to 24 states and 15 large districts as part of a decade-old education leadership initiative."*

TEA has offered grant opportunities in the past to assist Texas school districts with supplemental funding for principals' leadership academies. According to a representative from TEA's Department of Grants Administration, there are no grant opportunities available at the writing of this report, but school districts should vigilantly review grant opportunities available in the TEA's website, as there may be upcoming grant opportunities to provide supplemental funding for "in-district" leadership academies.

RECOMMENDATION 1-10

Establish a formal, ongoing training and mentorship program for new and tenured principals, and assistant principals.

LCISD should establish an ongoing, two-tiered training and mentorship program. In Tier 1, LCISD should establish a formal, ongoing training and mentorship program for new and tenured principals and assistant principals to enhance their leadership and management skills. The superintendent should direct cabinet-level members of the executive leadership team to work with the chief human resources officer to design specific, targeted training for new and tenured principals relevant to the specific needs of the district. The chief human resources officer should survey all elementary, middle, junior high, and high school principals to determine the types of training they suggest would be beneficial in their respective roles as principals and assistant principals. This training should, at a minimum, include the following areas:

- Budgeting and School Finance
- Student Activity Funds
- Human Resources (Hiring, Staffing, Terminations)
- School Staffing Models
- School Operations
- Registration, Master Schedule, Enrollment Process
- Special Education Process and Procedures
- Title I and Federal Programs
- How to deal with irate parents
- Emergency Operations
- Crisis Management
- Safety and Security
- Site-Based Decision Making

In Tier 2, LCISD should work with local colleges and universities to develop a principals' academy to provide leadership training to both aspiring principals who are currently assistant principals and principals currently in the job, whether new or tenured. The district should identify "cohort groups" of principals and assistant principals to attend leadership training classes to allow them to grow together through the leadership development curriculum and establish relationships that allow them to become a support group for each other as the district continues to grow.

The superintendent should leverage his relationship with Texas A&M University and other universities in the Houston metropolitan area to develop the appropriate curriculum, practical case studies, and related experience to allow the principals and assistant principals to receive the full benefit of targeted leadership training. Additionally, the superintendent should direct the deputy superintendent, Teaching and Learning (should the district accept the proposed changes to the current organization) to vigilantly review TEA's website for upcoming grant opportunities to provide supplemental funding to establish and maintain the principals' academy. The leadership training should, at a minimum, include the following areas, some of which were recommended by Stanford University's Linda Darling-Hammond in *Preparing School Leaders for a Changing World, 2007:*

- Instructional Leadership
- Implementing Reform Strategies to Improve Student Outcomes
- Developing Norms and Structures that Support High Quality Teaching and Learning
- Enhancing the Capacity of the Faculty to Meet the Needs of Students
- Coaching Teachers and Staff

Additionally, Tier 2 training would develop a strong mentorship program that requires the district to pair newly appointed and struggling principals with high-performing, active tenured principals or high-performing retired principals. The high performing principals would serve as "non-evaluative" mentors, providing coaching and consultation to newly appointed or struggling principals throughout the school year. This coaching and consultation should be based on pre-established "coaching goals" to enhance their school leadership and management skills.

FISCAL IMPACT

The district can implement Tier 1 training with existing resources. However, Tier 2 will require additional financial resources should the district decide to develop its own principals' academy or partner with a local college or university to develop the academy. In either case, we cannot estimate the fiscal impact at this time as the district must make a strategic decision as to how it wishes to proceed with leadership training for principals.

ANTICIPATING TOMORROW

As the district grows over the next decade, LCISD must ensure its principals and pipeline of assistant principals are sufficiently trained as instructional leaders, school administration and operations managers, and liaisons to parents and the community. Training and mentoring principals who are strong, effective leaders is critical to sustaining student achievement and overall morale in the schools as the district expands its student enrollment.

Well-trained and mentored principals become the front line for LCISD's succession planning strategy over the next 10 years. Accordingly, anticipating tomorrow requires the board and superintendent to consider allocating resources to develop formal training and mentorship programs for principals. If the resources are not available to develop the training and mentorship programs within the district, it is essential that the district explore partnering opportunities with local universities or seek grants to supplement district funding.

Because of the importance of a pipeline of well-trained principals and assistant principals to sustained student achievement during periods of moderate to high growth in student enrollment projections, the board and superintendent should include training and mentorship programs as an integral part of the stakeholder-driven strategic planning process.

OBSERVATION 1-11

Campus Improvement Councils (CICs) at 88 percent of LCISD schools do not have the community and business representation required by the Texas Education Code or Board Policy BQB.

Thirty of the 34 principals (88 percent) who participated in the principals' focus groups indicated that Campus Improvement Councils (CIC) serving as Site Based Decision-Making (SBDM) committees on their respective campuses do not have the appropriate business and community representation as required by the Texas Education Code (TEC) or Board Policy BQB. TEC Section 11.251(b) states:

> *"The board shall establish a procedure under which meetings are held regularly by district- and campus-level planning and decision-making committees that include representative professional staff, parents of students enrolled in the district, business representatives, and community members. The committees shall include a business representative without regard to whether the representative resides in the district or whether the business the person represents is located in the district."*

LCISD Board Policy BQB (LEGAL) follows the framework of the TEC, stating that *"the committees shall include representative professional staff, parents of students enrolled in the District, business representatives, and community members. A committee must include business representatives without regard to whether a representative resides in the district or whether the business the person represents is located in the district. Community members must reside in the District and must be at least 18 years of age."* Policy BQB (LOCAL) goes further to designate a "minimum number" of business and community representatives CICs must have and the method of selection. Policy BQB (LOCAL) states in part:

> *"The council shall include at least two community members, selected in accordance with administrative procedures. The principal shall use several methods of communication to ensure that community residents are informed of the council and are provided the opportunity to participate, and shall solicit volunteers. All community member representatives must reside in the district."*

> *"The council shall include at include at least two business representatives, selected in accordance with administrative procedures. The principal shall use several methods of communication to ensure that community residents are informed of the council and are provided the opportunity to participate, and shall solicit volunteers. Business member representatives need not reside or operate businesses in the District."*

CICs play an important role in school administration through site-based decision-making, and it is important that they are configured with the required representation to ensure that committee members work collaboratively to provide financial and volunteer resources to improve student performance.

Without community or business representation on 30 of the 34 LCISD's CICs, campus planning and decision making primarily rests with the principal, teachers, staff, and parents, who do not receive input from businesses and community members in the communities where the schools are located. Accordingly, campus improvement plans do not necessarily include feedback from community and business people, which was the intent of SBDM legislation. Principals told members of the review team that it is extremely difficult to get businesses and community members to participate in their committees despite their outreach efforts. However, business and community participation in individual CICs is essential to planning for the growth of LCISD over the next 10 years.

The absence of business representation in CICs impedes the schools' ability to obtain valuable feedback and monetary resources outside their school budget. Since 88 percent of the district's schools have CICs with no community or business representation, those principals are not implementing board policy or leveraging the collective ideas of stakeholders in the communities the schools serve.

Accordingly, the district is at risk of not obtaining business input in its campus-level and district-level decision making processes despite the fact that business representation can come from outside LCISD. Further, without input from business representatives, LCISD may be challenged to identify supplemental financial and volunteer resources to improve overall student achievement at the campus level for all schools within the district.

RECOMMENDATION 1-11

Identify and recruit community and business representatives to serve on Campus Improvement Councils (CICs) in elementary, middle, junior high, and high schools in accordance with the Texas Education Code.

The superintendent should require all LCISD campus principals to implement CICs in accordance with board policy every school year. Principals should immediately identify and recruit business representatives to appoint to their respective CICs, and configure the CICs as intended by Board Policy and the TEC. Further, the superintendent should periodically monitor elementary, middle, junior high, and high school principals to ensure the configuration of their CICs in accordance with board policy.

FISCAL IMPACT

The district can implement this recommendation with existing resources.

ANTICIPATING TOMORROW

As the district grows over the next decade, CICs will play an important role in LCISD's stakeholder-driven strategic planning process. The composition of the CICs is critical to obtaining community "buy-in" to LCISD's long-term strategic plan as well as providing campus-level input and assistance. Business leaders have the resources to supplement school budgets and community leaders have the relationships to secure community-based volunteer support to schools throughout the district reduce the pressure on school budgets.

The superintendent and cabinet must ensure that principals actively recruit business and community representation for their respective CICs to obtain diverse input and potential financial support for individual schools. This recruitment process must be a priority because of the potential benefit to programs and activities at the campus level that will likely expand as the district grows.

OBSERVATION 1-12

LCISD's school administrative staffing guidelines for elementary, middle, junior high, and high schools do not consider the unique nature of school, thereby causing disparities in administrative staff allocation to schools throughout the district.

LCISD's predetermined administrative staffing guidelines, while comprehensive in nature, are primarily based on enrollment and do not consider the unique nature of Title I schools, schools with concentrated ESL populations, schools with high special needs populations, etc. The review team reviewed Lamar CISD – Staffing Guidelines

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(Rev 3/2016), noting specific, student enrollment-driven administrative staffing guidelines for elementary, middle, junior high, and high schools, but no notations regarding exceptions to the staffing guidelines for special student populations. **Exhibit 1-21** presents school administrative staffing categories considered in the district's staffing guidelines, by type of school.

Exhibit 1-21
LCISD School Administrative Staffing Categories

Elementary School	Middle School	Junior High School	High School
School Administration • Principal • Assistant Principal • Counselor • Librarian • Nurse	*School Administration* • Principal • Assistant Principal • Counselor • Librarian • Nurse	*School Administration* • Principal • Assistant Principal • Counselor • Librarian • Nurse	*School Administration* • Principal • Associate Principal • Assistant Principal • Counselor • Registrar • Librarian • Nurse • Campus Coordinator/Head FB Coach • Athletic Trainer
Para-Professional Staff • Principal Secretary • Clerk/Monitor • PE Aide • LRC Aide • Counselor Aide • CAI Aide • Lunch Room Monitor (2½ hour) • LVN Aide • Bilingual/ESL/Dual Language Aides	*Para-Professional Staff* • Principal Secretary • Clerk • ISS Aide • PE Aide • Keyboarding Aide • Comp. ED Aide • Lunch Room Monitor	*Para-Professional Staff* • Principal Secretary • Assistant Principal Secretary • Counselor Secretary • Attendance Clerk • Receptionist • Comp. ED Aide • Lab Aide	*Para-Professional Staff* • Principal Secretary • Associate Principal Secretary • Assistant Principal Secretary • Counselor Secretary Registrar Clerk • Attendance Clerk • Receptionist • Comp. ED Aide (Credit Restoration) • Lab Aide

Source: Lamar CISD – Staffing Guidelines, Rev 3/2016.

Exhibit 1-21 shows that the district considers bilingual, ESL and dual language aides as a category when allocating paraprofessional staff to elementary schools. However, there appears to be no special consideration for Title I schools or schools with high numbers of special needs students. Middle, junior high and high school allocations reflect compensatory education aides for at-risk schools, but include no special allocations for Title I schools that may need additional counselors or special aides.

These staffing guidelines serve as an initial starting point to allocate full-time equivalent positions for school support administrative personnel based on enrollment. The unique nature of Title I schools and their respective enrollments may require them to have additional counselors, aides, or assistant principals, which should be considered in staffing the schools. For example, elementary and middle school principals participating in focus groups indicated Title I schools "should have higher administrative staff support than non-Title I schools because of the unique at-risk student population and lower overall academic performance ratings often associated with Title I schools."

As a best practice, Metropolitan Nashville Public Schools does not always follow its documented staffing formulas because of its unique student demographics, which require the chief academic officer, chief human capital officer, and chief financial officer to take into consideration the individual needs of schools when allocating school administrative positions, including assistant principals. Accordingly, these three members of the executive leadership team collaboratively consider variables unique to each school, including, but not limited to:

• academic performance;
• number of special education students;

- number of students participating in the free and reduced-lunch program;
- location of the school; and
- at-risk student population.

Metropolitan Nashville Public School's process for making staffing decisions allows the chief academic officer, chief human capital officer, and chief financial officer to introduce an element of subjectivity to make exceptions to allocating assistant principals and other school administrative staff to individual schools in accordance the school district's School Staffing Formulas.

RECOMMENDATION 1-12

Evaluate LCISD's staffing guidelines for inclusion of other relevant factors that may influence the assignment of school administrative staff to schools with unique student populations and circumstances.

LCISD should review its existing Staffing Guidelines, Rev 3/2016, to develop a comprehensive set of staffing guidelines for school administrative and support positions assigned to campuses that more accurately reflect not only student enrollments, but also other relevant factors that influence the assignment of school administrative and support staff based on needs-based criteria. For example, these needs-based criteria should include such relevant factors as students with disabilities, students of color, and students from low income families who are at a greater risk because of conditions outside the classroom. Comprehensive, well-documented staffing guidelines for all administrative support staff positions will enable the district to consistently apply its staff allocation guidelines based on student enrollment and needs-based variables.

The superintendent should direct the executive director, Elementary Education and executive director, Secondary Education, and the academic administrator to work with the chief human resources officer to develop needs-based exceptions to the Staffing Guidelines, Rev 3/2016 to reflect the unique needs of schools and to revise school staffing guidelines as appropriate.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

ANTICIPATING TOMORROW

As the district grows over the next decade, its at-risk, special needs, ESL, and dual language student populations will increase in specific schools. These student populations will require additional school administrative staff to support teaching and learning activities to sustain or improve student achievement. The district must establish a process to allow exceptions to "standard" staffing guidelines applied to all schools in the district. The board should review the cost vs. benefit of adopting a policy requiring the superintendent and cabinet to include relevant factors related to distinct student populations in making exceptions to standard staffing guidelines.

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FISCAL IMPACT SUMMARY

	RECOMMENDATION	2017-2018	2018-2019	2019-2020	2020-2021	2021-2022	TOTAL 5-YEAR (COSTS) OR SAVINGS	ONE TIME (COSTS) OR SAVINGS
	CHAPTER 1: DISTRICT ORGANIZATION AND MANAGEMENT							
1-1	Establish a comprehensive, continuing board training and orientation system to ensure that new and tenured board members understand their responsibilities and the role, structure, and process of the board to become an effective, high-performing governing board.	$0	$0	$0	$0	$0	$0	$0
1-2	Conduct a series of teambuilding workshops to improve trust and communication among board members and to enhance board deliberations for efficient and effective decision-making.	($4,800)	($4,800)	($4,800)	($4,800)	($4,800)	($24,000)	$0
1-3	Adopt Board Policy BG (LOCAL)—Board Self-Evaluation, and conduct formal, annual self-evaluations of the performance of the board and individual board members, and update LCISD's Board Operating Procedures to include the board self-evaluation process.	$0	$0	$0	$0	$0	$0	$0

	RECOMMENDATION	2017-2018	2018-2019	2019-2020	2020-2021	2021-2022	TOTAL 5-YEAR (COSTS) OR SAVINGS	ONE TIME (COSTS) OR SAVINGS
1-4	Review and assess the superintendent evaluation process, and make appropriate refinements to include establishing mutually agreed to, measurable performance goals and expectations to enhance collaboration and accountability.	$0	$0	$0	$0	$0	$0	$0
1-5	Implement a comprehensive, fully-integrated strategic planning process using elements of traditional and stakeholder-driven strategic planning processes.	$0	$0	$0	$0	$0	$0	$0
1-6	Develop a comprehensive, coordinated succession plan that contains strategies and implementation initiatives to prepare LCISD for eventual changes in leadership throughout the organization.	$0	$0	$0	$0	$0	$0	$0
1-7	Develop specific strategies and tactics to include in the district's internal communications plan to communicate and monitor key messages, initiatives, and directives from cabinet meetings to employees throughout the district.	$0	$0	$0	$0	$0	$0	$0

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	RECOMMENDATION	2017-2018	2018-2019	2019-2020	2020-2021	2021-2022	TOTAL 5-YEAR (COSTS) OR SAVINGS	ONE TIME (COSTS) OR SAVINGS
1-8	Assess principals' short- and long-term administrative and operations support needs, and strategically increase the number of central administration and professional support positions to balance workloads and adequately support teaching, learning, and school operations.	$0	($2,048,821)	($2,048,821)	($2,048,821)	($2,048,821)	($8,195,284)	$0
1-9	Streamline the current organization to narrow the superintendent's span of control, consolidate teaching and learning functions under a deputy superintendent, and improve the delivery of administrative, instructional, and operations, support services.	$0	($535,096)	($535,096)	($535,096)	($535,096)	($2,140,384)	$0
1-10	Establish a formal, ongoing training and mentorship program for new and tenured principals, and assistant principals.	$0	$0	$0	$0	$0	$0	$0
1-11	Identify and recruit community and business representatives to serve on Campus Improvement Councils (CICs) in elementary, middle, junior high, and high schools in accordance with the Texas Education Code.	$0	$0	$0	$0	$0	$0	$0

	RECOMMENDATION	2017-2018	2018-2019	2019-2020	2020-2021	2021-2022	TOTAL 5-YEAR (COSTS) OR SAVINGS	ONE TIME (COSTS) OR SAVINGS
1-12	Evaluate LCISD's staffing guidelines for inclusion of other relevant factors that may influence the assignment of school administrative staff to schools with unique student populations and circumstances.							
TOTAL CHAPTER 1		**($4,800)**	**($2,588,717)**	**($2,588,717)**	**($2,588,717)**	**($2,588,717)**	**($10,359,668)**	**$0**