

**A PERFORMANCE REVIEW
OF THE LEE COUNTY
SCHOOL DISTRICT**

Final Report

SUBMITTED TO:

**OFFICE OF PROGRAM POLICY ANALYSIS
AND GOVERNMENT ACCOUNTABILITY (OPPAGA)
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EXECUTIVE SUMMARY

Section 11.515, Florida Statutes, was created by the Florida Legislature during the 1996 session for the purpose of conducting performance reviews of school districts. The 1996-97 General Appropriations Act provided funding for the Office of Program Policy Analysis and Government Accountability (OPPAGA) to contract with private firms to conduct performance reviews of identified school districts.

The purpose of the Florida school district performance review is to identify opportunities for school districts to:

- save funds;
- improve management; and
- increase efficiency and effectiveness.

The Lee County School District was identified to participate in the first series of performance reviews. Board members and district officials stated that the performance review process would provide valuable information for improving management practices that support the instruction of students in the district. OPPAGA contracted with MGT of America, Inc. to conduct the performance review of the Lee County School District.

The entire review process was completed over five months. The major activities were scheduled and accomplished as displayed in Exhibit 1.

Overview of the Lee County School District

As the twelfth largest school district in the State of Florida, the Lee County School District serves more than 53,000 students in 36 elementary, 12 middle, nine high, and 10 special schools. Lee County's current enrollment represents the largest number of students ever to receive instruction in the district. Enrollment in the district has risen steadily by nearly a third over the past ten years, and the total student enrollment has increased at a slightly faster rate among minority populations.

The Lee County School District is facing many of the same challenges as other school districts across the nation: rapid student population growth, increasing cultural diversity, stagnant or dwindling financial resources, and ever increasing public expectations. In addition to these challenges, the Lee County School District is currently under desegregation order and has developed a Controlled Choice Plan. The district anticipates that the Controlled Choice Plan will assist the district in achieving unitary status to provide greater flexibility in student assignments and student programs.

**EXHIBIT 1
LEE COUNTY SCHOOL DISTRICT PERFORMANCE REVIEW
MAJOR ACTIVITIES BY MONTH**

MONTH	MAJOR ACTIVITIES
December 1996	<ul style="list-style-type: none"> ■ Signed contract between MGT and OPPAGA with consent of the Joint Legislative Committee. ■ Conducted initial meetings between MGT and officials of Lee County and OPPAGA. ■ Designed interview and focus group instruments. ■ Obtained and analyzed existing reports and materials on Lee County obtained from the district and state. ■ Developed profiles of the district. ■ Designed surveys for use with Lee County district administrators, principals, and teachers.
January 1997	<ul style="list-style-type: none"> ■ Conducted diagnostic review. ■ Held public hearing (CHARRETTE) ■ Conducted and analyzed results of surveys from central office administrators, principals, and teachers. ■ Conducted interviews and summarized findings from interviews with School Board members, senior administrators, and community leaders, and from focus group sessions with selected groups. ■ Visited selected schools.
February 1997	<ul style="list-style-type: none"> ■ Tailored guidelines for conducting the performance review to reflect unique local conditions as well as public and employee input and concerns in Lee County. ■ Conducted in-depth on-site review. ■ Collected and analyzed additional information as needed.
March 1997	<ul style="list-style-type: none"> ■ Made preliminary presentation in the district to OPPAGA and Lee County senior staff. ■ Developed draft report.
April 1997	<ul style="list-style-type: none"> ■ Submitted draft report. ■ Conducted meetings with OPPAGA and district representatives.
May 1997	<ul style="list-style-type: none"> ■ Prepared final report. ■ Presented final report to school board. ■ Distributed final report to the public.

Environment for the Performance Review

The climate of the Lee County School District was unstable at the time of the performance review -- the Superintendent and the School Board were in conflict over the management of the district. Some school board members were not satisfied with the Superintendent's performance, while the Superintendent and district officials maintained that the Board had lost sight of its designated role in governance. The Superintendent subsequently resigned, and an Interim Superintendent was managing the district at the time the report was released.

In the past several years, the Board and district administrators have improved the district's focus on instruction and have taken steps to develop a Core Curriculum. In recent years, the school district has implemented budget cuts in administrative and support areas in an effort to hold down increases in overall costs. Nonetheless, the Lee County School District continues to struggle to correct the public's perception that administrative costs are high. The school district is feeling the lingering effects of numerous administrative changes and a high turnover rate for senior level administrators, particularly in the area of instruction.

Significant opportunities are presented throughout the report to improve management, instructional delivery, and communication with internal and external stakeholders, and ultimately to improve efficiency and effectiveness. The recommendations contained in the report should provide the support necessary for an enhanced school district.

Methodology for the Review

MGT consultants began research for this project in December 1996. Several methods were used to gather and analyze new and existing data for the performance review. The first step included a review of an extensive set of records, documents, and data. This information was used as a starting point for collecting data during the diagnostic review and on-site work.

A major component of the study was the input provided by Lee County administrators, teachers, instructional and classified employees, parents, students, and community members. Board members, administrators, teachers, other district employees, and students participated in the study through interviews and confidential surveys.

Employee Surveys

To secure input from district administrators, principals, and teachers prior to beginning the on-site review by the entire team, MGT prepared and disseminated three different survey instruments. Through anonymous surveys, district administrators, principals, and teachers were given the opportunity to express their views about the management and operations of the school district. The survey instruments for each group were similar in format and content to provide a baseline database for determining how the opinions and perceptions of district administrators, principals, and teachers varied.

Diagnostic Review

A diagnostic review of district operations was conducted in January 1997 prior to the detailed on-site review. The diagnostic review included the collection of additional data, plus interviews with administrators, Board members, and a variety of community stakeholders.

The diagnostic review was conducted during the week of January 27, 1997, and included several tasks:

- soliciting community input in the performance review during a public forum (CHARRETTE);
- conducting interviews and focus groups with a cross-section of community leaders;
- conducting a diagnostic review of school system management and administrative functions, organizational structures, and operations;
- conducting a diagnostic review of education services delivery;
- visiting several school sites and interviewing a cross-section of school-based staff; and
- tailoring MGT performance review guidelines for the full team's in-depth review.

In-Depth On-Site Review

In February 1997, a total of 14 members of the MGT project team conducted an in-depth, on-site review of the district's management functions. These individuals were organized into specialized teams that examined the following 11 components as defined in the project work plan:

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

In addition, the MGT team analyzed both instructional and administrative technology within the district.

The on-site review included meetings with hundreds of district-level and school-level staff and the subsequent review of data and documentation provided by these individuals. Members of the review team conducted formal visits in 30 of the district's schools. On-site visits incorporated information from principals, teachers, and other staff involved with the various components of district operations that were identified above. More than 200 campus-level employees were interviewed by review team members.

Major Findings and Recommendations

Although this Executive Summary focuses on major opportunities to improve the management and operations of the Lee County School District, many recommendations for improving operations and commendations for exemplary management practices are contained throughout the report. Major findings and recommendations are listed below.

- Board members are inappropriately involved in making decisions regarding educational practice and district management operations. Board members need to participate in training to improve understanding and sensitivity to their governance role (Chapter 4, Recommendation 4-1).
- The Lee County School District has not developed a long-range or strategic plan that links districtwide goals and objectives to an action agenda and the budget process. The District Improvement Plan needs to be revised to accomplish this goal (Chapter 4, Recommendation 4-4).
- The district has not updated policies consistently over the years. Some policies do not reflect state and federal changes, and others are inconsistent with current district practices. A complete review of the policy manual, including state and federal requirements, is warranted (Chapter 4, Recommendations 4-7 and 4-8).
- Many departments and school programs do not have administrative procedural manuals to implement district policy. Lack of clear procedures has resulted in many districtwide inefficiencies. Procedure manuals should be required in all departments and programs, and administrators should be held accountable for development of manuals for their areas (Chapter 4, Recommendation 4-10).
- The organizational structure lacks focus, and the educational service delivery system is fragmented with minimal coordination between the areas related to instruction. The district's four assistant superintendents administer many departments that have unrelated functions. The organizational structure needs to be realigned to improve efficiency and effectiveness (Chapter 4, Recommendation 4-11).

- Program evaluation has not been a consistent practice in the district. Program evaluation is an important tool in making sound educational and operational decisions and should be a districtwide priority. Programs that do not meet established goals and objectives should be improved or eliminated (Chapter 4, Recommendation 4-16).
- The current Instructional Services Department separates the functions of curriculum, instruction, and school operations. This approach does not provide comprehensive services to schools and should be restructured. A quality management model should be used to improve services to schools (Chapter 5, Recommendations 5-2, 5-5 and 5-7).
- The district is in the process of developing a new Core Curriculum, but has not had a comprehensive curriculum in place for 15 years. The Core Curriculum should be implemented in a timely manner, and plans should be made to develop measurable benchmarks for student achievement in each curriculum area (Chapter 5, Recommendation 5-6).
- Programs for at-risk students do not meet the needs of all students. The dropout program has not been evaluated, and the dropout rate continues to rise. The district should develop a comprehensive plan for secondary programs that includes the hiring of a dropout specialist and a second specialist position to support school-to-work programs. Additionally, ESE and at-risk services should be merged under one director to facilitate a comprehensive continuum of services for students (Chapter 5, Recommendations 5-20 and 5-28).
- Some departments in the central office assume more responsibility for daily operation of schools and employees than is necessary (e.g., Personnel Services, Instructional Services). Appropriate responsibilities should be transferred to the schools (Chapter 5, Recommendation 5-26; Chapter 6, Recommendation 6-2).
- The Purchasing and Personnel Services Departments are overstaffed. The concern will be augmented once efficiency recommendations have been implemented. Staff reductions should be made in these two departments (Chapter 6, Recommendations 6-1, 6-3 and 6-4; Chapter 12, Recommendation 12-1).
- The current salary and supplement structure is cumbersome. The salary schedule should be analyzed for improvements (Chapter 6, Recommendation 6-5).
- Employee appraisals have not been conducted consistently. Administrators and supervisors should be held accountable for consistently evaluating staff (Chapter 6, Recommendation 6-14).

- Community involvement should be enhanced by implementing a series of quarterly public forums (Chapter 7, Recommendation 7-4).
- The Facilities and Maintenance Departments do not operate effectively as separate units and should be merged (Chapter 8, Recommendation 8-1).
- Cost savings should be realized in the Facilities and Maintenance Department by installing a passive ordering system, employing a safety conservation trainer, and employing a construction management firm (Chapter 8, Recommendations 8-3, 8-9 and 8-11).
- The number of custodians and bus drivers exceed industry standards and should be reduced (Chapter 8, Recommendation 8-10; Chapter 13, Recommendations 13-7 and 13-8).
- Accountability for monitoring district funds should be enhanced by modifying software on the mainframe computer to reject credit balancing and by requiring Board approval for all non-sufficient fund write-offs (Chapter 10, Recommendations 10-1 and 10-6).
- Implementation of enhanced administrative technology to improve efficiencies should be a district priority (Chapter 11, Recommendation 11-9; Chapter 6, Recommendation 6-8; and Chapter 10, Recommendation 10-5).
- The district maintains more inventory at the central warehouse facilities than is efficient. As a result, some items have spoiled. The warehouse inventory should be reduced (Chapter 12, Recommendations 12-9 and 12-10).
- The Transportation Department should be reorganized to centralize oversight and routing functions and to prepare for implementing Controlled Choice (Chapter 13, Recommendation 13-2).
- The number of spare buses in the district exceeds best practice standards used in other districts and should be reduced (Chapter 13, Recommendation 13-5).
- The Food Services Department is highly effective. Additional revenues could be generated by implementing a breakfast program for middle school and high school students and by increasing student lunch participation at the high schools (Chapter 14, Recommendations 14-1 and 14-2).

Although the findings and recommendations highlighted above may have the most impact on the district due to 1) the magnitude of changes they suggest, 2) their fiscal implications, or 3) their potential for improving services or resources for students, many other findings, commendations, and recommendations are presented in the main body

of the report. Readers are encouraged to carefully study the entire report for a complete understanding of this performance review of the Lee County School District.

Fiscal Impact of Recommendations

The performance review identified about 100 commendations and made approximately 200 recommendations. Some recommendations can be implemented immediately; others will require months or years to implement. Detailed implementation strategies, a recommended timeline, and the fiscal impact are provided for each recommendation. With the anticipated change in the superintendency, some recommendations may take longer to implement than projected by MGT.

About one-third of the recommendations have a fiscal impact. The cost savings associated with these recommendations are incremental and cumulative. The review identified a potential five-year gross savings of about \$29.7 million by 2002 that could be realized by the Lee County School District. Based on recommendations in the report that have quantifiable savings, the first year net savings total is approximately \$2.8 million and the five-year net savings is \$25.1 million as shown in Exhibit 2.

**EXHIBIT 2
SUMMARY OF NET SAVINGS**

Year Savings Begin		Total
1997-1998	Initial Annual Net Savings	\$2,756,729
1998-1998	Annual Net Savings	\$4,718,389
1999-2000	Annual Net Savings	\$5,382,871
2000-20001	Annual Net Savings	\$5,671,252
2001-2002	Annual Net Savings	\$5,793,234
One-Time (Cost) Savings		\$772,700
Total Savings Projected for 1997-2002		\$25,095,175

Exhibit 3 shows the total savings and costs associated with the recommendations in this report. A large number of the recommendations throughout this report will not have a direct financial impact, but these recommendations, nonetheless, represent important improvements over current policies and operating practices.

We recommend that the School Board ask Lee County administrators to give these recommendations their serious consideration, to develop a plan to proceed with their implementation, and to establish a system to monitor subsequent progress.

EXHIBIT 3
SUMMARY OF POTENTIAL SAVINGS AND COSTS IN LEE COUNTY

CHAPTER REFERENCE		Annual (Costs) or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
		1997-1998	1998-1999	1999-2000	2000-2001	2001-2002		
Chapter 4: School District Organization and Management								
4-1	Provide Board Training (p.4-8)	(\$10,000)	(\$10,000)	(\$10,000)	(\$10,000)	(\$10,000)	(\$50,000)	
4-9	Reduce Hard Copies (p.4-22)	\$480	\$480	\$480	\$480	\$480	\$2,400	
4-11	Eliminate Two Assistant Superintendents (p.4-35)	\$98,852	\$197,703	\$197,703	\$197,703	\$197,703	\$889,664	
4-11	Hire a Chief Financial Officer (p.4-35)	(\$41,600)	(\$83,200)	(\$83,200)	(\$83,200)	(\$83,200)	(\$374,400)	
4-11	Hire a Legislative Liaison (p.4-35)	(\$32,000)	(\$64,000)	(\$64,000)	(\$64,000)	(\$64,000)	(\$288,000)	
4-11	Eliminate the Director of Operations (p.4-35)	\$46,002	\$92,003	\$92,003	\$92,003	\$92,003	\$414,014	
4-11	Eliminate the Executive Director of Curriculum and School Improvement (p.4-35)	\$48,357	\$96,714	\$96,714	\$96,714	\$96,714	\$435,213	
4-11	Hire Executive Director of Human Resources (p.4-35)	(\$41,600)	(\$83,200)	(\$83,200)	(\$83,200)	(\$83,200)	(\$374,400)	
4-12	Reduce Stipends (p.4-37)	\$25,770	\$51,540	\$51,540	\$51,540	\$51,540	\$231,930	
4-13	Eliminate Secretary (p.4-37)	\$21,934	\$43,868	\$43,868	\$43,868	\$43,868	\$197,406	
4-14	Reduce Consultant Fees (p.4-44)	\$6,000	\$12,000	\$12,000	\$12,000	\$12,000	\$54,000	
4-14	Hire Program Evaluator (p.4-44)	(\$32,000)	(\$64,000)	(\$64,000)	(\$64,000)	(\$64,000)	(\$288,000)	
4-14	Hire an Assistant Coordinator of Choice Planning (p.4-44)	(\$32,000)	(\$64,000)	(\$64,000)	(\$64,000)	(\$64,000)	(\$288,000)	
4-14	Reclassify Grant Specialist as Coordinator (p.4-44)	(\$8,118)	(\$16,235)	(\$16,235)	(\$16,235)	(\$16,235)	(\$73,058)	
4-21	Reduce Legal Costs Related to Labor (p.4-56)	\$38,500	\$77,000	\$77,000	\$77,000	\$77,000	\$346,500	
4-24	Reduce Student Hearings (p.4-58)	\$4,250	\$4,250	\$4,250	\$4,250	\$4,250	\$21,250	
4-25	Reduce Transcripts (p.4-59)	\$4,500	\$4,500	\$4,500	\$4,500	\$4,500	\$22,500	
4-28	Hire Coordinator for School Improvement (p.4-68)	(\$13,000)	(\$13,000)	(\$13,000)	(\$13,000)	(\$13,000)	(\$65,000)	
4-44	Reduce Assistant Principals (p.4-91)	\$0	\$166,062	\$166,062	\$166,062	\$166,062	\$664,248	
Chapter 5: Educational Service Delivery								
5-9	Eliminate Director of Curriculum Services (p.5-25)	\$37,327	\$74,655	\$74,655	\$74,655	\$74,655	\$335,947	
5-10	Eliminate Three Secretarial Positions (p.5-25)	\$57,600	\$115,200	\$115,200	\$115,200	\$115,200	\$518,400	
5-15	Eliminate two Generalist Positions (p.5-37)	\$44,737	\$89,474	\$89,474	\$89,474	\$89,474	\$402,633	
5-15	Hire a Mathematics School Improvement Specialist (p.5-37)	(\$20,451)	(\$40,902)	(\$40,902)	(\$40,902)	(\$40,902)	(\$184,059)	
5-15	Hire an Instructional Strategies and Curriculum Development Specialist (p.5-37)	(\$20,451)	(\$40,902)	(\$40,902)	(\$40,902)	(\$40,902)	(\$184,059)	
5-18	Eliminate a Generalist Position (p.5-42)	\$22,369	\$44,737	\$44,737	\$44,737	\$44,737	\$201,317	
5-18	Hire a Language Arts School Improvement Specialist (p.5-42)	(\$20,451)	(\$40,902)	(\$40,902)	(\$40,902)	(\$40,902)	(\$184,059)	
5-18	Hire a Mathematics School Improvement Specialist (p.5-42)	(\$20,451)	(\$40,902)	(\$40,902)	(\$40,902)	(\$40,902)	(\$184,059)	

EXHIBIT 3 (Continued)
SUMMARY OF POTENTIAL SAVINGS AND COSTS IN LEE COUNTY

CHAPTER REFERENCE	Annual (Costs) or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
	1997-1998	1998-1999	1999-2000	2000-2001	2001-2002		
5-18	Hire a Curriculum Development Specialist (p.5-42)	(\$20,451)	(\$40,902)	(\$40,902)	(\$40,902)	(\$40,902)	(\$184,059)
5-28	Hire a Director of Special Programs (p.5-66)	(\$29,172)	(\$58,344)	(\$58,344)	(\$58,344)	(\$58,344)	(\$262,548)
5-28	Eliminate the Director of ESE (p.5-66)	\$29,172	\$58,344	\$58,344	\$58,344	\$58,344	\$262,548
5-28	Hire Coordinator of ESE (p.5-66)	(\$22,369)	(\$44,737)	(\$44,737)	(\$44,737)	(\$44,737)	(\$201,317)
5-28	Change five ESE Coordinators to Specialists (p.5-66)	\$8,118	\$16,235	\$16,235	\$16,235	\$16,235	\$73,058
5-28	Extend ESE Specialists to 12-Month Contract (p.5-66)	(\$12,508)	(\$25,016)	(\$25,016)	(\$25,016)	(\$25,016)	(\$112,572)
5-28	Eliminate one Title I TSA (p.5-66)	\$23,756	\$47,512	\$47,512	\$47,512	\$47,512	\$213,804
5-28	Hire Dropout Prevention Specialist (p.5-66)	(\$20,451)	(\$40,902)	(\$40,902)	(\$40,902)	(\$40,902)	(\$184,059)
5-33	Change Director to Coordinator (p.5-75)	\$6,803	\$13,606	\$13,606	\$13,606	\$13,606	\$61,227
5-33	Change Coordinator to Specialist (p.5-75)	\$1,624	\$3,247	\$3,247	\$3,247	\$3,247	\$14,612
5-35	Hire Program Specialist (p.5-80)	(\$20,480)	(\$40,960)	(\$40,960)	(\$40,960)	(\$40,960)	(\$184,320)
5-36	Generate Revenue for Community Education (p.5-84)	\$170,000	\$170,000	\$170,000	\$170,000	\$170,000	\$850,000
5-40	Hire a Library/Media Coordinator (p.5-89)	(\$27,520)	(\$55,040)	(\$55,040)	(\$55,040)	(\$55,040)	(\$247,680)
Chapter 6: Personnel Management							
6-1	Eliminate Two Personnel Specialist (p.6-7)	\$0	\$56,302	\$56,302	\$56,302	\$56,302	\$225,208
6-3	Eliminate Secretarial Position (p.6-9)	\$21,545	\$28,727	\$28,727	\$28,727	\$28,727	\$136,453
6-4	Eliminate Coordinator Position (p.6-10)	\$34,960	\$69,919	\$69,919	\$69,919	\$69,919	\$314,636
6-5	Conduct Salary Study (p.6-12)	\$0	\$0	\$0	\$0	\$0	\$0
6-6	Develop Procedural Manual (p.6-14)	\$0	\$0	\$0	\$0	\$0	\$0
6-7	Develop Handbook (p.6-16)	\$0	\$0	\$0	\$0	\$0	\$0
6-16	Eliminate One Secretary (p.6-35)	\$21,545	\$28,727	\$28,727	\$28,727	\$28,727	\$136,453
Chapter 7: Community Involvement							
	NO FISCAL IMPACT						
Chapter 8: Facilities Use and Management							
8-1	Combine Departments (p.8-4)	\$29,323	\$29,323	\$29,323	\$29,323	\$29,323	\$146,615
8-3	Employ Construction Management Firm (p.8-15)	\$138,740	\$138,740	\$138,740	\$138,740	\$138,740	\$693,700
8-7	Institute Preventive Maintenance Program (p.8-22)	\$0	\$50,000	\$100,000	\$150,000	\$200,000	\$500,000
8-8	Implement Training Program (p.8-25)	(\$134,400)	(\$179,200)	(\$179,200)	(\$179,200)	(\$179,200)	(\$851,200)
8-9	Implement Passive Order System (p.8-26)	\$47,250	\$94,500	\$94,500	\$94,500	\$94,500	\$425,250
8-10	Reduce Custodians (p.8-29)	\$464,200	\$928,400	\$1,392,600	\$1,392,600	\$1,392,600	\$5,570,400
8-11	Employ Conservation Educator (p.8-32)	(\$51,200)	\$315,766	\$315,766	\$315,766	\$315,766	\$1,211,864

EXHIBIT 3 (Continued)
SUMMARY OF POTENTIAL SAVINGS AND COSTS IN LEE COUNTY

CHAPTER REFERENCE	Annual (Costs) or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
	1997-1998	1998-1999	1999-2000	2000-2001	2001-2002		
Chapter 9: Asset and Risk Management							
	NO FISCAL IMPACT						
Chapter 10: Financial Management							
10-2	Hire Temporary Personnel (p.10-11)	\$0	\$0	\$0	\$0	\$0	(\$1,300)
10-4	Increase Room Rental Fees (p.10-15)	\$60,000	\$60,000	\$60,000	\$60,000	\$60,000	\$300,000
10-7	Eliminate Free Meals in Headstart Centers (p.10-18)	\$36,000	\$36,000	\$36,000	\$36,000	\$36,000	\$180,000
Chapter 11: Administrative and Instructional Technology							
11-9	Acquire New Applications (p.11-21)	\$0	\$0	\$0	\$0	\$0	(\$250,000)
Chapter 12: Purchasing and Warehousing							
12-1	Eliminate Eight Purchasing Positions (p.12-8)	\$158,322	\$316,643	\$316,643	\$316,643	\$316,643	\$1,424,894
12-4	Standardize Classroom Furniture Purchases (p.12-21)	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	\$500,000
12-5	Retain Useable Furniture (p.12-22)	\$125,000	\$125,000	\$125,000	\$125,000	\$125,000	\$625,000
12-6	Build Warehouse Space (p.12-25)	\$0	\$0	\$0	\$0	\$0	(\$485,000)
12-7	Install Bar Coding System (p.12-26)	\$0	\$0	\$0	\$0	\$0	(\$50,000)
12-8	Use Permanent Storage Space (p.12-27)	\$0	\$0	\$8,300	\$8,300	\$8,300	\$24,900
12-9	Discontinue Stocking of Items (p.12-28)	\$18,594	\$18,594	\$18,594	\$18,594	\$18,594	\$92,970
12-12	Centralize the Delivery Function (p.12-34)	\$25,440	\$25,440	\$25,440	\$25,440	\$25,440	\$127,200
Chapter 13: Transportation							
13-1	Eliminate Stand-By Time (p.13-9)	\$399,600	\$399,600	\$399,600	\$399,600	\$399,600	\$1,998,000
13-2	Reorganize the Transportation Department (p.13-12)	\$113,420	\$151,228	\$151,228	\$151,228	\$151,228	\$718,332
13-3	Advertise Vacant Operator Positions (p.13-14)	(\$12,000)	(\$12,000)	(\$12,000)	(\$12,000)	(\$12,000)	(\$60,000)
13-4	Provide Operator Incentive Program (p.13-16)	(\$21,000)	(\$21,000)	(\$21,000)	(\$21,000)	(\$21,000)	(\$105,000)
13-4	Retain Trained Operators (p.13-16)	\$21,000	\$21,000	\$21,000	\$21,000	\$21,000	\$105,000
13-5	Sell Surplus Buses (p.13-18)	\$0	\$62,000	\$62,000	\$62,000	\$62,000	\$248,000
13-7	Eliminate Purchase of 26 Buses (p.13-22)	\$0	\$0	\$0	\$0	\$0	\$0
13-7	Eliminate 26 Bus Operator Positions (p.13-22)	\$429,437	\$429,437	\$429,437	\$429,437	\$429,437	\$2,147,185
13-7	Eliminate One Mechanic Position (p.13-22)	\$30,458	\$30,458	\$30,458	\$30,458	\$30,458	\$152,290
13-7	Decrease Maintenance Requirements and Fuel Purchases (p.13-22)	\$140,400	\$140,400	\$140,400	\$140,400	\$140,400	\$702,000
13-8	Eliminate Purchase of 14 Buses (p.13-35)	\$0	\$0	\$0	\$0	\$0	\$0
13-8	Eliminate 14 Bus Operator Positions (p.13-35)	\$231,235	\$231,235	\$231,235	\$231,235	\$231,235	\$1,156,175
13-8	Decrease Maintenance Requirements and Fuel Purchases (p.13-35)	\$75,600	\$75,600	\$75,600	\$75,600	\$75,600	\$378,000
13-9	Eliminate T1 Communication Lines (p.13-36)	\$28,800	\$28,800	\$28,800	\$28,800	\$28,800	\$144,000

EXHIBIT 3 (Continued)
SUMMARY OF POTENTIAL SAVINGS AND COSTS IN LEE COUNTY

CHAPTER REFERENCE	Annual (Costs) or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
	1997-1998	1998-1999	1999-2000	2000-2001	2001-2002		
13-10	Use MapNet Capability (p.13-37)	\$173,696	\$173,696	\$173,696	\$173,696	\$173,696	\$868,480
13-12	Construct Maintenance Bays (p.13-42)	\$0	\$0	\$0	\$0	\$0	(\$100,000)
13-12	Increase Productivity of East Mechanics (p.13-42)	\$18,275	\$18,275	\$18,275	\$18,275	\$18,275	\$91,375
13-12	Locate Portable for Office and Storage Use (p.13-42)	\$0	\$0	\$0	\$0	\$0	(\$15,000)
13-12	Sell Two Buses (p.13-42)	\$0	\$0	\$0	\$0	\$0	\$2,000
13-12	Transport South Buses for Periodic Maintenance (p.13-42)	(\$56,534)	(\$56,534)	(\$56,534)	(\$56,534)	(\$56,534)	(\$282,670)
13-12	Increase Productivity of South Mechanics (p.13-42)	\$18,275	\$18,275	\$18,275	\$18,275	\$18,275	\$91,375
13-13	Modify Shop Rate to Reflect Maintenance Costs (p.13-43)	\$14,470	\$14,470	\$14,470	\$14,470	\$14,470	\$72,350
Chapter 14: Food Service							
14-1	Increase Student Lunch Participation (p.14-13)	\$0	\$7,580	\$15,160	\$22,740	\$30,320	\$75,800
14-2	Implement Breakfast Program at Secondary Schools (p.14-16)	\$0	\$6,156	\$12,312	\$18,468	\$24,624	\$61,560
14-3	Continue to Convert Full-time to Part-time Positions (p.14-18)	\$0	\$58,246	\$116,492	\$174,737	\$232,983	\$582,458
14-4	Discontinue Separate Staff Menus and Serving Lines (p.14-20)	\$0	\$144,900	\$144,900	\$144,900	\$144,900	\$579,600
14-5	Discontinue Subsidy for Central Office Snack Bar (p.14-22)	\$0	\$30,000	\$30,000	\$30,000	\$30,000	\$120,000
14-10	Formalize Capital Budgeting (p.14-30)	(\$101,300)	(\$101,300)	(\$101,300)	(\$101,300)	(\$101,300)	(\$506,500)
Chapter 15: Safety and Security							
15-2	Eliminate Contracted Safety Coordinator (p.15-4)	\$11,500	\$23,000	\$23,000	\$23,000	\$23,000	\$103,500
15-7	Link Portables to Fire Alarm System (p.15-11)	(\$70,000)	(\$70,000)	\$0	\$0	\$0	(\$140,000)
15-10	Conduct Monitoring In-house (p.15-16)	(\$35,000)	\$160,000	\$160,000	\$160,000	\$160,000	\$605,000
TOTAL SAVINGS		\$3,654,064	\$5,967,223	\$6,561,705	\$6,683,686	\$6,805,668	\$29,672,346
TOTAL (COSTS)		(\$897,335)	(\$1,248,834)	(\$1,178,834)	(\$1,012,434)	(\$1,012,434)	(\$5,349,871)
TOTAL ONE-TIME SAVINGS (COSTS)							\$772,700
TOTAL NET SAVINGS		\$2,756,729	\$4,718,389	\$5,382,871	\$5,671,252	\$5,793,234	\$24,322,475

1.0 INTRODUCTION

1.1 Overview

Section 11.515, Florida Statutes, was created by the 1996 Florida Legislature for the purpose of conducting performance reviews of school districts in Florida. The statute provides that the Office of Program Policy Analysis and Government Accountability (OPPAGA) contract with private firms to conduct performance reviews of identified school districts. As stated in the bill which called for the creation of this statute:

Public officials and citizens need to know if government funds are handled with the highest level of efficiency and productivity to ensure a quality education for students....

The bill also stated that:

School Board members and Superintendents can benefit from an objective and professional review of their school district's management and performance.

The purpose of the Florida school district performance review is to identify ways that a designated school district can:

- save funds;
- improve management; and
- increase efficiency and effectiveness.

On December 12, 1996, the Office of Program Policy Analysis and Government Accountability (OPPAGA) of the Florida Legislature contracted with MGT of America, Inc. to conduct a performance review of the Lee County School District.

The entire review process was completed in a five-month time period. The major activities were scheduled and accomplished as displayed in Exhibit 1-1. Throughout the project, every effort was made to minimize disruptions to schools and to the central office.

Public input was a major feature of the review process. In the methodology section that follows, we describe the various mechanisms that were used to maximize community and employee involvement in the initial phase of the performance review. Appreciation is expressed to members of the Lee County School Board, former Superintendent Bobbie D'Alessandro, and school district employees, students and community residents who provided information during the performance review. Special appreciation is expressed to Dr. Ande Albert (who was assigned by the Superintendent to serve as the liaison with MGT for the review) for providing office space, equipment, meeting room facilities, and helpful staff to accommodate the on-site needs.

**EXHIBIT 1-1
LEE COUNTY SCHOOL DISTRICT PERFORMANCE REVIEW
MAJOR ACTIVITIES BY MONTH**

MONTH	MAJOR ACTIVITIES
December 1996	<ul style="list-style-type: none"> ■ Signed contract between MGT and OPPAGA with consent of the Joint Legislative Committee. ■ Conducted initial meetings between MGT and officials of Lee County and OPPAGA. ■ Designed interview and focus group instruments. ■ Obtained and analyzed existing reports and materials on Lee County obtained from the district and state. ■ Developed profiles of the district. ■ Designed surveys for use with Lee County district administrators, principals, and teachers.
January 1997	<ul style="list-style-type: none"> ■ Conducted diagnostic review. ■ Held public hearing (CHARRETTE) ■ Conducted and analyzed results of surveys from central office administrators, principals, and teachers. ■ Conducted interviews and summarized findings from interviews with School Board members, senior administrators, and community leaders, and from focus group sessions with selected groups. ■ Visited selected schools.
February 1997	<ul style="list-style-type: none"> ■ Tailored guidelines to reflect unique local conditions as well as public and employee input and concerns in Lee County. ■ Conducted in-depth on-site review. ■ Collected and analyzed additional information as needed.
March 1997	<ul style="list-style-type: none"> ■ Made preliminary presentation in the district to OPPAGA and Lee County senior staff. ■ Developed draft report.
April 1997	<ul style="list-style-type: none"> ■ Submitted draft report. ■ Conducted meetings with OPPAGA and district representatives.
May 1997	<ul style="list-style-type: none"> ■ Prepared final report. ■ Presented final report to school board. ■ Distributed final report to the public.

1.2 Methodology

Stakeholder Involvement/Diagnostic Review

During the week of January 27th, on-site interviews were conducted in the Lee County School District. Interview participants consisted of business leaders, chairpersons and members of various advisory committees, city and county officials, foundation members, parents, and concerned citizens. The public hearing or CHARRETTE was conducted on January 28, 1997 from 4:00 to 9:00 p.m. at Cypress Lake High School. A total of 74 community representatives participated in the review process, 26 in individual interviews and 48 in the public hearing.

To secure the initial involvement of central office administrators, school principals, and teachers in helping to determine the scope of the performance review, individual surveys were conducted. Surveys provided administrators and teachers the opportunity to express their opinions on the way the school district was operating and to recommend opportunities to improve efficiency and effectiveness.

The written surveys provided statistically reliable information on the perceptions and opinions of school-based and non-school-based administrators as well as teachers, and the surveys allowed the review team to determine how the opinions and perceptions of central office administrators, school administrators, teachers, and the community differed. In addition, the survey responses of Lee County employees were contrasted with the survey responses obtained in previous performance reviews to provide benchmark comparisons with employees in other school systems across the country. The survey results and comparisons are included in Chapter 3 with instruments and survey results in Appendices A and B.

The results of the surveys and focus groups were used to ensure that major issues of concern were addressed during the performance review. Additionally, requests from individuals and groups who wanted to provide information either during the on-site phase of the project or by telephone were accommodated. Concerned citizens who were aware of the review expressed their opinions about various aspects of performance within the Lee County School District. Common issues were then incorporated into the scope of the performance review.

In-Depth On-Site Review

In February 1996, a total of 14 members from the MGT project team were involved in on-site work. These individuals were organized into specialized teams that examined components of the following 11 systems as defined in the project work plan:

- School District Organization and Management
- Educational Service Delivery and Performance Measures
- Personnel Management
- Community Involvement
- Facilities Use and Management
- Asset and Risk Management
- Financial Management

- Purchasing and Warehouse Services
- Food Service
- Transportation
- Safety and Security

In addition, the MGT team analyzed both instructional and administrative technology within the district.

The systematic assessment of the district was aided by MGT's *Guidelines for Conducting Management and Performance Audits of School Districts*. Following the collection and analysis of existing data, and new information from community input and surveys, guidelines were developed to reflect local rules and regulations, the unique conditions of Lee County School District, and the input of local residents, community leaders, central office administrators, principals, teachers and students.

The on-site review included meetings with hundreds of district-level and school-level staff, and the subsequent review of data and documentation provided by these individuals. Members of the review team conducted formal visits in 30 of the district's schools. The school which were visited are shown in Exhibit 1-2.

On-site visits incorporated information from principals, teachers and other staff involved with the various components of the 12 district operations that were identified above. More than 200 campus-level employees were interviewed by one of 14 members of the review team during this time.

1.3 Overview of the Lee County School District

Schools and Students

As the 12th largest school district in the state, Lee County School District this year will serve about 53,000 students. This year, these students will be served in 36 elementary, 12 middle, nine high, and 10 special schools.

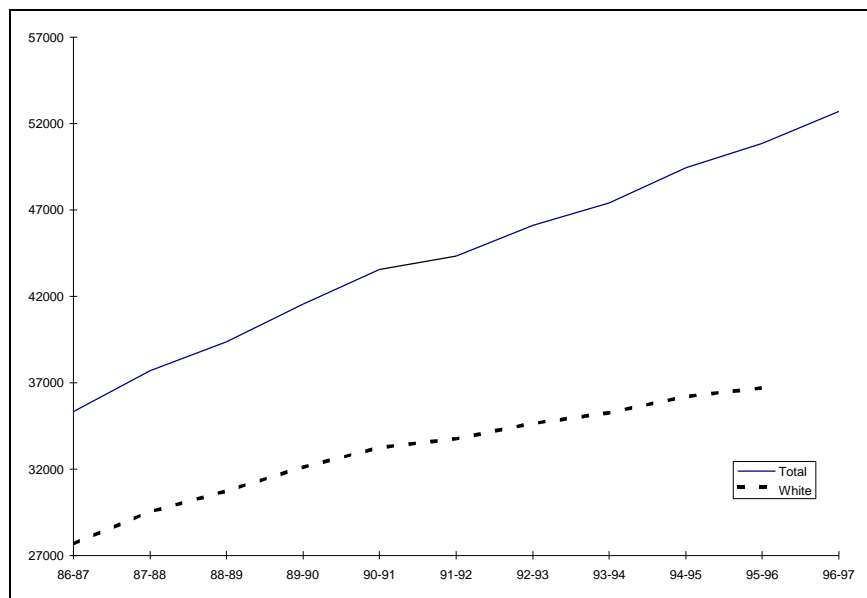
Lee County's nearly 53,000 students represents the largest enrollment ever for the district. Exhibit 1-3 shows enrollment trends for the district for the past decade. As the exhibit shows, enrollment has risen steadily by one-third over the 10-year time span.

Exhibit 1-3 also shows that total student enrollment has risen at a slightly faster rate than the number of White non-Hispanic students in recent years. In the last half of the 1980s, the White non-Hispanic student population kept pace with total student population proportionally. In 1986-87, White students comprised 78 percent of the population; in 1995-96 they comprised 72 percent. This indicates a slightly higher growth rate among the minority populations in the district. For the 1995-96 school year, the Lee County School District is 72.0 percent White non-Hispanic, 15.9 percent Black non-Hispanic, 10.9 percent Hispanic, one percent Asian/Pacific Islander, and 0.2 percent American Indian/Alaskan Native.

**EXHIBIT 1-2
SCHOOLS VISITED IN THE LEE COUNTY SCHOOL DISTRICT BY MGT TEAM**

Elementary Schools	Middle Schools	High Schools	Special Schools
Caloosa	Dunbar	Cypress Lake	Royal Palm Exceptional School
Hancock Creek	Suncoast	Riverdale	New Directions Center (Alternative)
Tice	Lehigh Acres	Lehigh	
Pinewoods	Cypress Lake	Fort Myers	
Gulf	Fort Myers	Estero	
Allen Park	Three Oaks	North Fort Myers	
Villas		Cape Coral	
Edison Park			
Heights			
Tropic Isles			
J. Colin English			
Three Oaks			
Colonial			
Franklin Park			
Orange River			

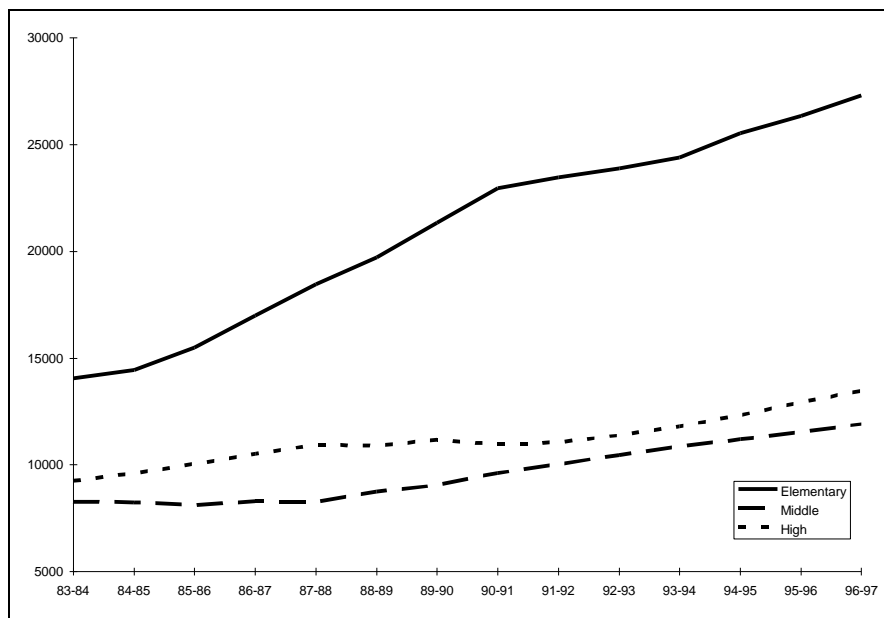
**EXHIBIT 1-3
LEE COUNTY SCHOOL DISTRICT
STUDENT ENROLLMENT TRENDS**



Source: *Statistical Brief: Profiles of Florida School Districts, 1986-87, 1987-88, 1988-89, 1989-90, 1990-91, 1991-92, 1992-93, 1993-94, 1994-95, and 1995-96, Student and Staff Data*, Florida Department of Education and *1996-1997 Budget*, Lee County School District.

A further breakdown of enrollment trends is provided in Exhibit 1-4, which shows enrollment by student level for the past 14 years. Over this time span, the percentage of elementary students in the district has increased considerably, from 44 percent of total student population in 1983-84 to 52 percent in 1996-97. The percentage of middle school students has decreased over this same period, from 26 percent to 23 percent. The percentage of high school students has also decreased, from 29 percent to 26 percent. Students enrolled in preK classes account for some of this shift. In 1983-84, total preK enrollment was 21 students. In 1996-97, total preK enrollment is 1,780 students. This was by far the largest percentage increase of any grade level.

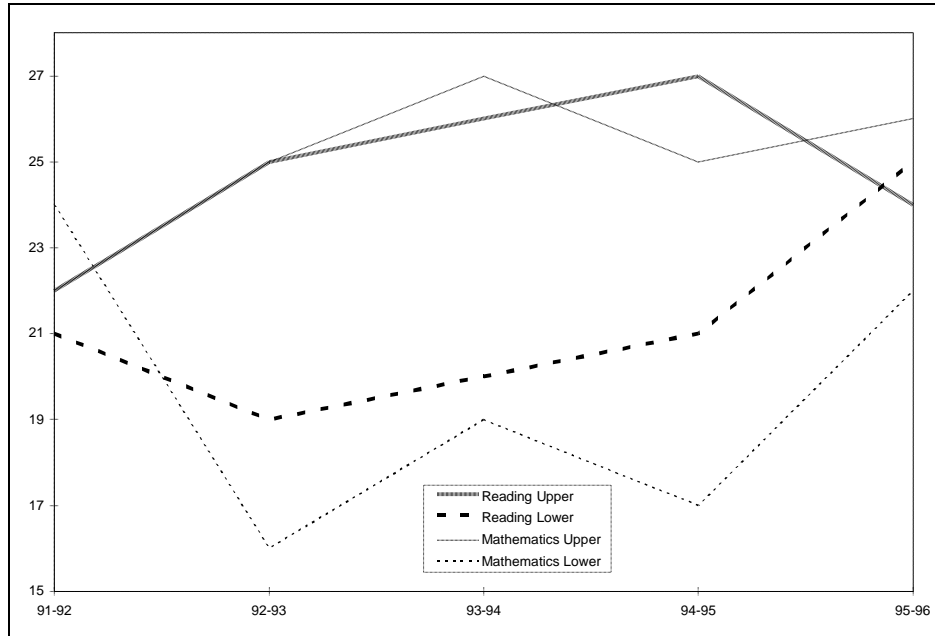
**EXHIBIT 1-4
LEE COUNTY SCHOOL DISTRICT
STUDENT ENROLLMENT TRENDS BY SCHOOL LEVEL**



Source: 1996-1997 Budget, Lee County School District.

Exhibit 1-5 provides information on the trends in the percentage of students in the upper and lower quartiles on the Grade Ten Assessment Test (GTAT) in both reading comprehension and mathematics. Since 1992-93, the percentage of students scoring in the lower quartile on either the reading comprehension or mathematics portions of the GTAT has generally risen -- the only exception was a decrease from 1993-94 to 1994-95 on the mathematics portion. The percentage of students scoring in the upper quartile on the mathematics portion rose from 1991-92 to 1993-94, fell in 1994-95 and then rose again in 1995-96, but has not yet risen above the 1993-94 figure of 27 percent. The percentage of students scoring in the upper quartile on the reading portion has also not followed a consistent path. Scores rose steadily from 1991-92 to 1994-95 but then fell three percentage points (equivalent to about 80 students) in 1995-96. For the 1995-96 school year, Lee County School District ranked in the 47th median national percentile on the GTAT reading portion and in the 54th percentile on the mathematics portion.

**EXHIBIT 1-5
LEE COUNTY SCHOOL DISTRICT
TRENDS IN PERCENTAGE OF STUDENTS IN UPPER AND LOWER QUARTILES
GRADE TEN ASSESSMENT TEST**



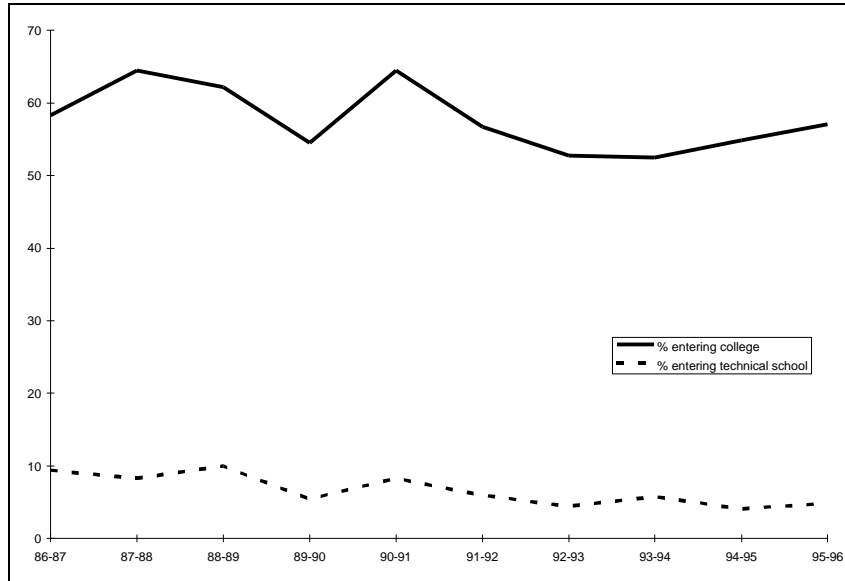
Source: *Statistical Brief: Profiles of Florida School Districts, 1991-92, 1992-93, 1993-94, 1994-95, and 1995-96, Student and Staff Data*, Florida Department of Education.

Another indicator of student achievement is the percentage of students who enter college or technical school upon graduation. Exhibit 1-6 provides this information for the district for the past decade. As the exhibit shows, the percentage of students entering college has not followed a clear pattern from year to year, but has not regained the high achieved in 1987-88 and 1990-91, when 64.5 percent of Lee graduates went on to college. The percentage of students entering technical schools has also fluctuated, but has generally been on a slow decline since 1986-87.

Staff

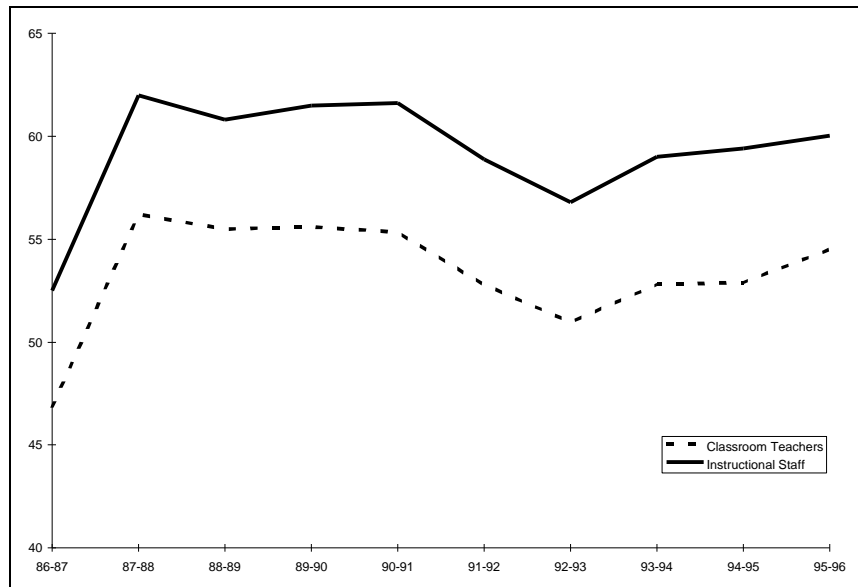
Exhibit 1-7 provides the number of classroom teachers and total instructional staff per 1,000 students over time. As the exhibit shows, the relative proportions of instructional staff and classroom teachers per 1,000 students have remained nearly constant, mostly because classroom teachers comprise the vast majority of total instructional staff. The exhibit also shows that the number of instructional staff and classroom teachers per 1,000 students jumped significantly between 1986-87 and 1987-88. The number then fell slightly and just about leveled off for several years. After a period of decline from 1990-91 through 1992-93, the number of instructional staff and classroom teachers has risen. Currently, there are 60.0 instructional staff per 1,000 students and 54.5 classroom teachers.

**EXHIBIT 1-6
LEE COUNTY SCHOOL DISTRICT
TRENDS IN PERCENTAGE OF STUDENTS ENTERING COLLEGES AND
TECHNICAL SCHOOLS**



Source: *Statistical Brief: Profiles of Florida School Districts, 1986-87, 1987-88, 1988-89, 1989-90, 1990-91, 1991-92, 1992-93, 1993-94, 1994-95, and 1995-96, Student and Staff Data*, Florida Department of Education.

**EXHIBIT 1-7
LEE COUNTY SCHOOL DISTRICT
TREND IN NUMBER OF INSTRUCTIONAL STAFF PER 1,000 STUDENTS**

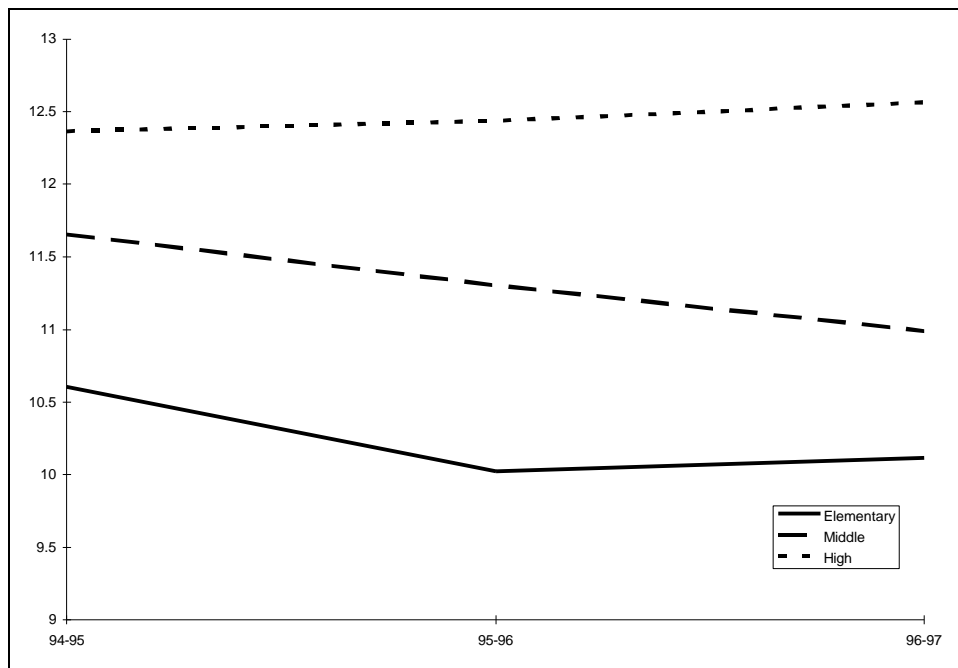


Source: *Statistical Brief: Profiles of Florida School Districts, 1986-87, 1987-88, 1988-89, 1989-90, 1990-91, 1991-92, 1992-93, 1993-94, 1994-95, and 1995-96, Student and Staff Data*, Florida Department of Education.

In terms of all staffing in Lee County School District, the percentage of those in Instructional Services has decreased over the past three years. According to the 1996-97 district budget, in 1994-95, staff in Instructional Services comprised 36.8 percent of all staff. In 1995-96 this percentage fell to 36.6 percent. In 1996-97 this percent fell again to 36.2 percent.

Exhibit 1-8 also focuses on the past three years and shows the number of students per one staff member (includes all positions within the school budgets), by school type. High schools have the highest number of students per staff member and this figure has increased from 12.4 to 12.6 from 1994-95 to 1996-97. Middle schools have the second highest number of students per staff member, but this number has steadily decreased from 11.6 to 11.0. Elementary schools have the lowest number of students per staff member, varying between 10.6 and 10.1.

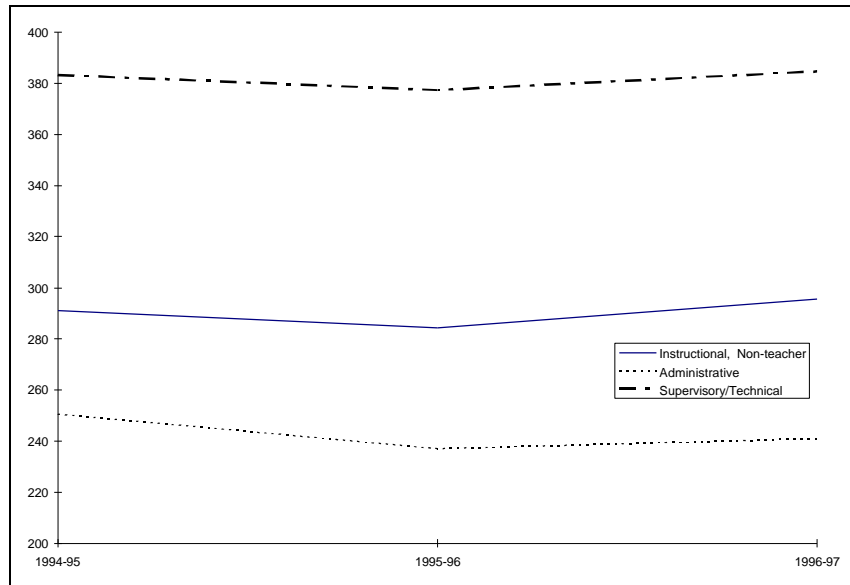
**EXHIBIT 1-8
LEE COUNTY SCHOOL DISTRICT
TREND IN NUMBER OF STUDENTS PER SCHOOL STAFF MEMBER**



Source: 1996-1997 Budget, Lee County School District.

Exhibits 1-9 and 1-10 illustrate the trends in staffing by staff type. Staffing levels for instructional (non-teacher), administrative, and supervisory/technical positions has remained nearly constant for the past three years. As Exhibit 1-9 shows, the greatest one-year increase in these categories of personnel was for instructional, non-teacher personnel, which had a gain of 11.3 positions in 1996-97. The greatest one-year loss was of 9.5 positions for administrative personnel from 1994-95 to 1995-96.

EXHIBIT 1-9
LEE COUNTY SCHOOL DISTRICT
STAFFING LEVELS FOR INSTRUCTIONAL (NON-TEACHER), ADMINISTRATIVE,
AND SUPERVISORY/TECHNICAL PERSONNEL



Source: 1996-1997 Budget, Lee County School District.

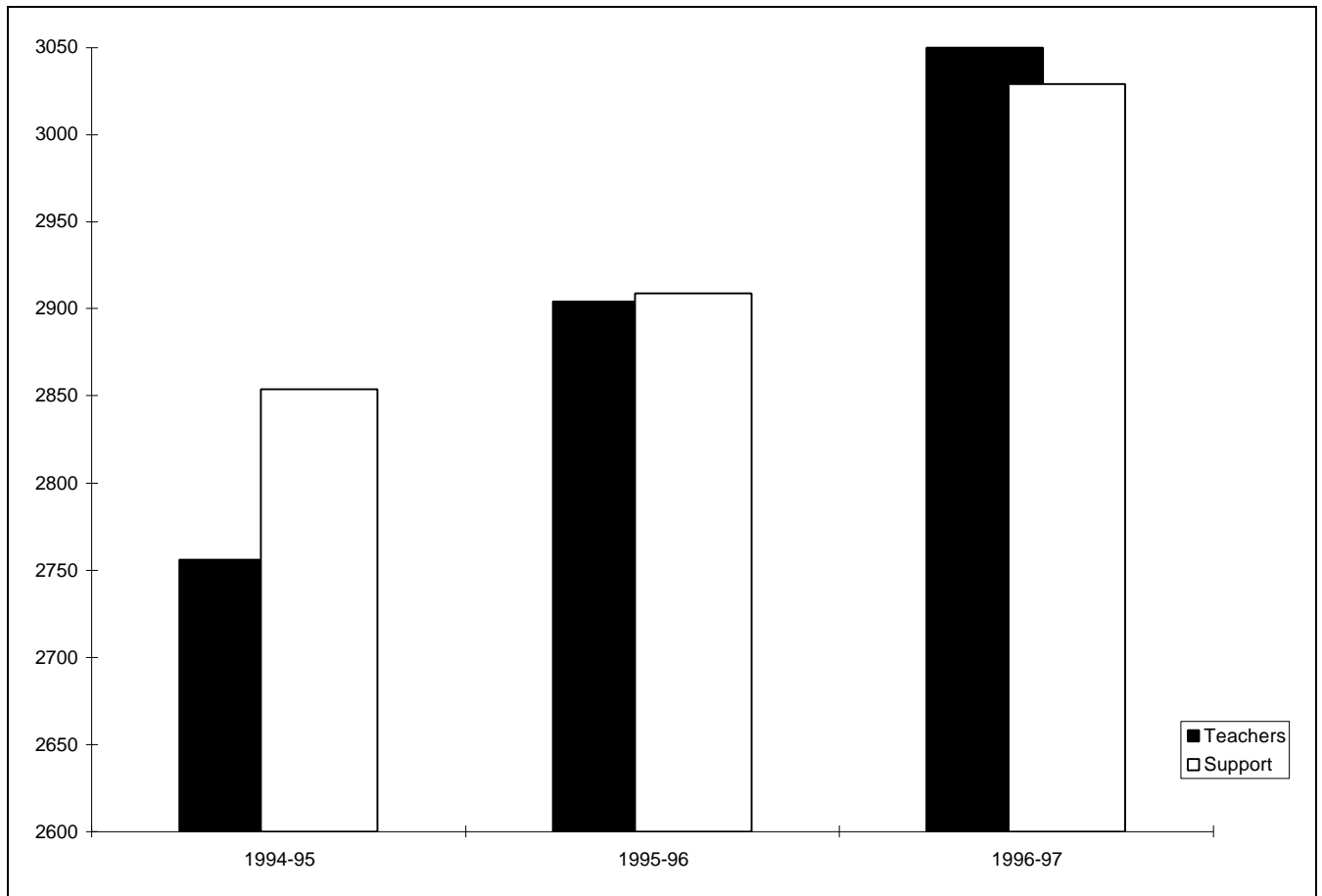
In contrast, staffing levels for teachers and support personnel have not been constant over the same period. Lee County has added 294 teachers since 1994-95 and 175 support personnel.

Exhibit 1-11 provides the percentages of staff turnover by school type from 1994-95 to 1995-96. The “instructional and other staff” category includes classroom teachers, media specialists, school guidance counselors, school social workers, school psychologists, and other professional instructional staff. Staff turnover is highest in the middle schools and lowest in the high schools. In both the elementary and middle schools, instructional and other staff turnover is higher than the total turnover rate in the same. In the high schools, the reverse is true.

Revenues and Expenditures

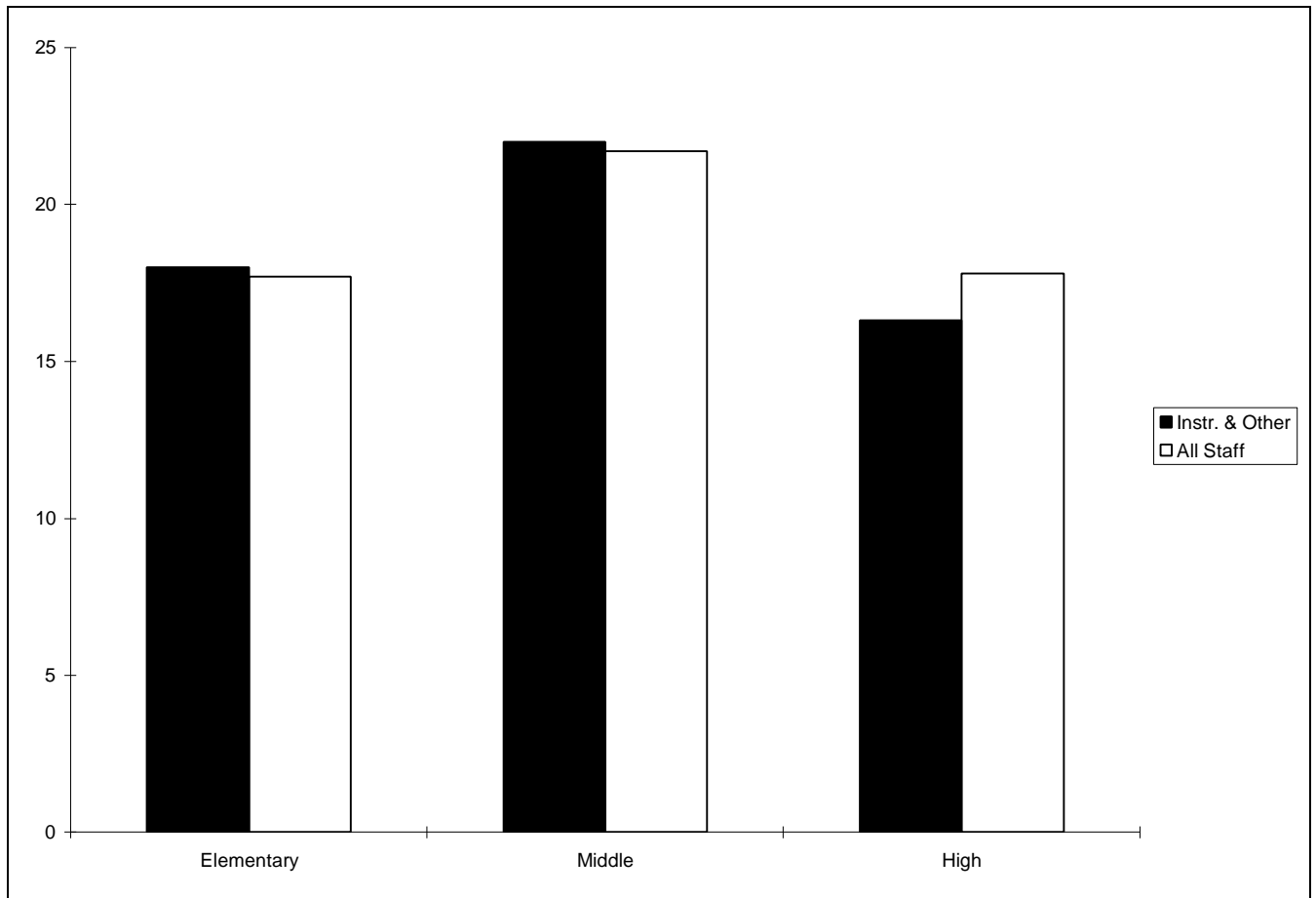
As Exhibit 1-12 shows, the Lee County School District’s sources of revenue have changed slightly over the past three years. The amount of funding from federal flow through dollars has remained steady at six percent. However, the amount of state funding has increased, from 28 percent to 32 percent while local funding has decreased from 66 percent to 62 percent.

**EXHIBIT 1-10
LEE COUNTY SCHOOL DISTRICT
STAFFING LEVELS FOR TEACHERS AND SUPPORT PERSONNEL**



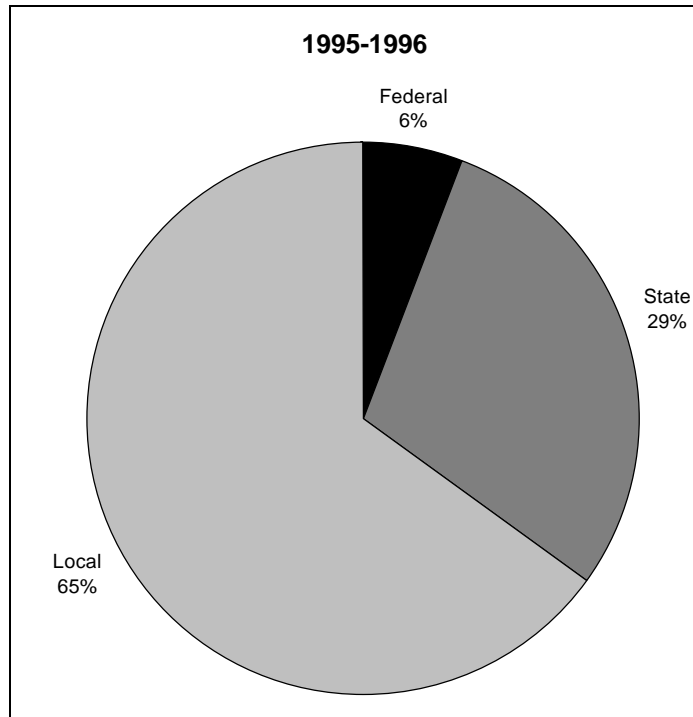
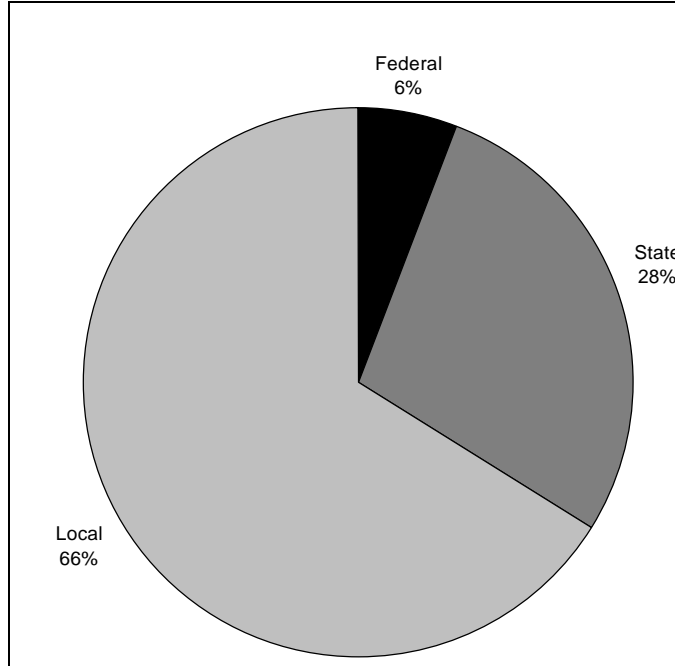
Source: 1996-1997 Budget, Lee County School District.

**EXHIBIT 1-11
LEE COUNTY SCHOOL DISTRICT
PERCENTAGE OF STAFF TURNOVER 1995-96**

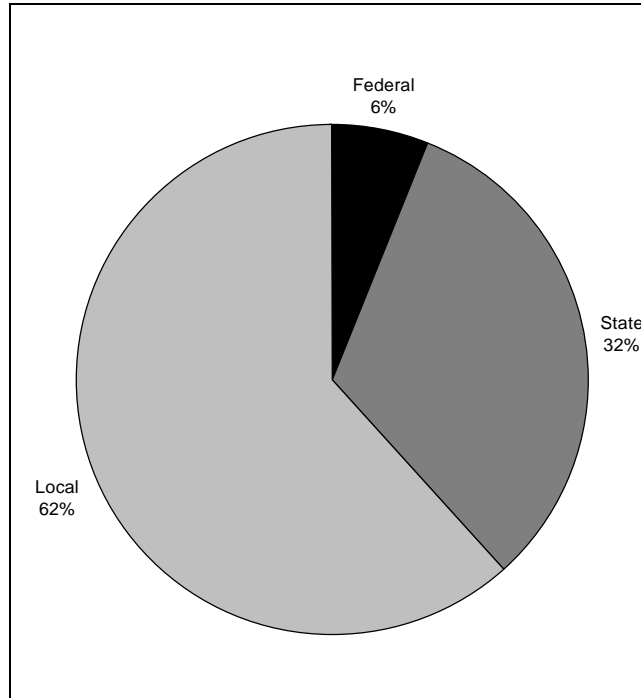


Source: School Advisory Council Report 53, 1995-96, Florida Department of Education.

**EXHIBIT 1-12
LEE COUNTY SCHOOL DISTRICT
REVENUE SOURCES
1994-1995**



**EXHIBIT 1-12 (Continued)
LEE COUNTY SCHOOL DISTRICT
REVENUE SOURCES
1996-1997**



Source: 1996-1997 Budget, Lee County School District.

These sources of revenue support a budget of nearly \$537 million this year. Exhibit 1-13 provides a summary of all funds expenditures by function over the past three years. Not surprisingly, instructional services received the largest percentage of funds, approximately 36 percent this year. Facilities acquisition and construction was second, receiving 25 percent of all budgeted funds.

Exhibit 1-14 provides information on the percentage of all funds expenditures for two functional categories school administration and general administration. The percentage of all funds expended on school administration has decreased over the past three years, from 5.4 percent in 1994-95 to 5.1 percent in 1995-96 to 3.6 percent in 1996-97. However, the percentage of all funds expended on general administration has remained fairly constant, from 0.6 percent to 0.7 percent and then back to 0.6 percent.

Exhibit 1-15 provides information on average teacher salaries for the past 10 years. As the exhibit shows, average teacher salaries for all degree types have risen at about the same rates throughout the decade shown. With the exception of teachers with specialist degrees, average salaries did increase in 1995-96 over 1994-95.

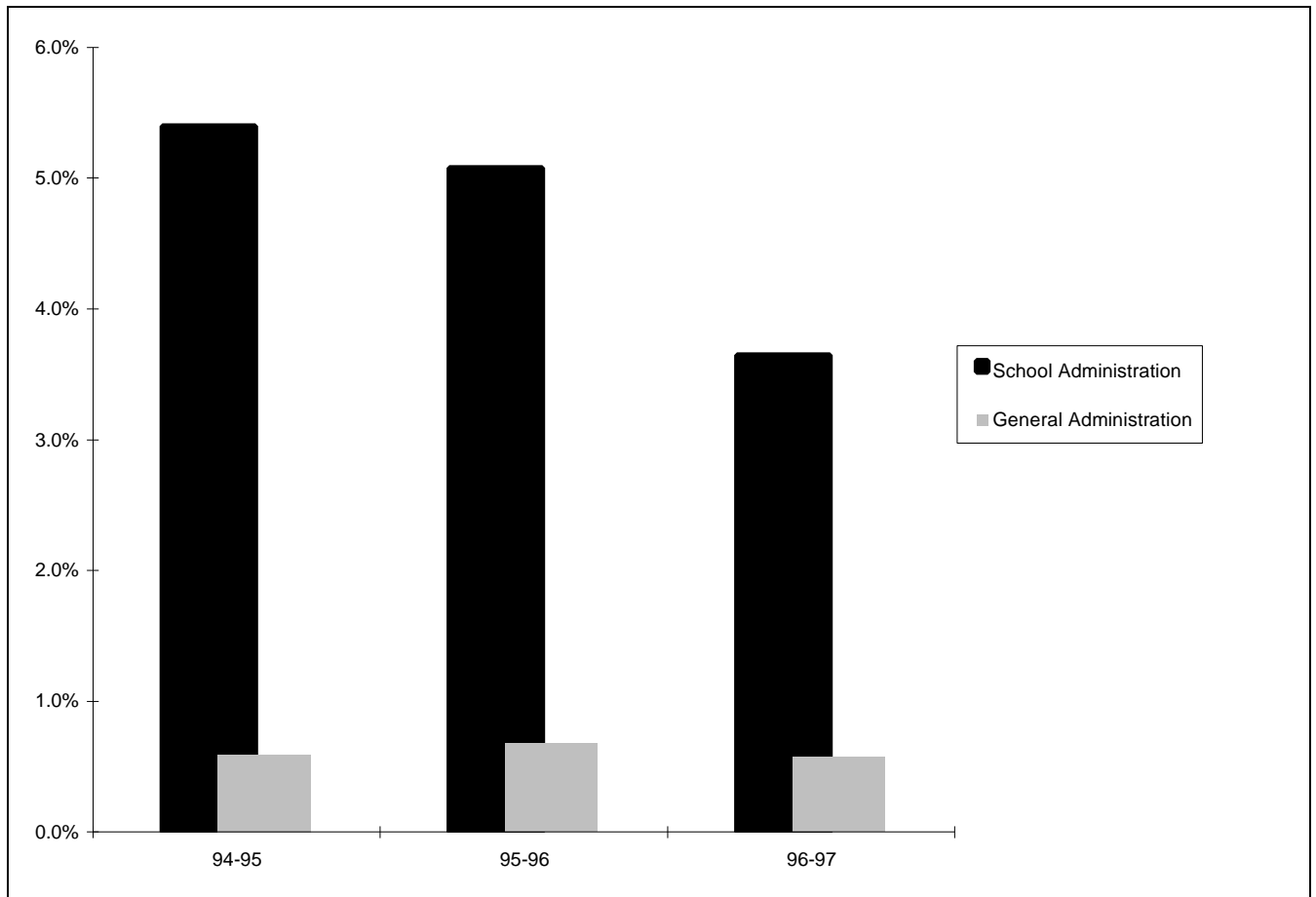
Chapter 2 contains a comparison of Lee County with five other school districts.

EXHIBIT 1-13
LEE COUNTY SCHOOL DISTRICT
FUNDS EXPENDITURES BY FUNCTION
1994-95 through 1996-97

Category	1994-95	%	1995-96	%	1996-97	%
Instructional Services	\$145,967,707	37%	\$155,248,649	37%	\$171,731,493	36%
Pupil Personnel Services	\$12,897,662	3%	\$12,567,633	3%	\$15,701,153	3%
Instructional Media Services	\$5,638,136	1%	\$5,826,313	1%	\$6,165,347	1%
Inst./Curr. Development Svc	\$8,765,155	2%	\$7,077,488	2%	\$9,496,098	2%
Instr. Staff Training Services	\$2,804,995	1%	\$3,421,852	1%	\$3,695,783	1%
Board of Education	\$322,714	0%	\$314,414	0%	\$357,763	0%
General Administration	\$2,341,891	1%	\$2,883,208	1%	\$2,710,235	1%
School Administration	\$21,382,492	5%	\$21,562,255	5%	\$17,297,386	4%
Facilities Acquisit. & Constr.	\$69,187,313	17%	\$30,269,640	7%	\$117,313,689	25%
Fiscal Services	\$1,975,846	0%	\$2,037,436	0%	\$2,160,623	0%
Food Services	\$14,281,385	4%	\$14,303,399	3%	\$15,622,688	3%
Central Services	\$34,123,625	9%	\$30,504,914	7%	\$33,547,627	7%
Pupil Transportation Svc	\$15,471,458	4%	\$14,923,615	4%	\$15,424,645	3%
Operation of Plant	\$25,064,057	6%	\$26,645,927	6%	\$29,970,285	6%
Maintenance of Plant	\$9,710,771	2%	\$10,157,574	2%	\$7,197,225	2%
Community Services	\$1,778,297	0%	\$1,565,591	0%	\$840,435	0%
Debt Service	\$24,549,357	6%	\$85,321,059	20%	\$24,953,944	5%
TOTAL	\$396,262,861	100%	\$424,630,967	100%	\$474,186,419	100%

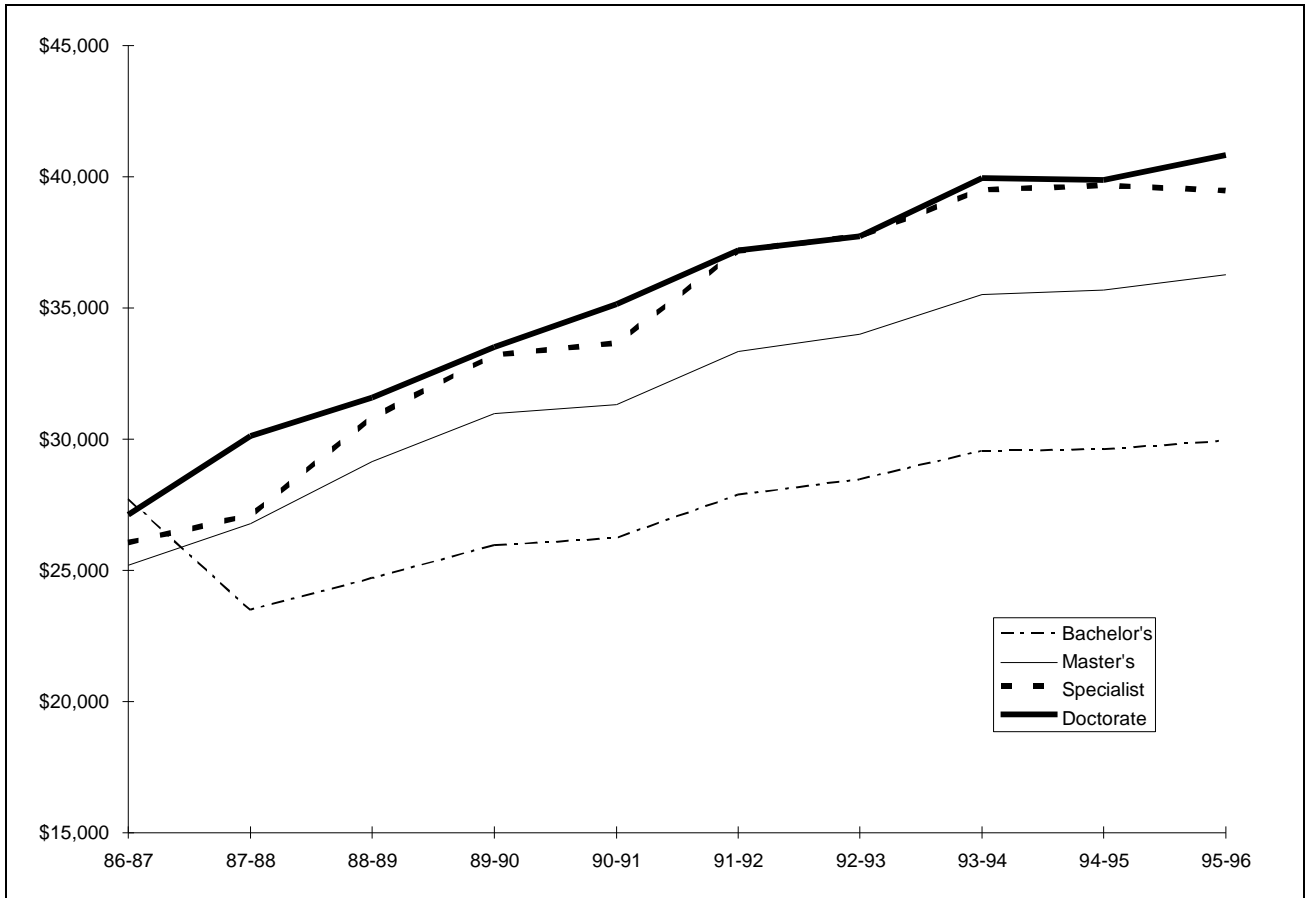
Source: 1996-1997 Budget, Lee County School District.

**EXHIBIT 1-14
LEE COUNTY SCHOOL DISTRICT
PERCENTAGE OF ALL FUNDS EXPENDED FOR SCHOOL AND GENERAL ADMINISTRATION
1994-95 through 1996-97**



Source: 1996-1997 Budget, Lee County School District.

**EXHIBIT 1-15
LEE COUNTY SCHOOL DISTRICT
TRENDS IN TEACHER SALARIES**



Source: *Statistical Brief: Profiles of Florida School Districts, 1986-87, 1987-88, 1988-89, 1989-90, 1990-91, 1991-92, 1992-93, 1993-94, 1994-95, and 1995-96, Student and Staff Data* Florida Department of Education.

2.0 STATISTICAL PROFILE OF THE LEE COUNTY SCHOOL DISTRICT

One aspect of a comprehensive school district management study is to examine how the district compares with similar school districts and with the district average in Florida. Accordingly, ratios of enrollment, personnel, and financial data were calculated and used as indicators of the strengths and weaknesses which currently exist within the Lee County School District. These ratios contribute to an understanding of the unique demographic characteristics, resources, and expenditures of the Lee County School District and supplement the analysis of the issues and challenges faced by district managers.

Two sets of comparative data are used to describe the Lee County School District. First, comparisons are made with selected Florida school districts identified as similar to Lee County. The comparison districts are listed in Exhibit 2-1 with student memberships.

EXHIBIT 2-1 COMPARISON DISTRICTS AND ENROLLMENTS FALL 1996

SCHOOL DISTRICT	STUDENT MEMBERSHIP
Lee	52,302
Brevard	66,679
Escambia	45,692
Pasco	43,461
Seminole	55,972
Volusia	58,004
Average	53,685
Average without Lee	53,962
State	2,240,283

Source: Statistical Brief, Membership in Florida Public Schools, Florida Department of Education, December 1996.

Second, comparisons are made with averages for the State of Florida as a whole. Information displayed in the exhibits of this chapter include data from the following reports:

- *Profiles of Florida School Districts (Student and Staff Data)*, Florida Department of Education, 1995-96.
- *Profiles of Florida School Districts (Financial Data)*, Florida Department of Education, 1994-95.
- *Analysis of District Expenditures and Program Cost Factors, Florida Education Finance Program*, Florida Department of Education, 1994-95.

- *Statistical Brief*, Florida Department of Education, January 1996, February 1996, July 1996, August 1996, and December 1996.
- *Division of Public Schools, Florida Education Finance Program, Final Calculation, 1994-95*. Florida Department of Education, October 1995.

While state-level data may contain some inaccuracies, MGT has found that such comparisons in school districts throughout the nation have provided a more reliable comparison than contacting each district to obtain comparable data since the State Departments of Education use standard definitions for submission of data by individual school districts. Furthermore, the data contained in this chapter are used as indicators to identify trends and issues, and not to draw conclusions or make recommendations.

2.1 School Characteristics

Exhibit 2-2 displays the number and types of schools within the Lee County School District and the comparison districts. As evidenced by the exhibit:

- Lee County, along with Volusia, has the third highest total number of schools of the comparison districts with 77.
- The total number of middle/junior high schools is second only to Brevard County.
- The number of high schools in Lee County is equivalent to those found in Brevard and Volusia school districts which have the most among the comparison districts.
- Lee County, with four schools, has the most vocational schools among the comparison districts.

**EXHIBIT 2-2
DISTRICT SCHOOL CHARACTERISTICS
1995-96**

SCHOOL DISTRICT	ELEMENTARY SCHOOLS	MIDDLE/JUNIOR HIGH SCHOOLS	SENIOR HIGH SCHOOLS	EXCEPTIONAL STUDENT SCHOOLS	VOCATIONAL SCHOOLS (INC. AREA VOC. CENTERS)	OTHER TYPES OF SCHOOLS	TOTAL
Lee	36	12	10	5	4	10	77
Brevard	48	13	10	9		21	101
Escambia	42	10	9	4		14	79
Pasco	27	7	7	1	1	9	52
Seminole	30	10	6	2		9	57
Volusia	42	9	10	1		15	77
State Total	1,514	425	352	108	50	554	3,003

Source: Profiles of Florida School Districts (Student and Staff Data), Florida Department of Education, 1995-96, December 1996.

2.2 Student Characteristics

Exhibit 2-3 tabulates student characteristics. As can be seen:

- Lee County has the highest percentage of Hispanic students among the comparison districts with 12 percent.
- Lee County is below the state percentages in all categories of students except for White students.
- Hispanic, Asian/Pacific Islander, and American Indian students constitute 13 percent of the Lee County student body; they constitute 18 percent for the state and eight percent for comparison districts.

**EXHIBIT 2-3
STUDENT CHARACTERISTICS
RACIAL/ETHNIC DISTRIBUTION
FALL 1996**

SCHOOL DISTRICT	WHITE	AFRICAN AMERICAN	HISPANIC	ASIAN	AMERICAN INDIAN	TOTAL
Lee	71%	16%	12%	1%	0%	52,302
Brevard	80%	15%	4%	2%	0%	66,679
Escambia	60%	35%	1%	3%	1%	45,692
Pasco	89%	4%	6%	1%	0%	43,461
Seminole	72%	15%	11%	3%	0%	55,972
Volusia	76%	16%	7%	1%	0%	58,004
Average	75%	17%	7%	2%	0%	53,685
Average without Lee	75%	17%	6%	2%	0%	53,962
State	57%	25%	16%	2%	0%	2,240,283

Source: Statistical Brief, Membership in Florida Public Schools, Florida Department of Education, December 1996.

2.3 Staff Characteristics

Exhibit 2-4 shows the staff characteristics and Exhibit 2-5 graphically depicts staff ethnicity by school district. These exhibits illustrate that:

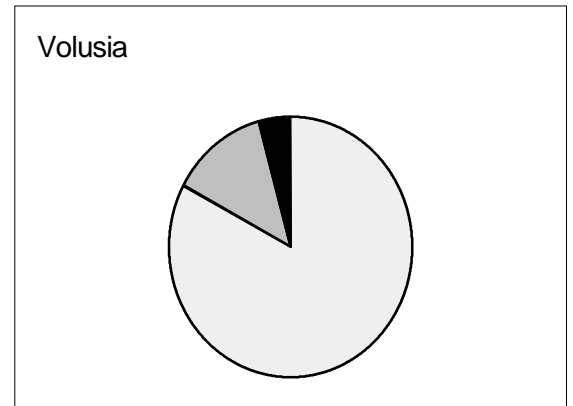
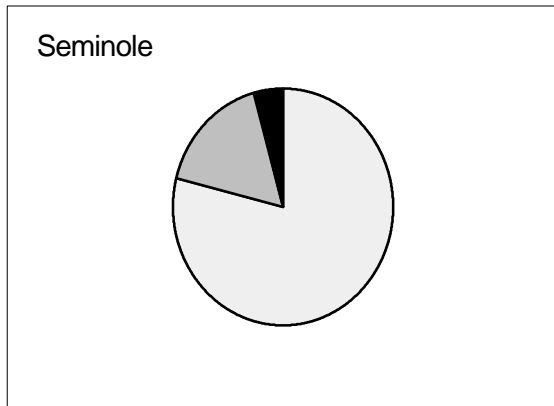
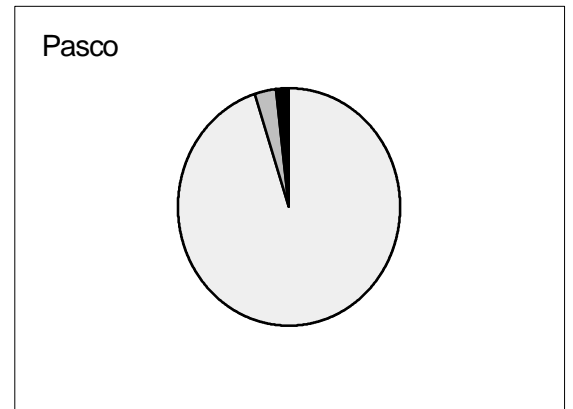
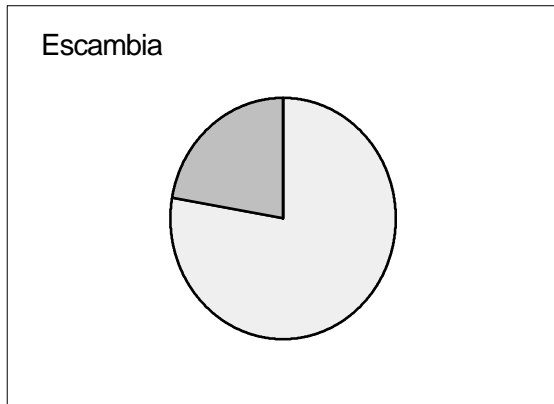
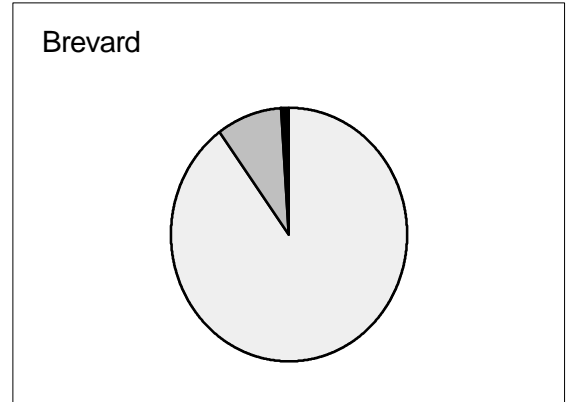
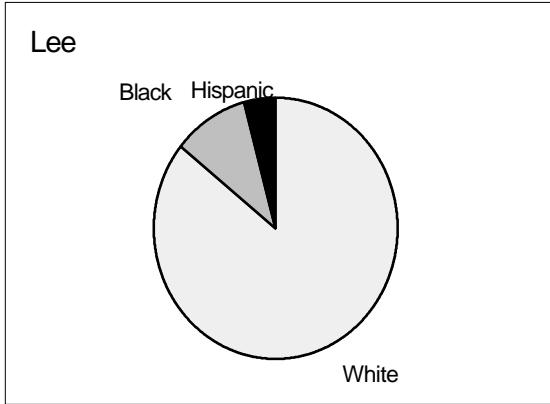
- Lee County is below the state percentages of every staff category except for White staff.
- Hispanic staff comprise four percent of Lee County School District employees. This is twice the amount of the average for the comparison districts yet four percentage points lower than the state as a whole.

**EXHIBIT 2-4
STAFF CHARACTERISTICS
RACIAL/ETHNIC DISTRIBUTION
FALL 1995**

SCHOOL DISTRICT	WHITE	AFRICAN AMERICAN	HISPANIC	ASIAN	AMERICAN INDIAN	TOTAL
Lee	85%	10%	4%	0%	0%	5,378
Brevard	89%	9%	1%	0%	0%	7,066
Escambia	77%	22%	0%	1%	0%	5,330
Pasco	95%	3%	2%	0%	0%	4,877
Seminole	78%	17%	4%	1%	0%	5,199
Volusia	82%	13%	4%	0%	0%	7,268
Average	84%	12%	3%	0%	0%	5,853
Average without Lee	84%	13%	2%	0%	0%	5,948
State	71%	21%	8%	0%	0%	241,641

Source: Statistical Brief, Staff in Florida's Public Schools, Florida Department of Education, July 1996.

EXHIBIT 2-5
STAFF ETHNICITY BY SCHOOL DISTRICT
FALL 1995



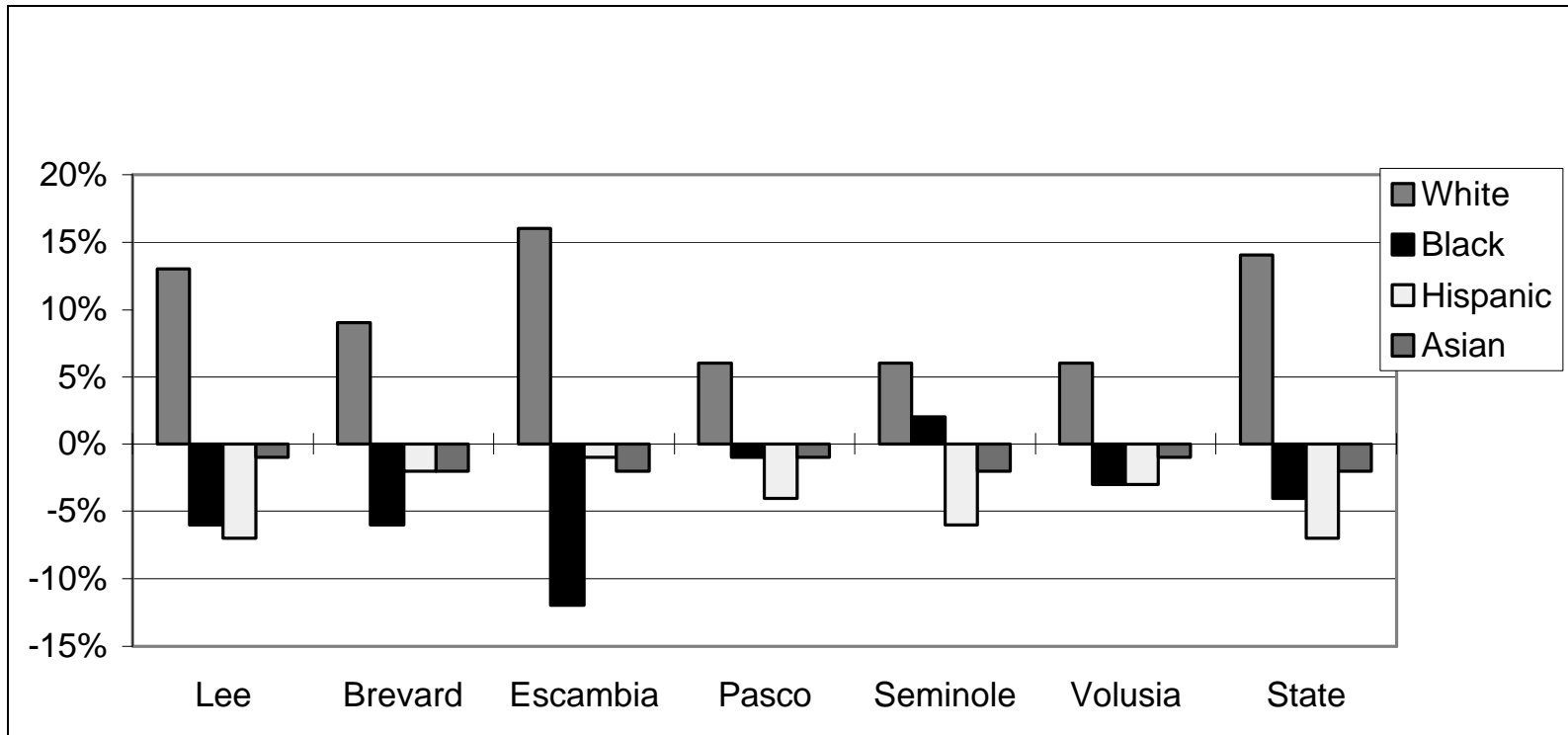
Source: Statistical Brief, Staff in Florida's Public Schools, Florida Department of Education, July 1996.
¹ Asian/ Pacific Islander and American Indian/ Alaskan Natives are not shown because they represent less than one percent of total population in each school district.

2.4 Student and Staff Characteristics Comparison

Based on the previous figures, Exhibit 2-6 provides an analysis of the percentage of staff ethnicity as compared to the percentage of student ethnicity. A comparison between staff and student ethnic percentages that is positive indicates that a greater percentage of staff of the particular ethnic group exists compared to the percentages of students of that ethnic group. As the exhibit shows:

- In Lee County, the percentage of White staff exceeds the percentage of White students. The opposite is true for all other ethnic groups. This is also true for the state as a whole and for the comparison districts with the exception of African Americans in Seminole County.
- Lee County has the highest disparity among Hispanics compared to other districts. Hispanics comprise 12 percent of the student population, but only four percent of the staff, a difference of eight percentage points.
- The greatest percentage difference for Lee County is among Whites. The difference between the percentage of White staff and White students is 14 percentage points.
- Lee County has smaller differences than the state as a whole among Whites and Asians and higher differences among African Americans and the same percentage difference for Hispanics.

**EXHIBIT 2-6
DIFFERENCE BETWEEN STAFF ETHNICITY PERCENTAGES AND STUDENT ETHNICITY
PERCENTAGES
FALL 1995**



Source: Statistical Brief, Staff in Florida's Public Schools, Florida Department of Education, July 1996.
Statistical Brief, Membership in Florida Public Schools, Florida Department of Education, January 1996.

2.5 Student - Staff Ratios

Exhibits 2-7, 2-8, and 2-9 display the ratios of various staff types per 1,000 students.

- Lee County School District has a lower staff ratio per 1,000 students in all staff categories than the average for the comparison districts and the state as a whole except in the area of administration.
- Lee County School District has the third highest ratio of administrative personnel to 1,000 students at 4.4. The highest ratio was found in Escambia County at 4.8.
- Lee County School District also has the second lowest ratio of teachers to 1,000 students at 54.5. The lowest ratio was found in Seminole County at 51.7.
- The ratio of support staff to 1,000 students in Lee County was also second lowest in the group at 41.2. The lowest ratio was found in Seminole County at 36.0.

**EXHIBIT 2-7
NUMBER OF STAFF PER 1,000 STUDENTS
FALL 1995**

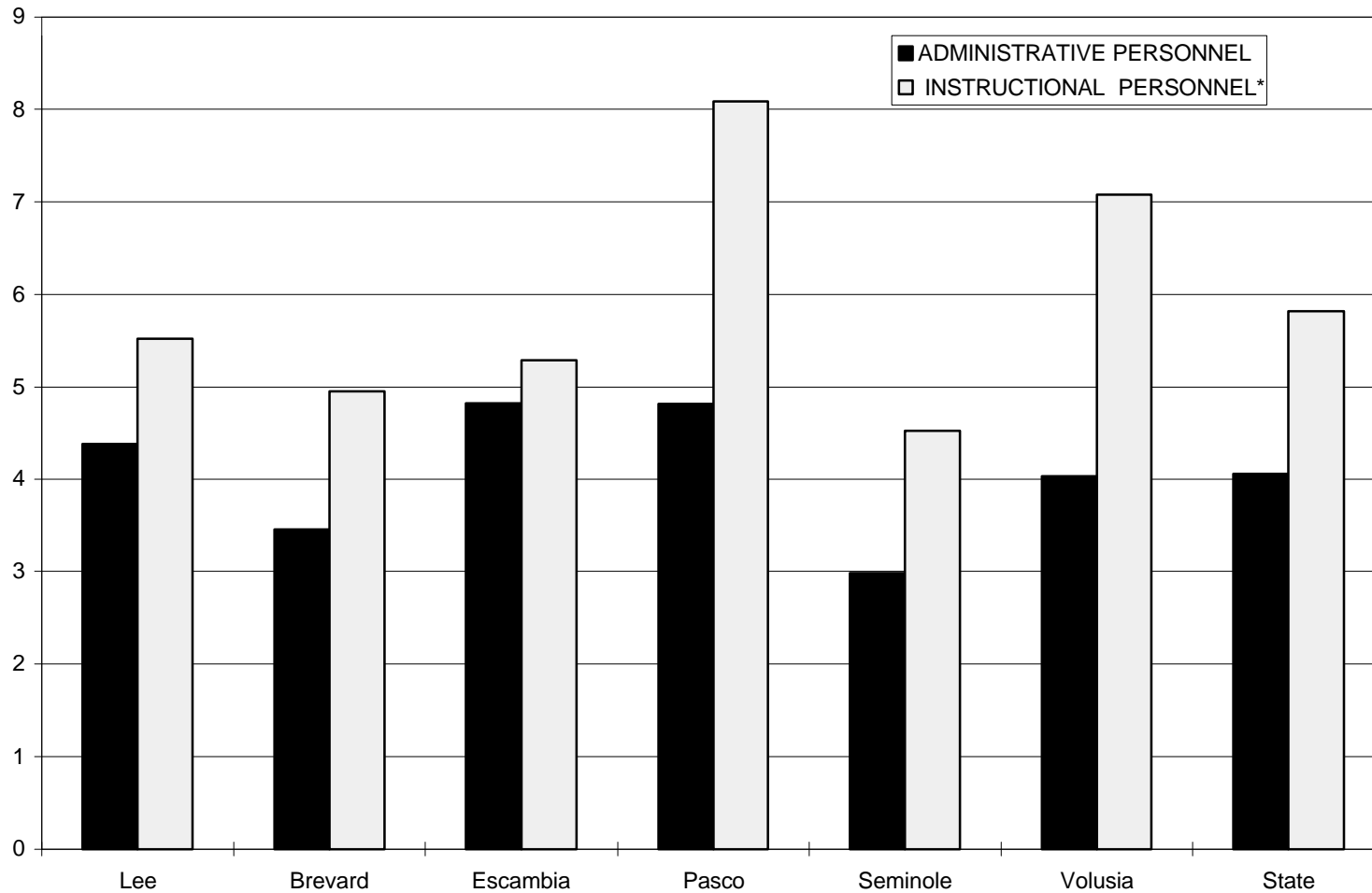
SCHOOL DISTRICT	ADMINISTRATIVE PERSONNEL	INSTRUCTIONAL PERSONNEL*	TEACHERS	SUPPORT STAFF**
Lee	4.38	5.52	54.49	41.18
Brevard	3.46	4.95	56.83	42.44
Escambia	4.82	5.29	57.90	49.87
Pasco	4.81	8.09	56.57	47.24
Seminole	2.99	4.52	51.67	36.04
Volusia	4.03	7.08	60.42	56.46
Average	4.08	5.91	56.31	45.54
Average without Lee	4.02	5.99	56.68	46.41
State	4.06	5.82	54.80	46.40

Source: Statistical Brief, Staff in Florida's Public Schools, Florida Department of Education, July 1996.
 Statistical Brief, Membership in Florida Public Schools, Florida Department of Education, January 1996.

*Instructional personnel include guidance counselors, occupational placement specialists, social workers, psychologists, librarians, audiovisual workers and other instructional support staff not classified as teachers.

**Support staff includes non-instructional professionals, aides, technicians, clerical and secretarial, service workers, skilled craft workers and unskilled laborers.

**EXHIBIT 2-8
ADMINISTRATIVE AND INSTRUCTIONAL STAFF PER 1,000 STUDENTS
FALL 1995**

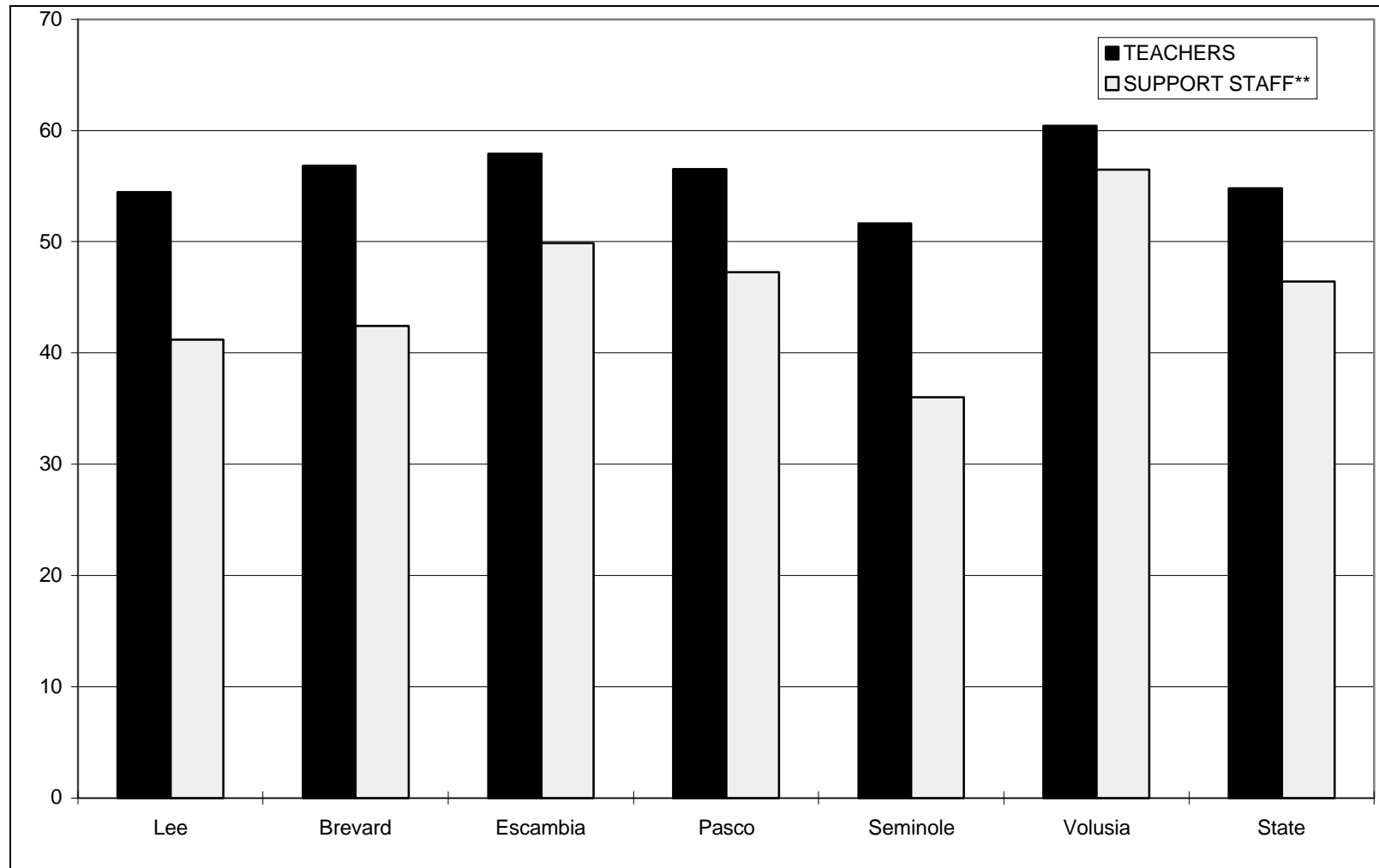


Source: Statistical Brief, Staff in Florida's Public Schools, Florida Department of Education, July 1996.

Statistical Brief, Membership in Florida Public Schools, Florida Department of Education, January 1996.

*Administrative staff include the position classifications of superintendent, assistant superintendent, director, supervisor, coordinator, consultants and supervisors of instruction, principals, assistant principals, deans, curriculum coordinators, registrars and community education coordinators.

**EXHIBIT 2-9
TEACHERS AND SUPPORT STAFF PER 1,000 STUDENTS
FALL 1995**



Source: Statistical Brief, Staff in Florida's Public Schools, Florida Department of Education, July 1996.
Statistical Brief, Membership in Florida Public Schools, Florida Department of Education, January 1996.

2.6 Personnel Ratios

Exhibits 2-10 and 2-11 detail personnel ratios. As can be seen:

- With one administrator for every 12.4 classroom teachers, Lee County has more administrators to teachers than the state average.
- Lee County's ratio of administrators to total staff (1:24) is the lowest among comparison districts and below the state level.
- The ratio of classroom teachers to students for Lee County, (1:18.3), is the second highest among comparison districts and is slightly higher than the state level of 1:18.2.
- There is one teacher aide for every 7.7 classroom teachers in Lee County. The state ratio is one for every 4.5 classroom teachers. The Lee County ratio is the highest among the comparison districts.
- The ratio of guidance personnel to students in Lee County is 1:421. This is below the state average of 1:450 and in the middle of the comparison district ratios.

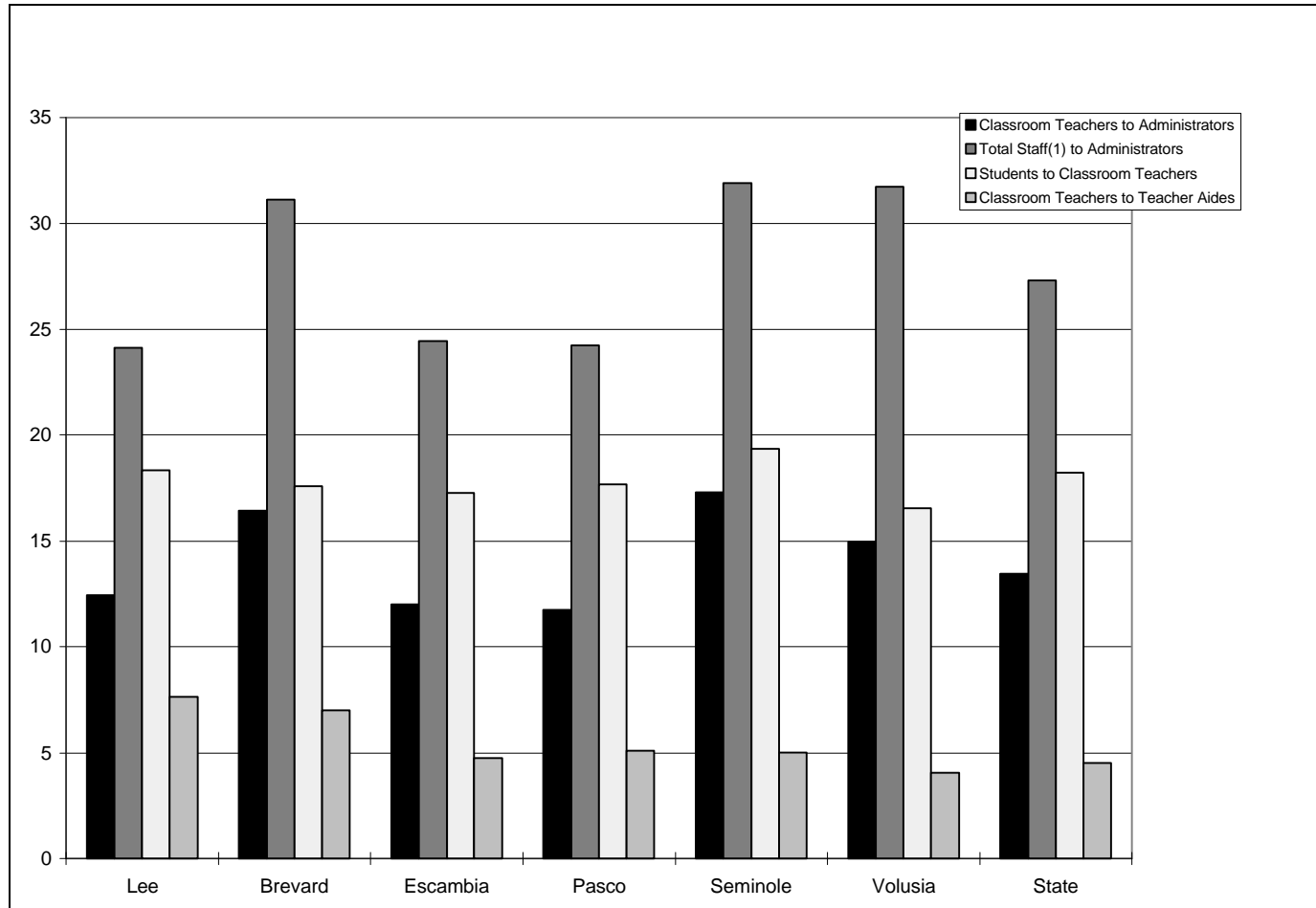
**EXHIBIT 2-10
PERSONNEL RATIOS
FALL 1995**

SCHOOL DISTRICTS	CLASSROOM TEACHERS TO ADMINISTRATORS	TOTAL STAFF¹ TO ADMINISTRATORS	STUDENTS TO CLASSROOM TEACHERS	CLASSROOM TEACHERS TO TEACHER AIDES	STUDENTS TO GUIDANCE
Lee	12.44	24.11	18.34	7.66	420.95
Brevard	16.42	31.12	17.59	7.00	486.06
Escambia	12.00	24.44	17.27	4.75	466.13
Pasco	11.76	24.26	17.67	5.10	390.47
Seminole	17.30	31.89	19.35	5.02	496.39
Volusia	14.98	31.73	16.55	4.06	371.16
State	13.45	27.30	18.23	4.51	450.43

Source: Profiles of Florida School Districts (Student and Staff Data), Florida Department of Education, 1995-96, December 1996.

(1) Total staff includes all full-time staff, including clerical and support personnel.

**EXHIBIT 2-11
PERSONNEL RATIOS
FALL 1995**



Source: Profiles of Florida School Districts (Student and Staff Data), Florida Department of Education, 1995-96, December 1996.

(1) Total staff includes all full-time staff, including clerical and support personnel.

*Administrative staff include the position classifications of superintendent, assistant superintendent, director, supervisor, coordinator, consultants and supervisors of instruction, principals, assistant principals, deans, curriculum coordinators, registrars and community education coordinators.

2.7 Staff Salaries

Exhibit 2-12 provides average salaries for selected professional staff positions. As can be seen:

- Lee County has the lowest paid superintendent among the comparison districts, yet it is above the state average.
- Among deputy superintendents, Lee County has the second highest average, although Seminole and Volusia County average salaries were not available.
- School Board members in Lee County are the third highest paid among comparison districts and almost \$5,000 above the state average.
- Similar to the school board members' salaries, the high school principals in Lee County are the third highest paid among comparison districts, however, they are about \$1,000 below the state average.
- The middle school principals are the highest paid among the comparison districts and over \$4,500 above the state average.
- Lastly, the elementary principals are only the fourth highest paid among comparison districts and close to \$6,000 below the state average.

**EXHIBIT 2-12
AVERAGE SALARIES AS OF APRIL 1996**

SCHOOL DISTRICT	SUPERINTENDENT	DEPUTY SUPERINTENDENT¹	SCHOOL BOARD MEMBER²	HIGH SCHOOL PRINCIPAL	MIDDLE SCHOOL PRINCIPAL	ELEMENTARY PRINCIPAL
Lee	\$91,499	\$77,527	\$25,251	\$64,760	\$66,149	\$53,333
Brevard	110,250	68,886	25,673	63,183	55,863	54,255
Escambia	102,597	74,204	24,202	56,681	53,563	51,613
Pasco	93,530	80,990	19,612	62,234	55,920	51,510
Seminole	112,812	N/A	24,662	71,637	63,502	61,140
Volusia	103,400	N/A	25,594	67,561	58,206	57,263
Average	\$102,348	\$75,402	\$24,166	\$64,343	\$58,867	\$54,852
Average without Lee	\$104,518	\$74,693	\$23,949	\$64,259	\$57,411	\$55,156
State	\$86,837	\$76,305	\$20,513	\$65,526	\$61,559	\$59,519

Source: Statistical Brief, Florida District Staff Salaries of Selected Positions, 1995-96, Florida Department of Education, July 1996.

¹ Includes Deputy, Associate, Assistant, and Area Superintendents for Administration.

² Salaries for School Board members are determined by State Statutes.

2.8 Teacher Salaries and Experience

Among teachers, those in Lee County earn more than the average for the comparison districts, but less than the average for the state. Exhibit 2-13 shows that:

- The average salary for all degree categories among Lee County teachers is less than the average for the state, but greater than the average for the comparison districts.
- Lee County teachers earn more than the teachers in the comparison districts in all categories with the exception of Seminole County which is first in every degree category.

**EXHIBIT 2-13
AVERAGE TEACHER SALARY
1995-96**

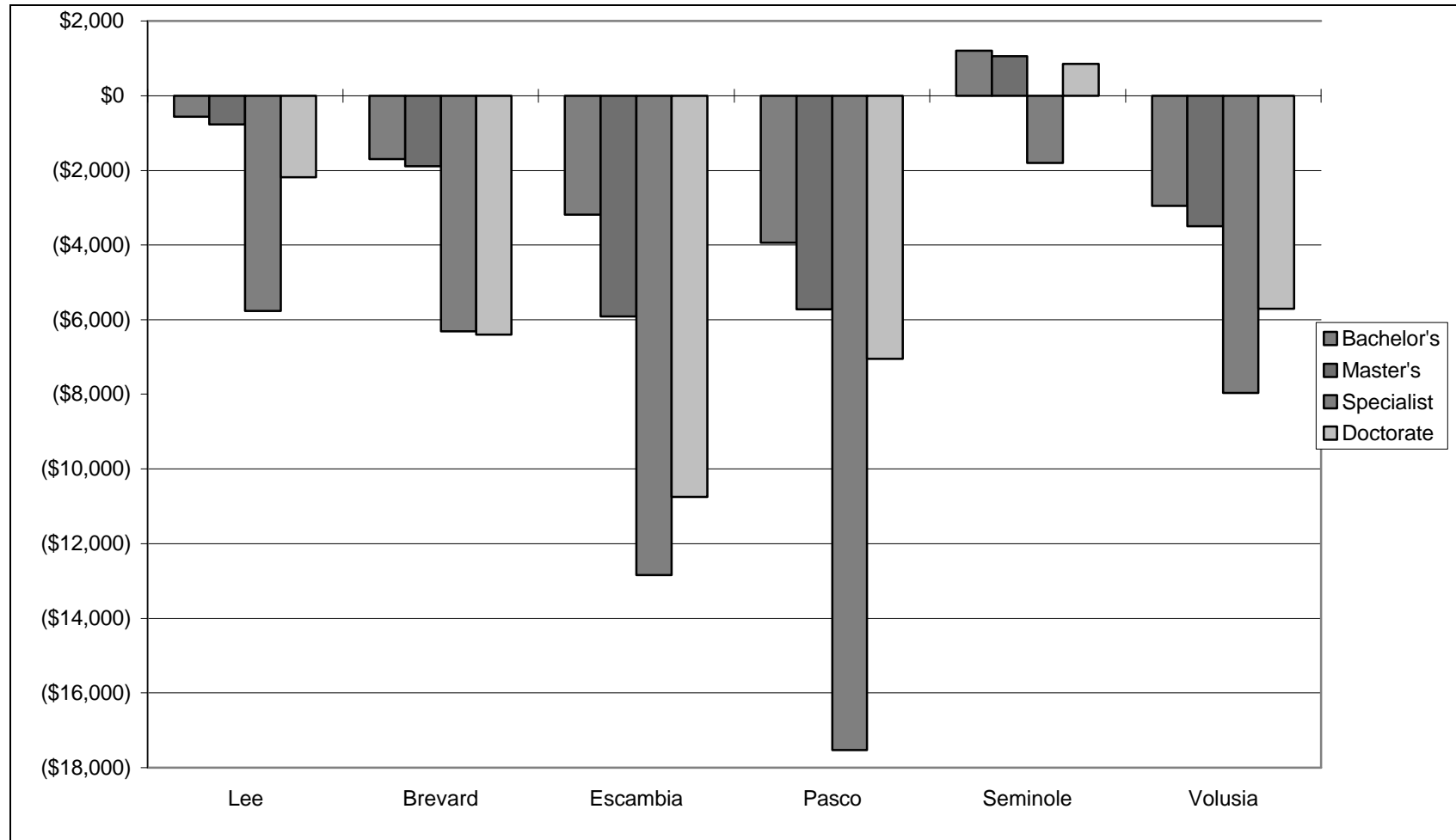
SCHOOL DISTRICT	BACHELOR'S	MASTER'S	SPECIALIST	DOCTORATE	ALL DEGREES
Lee	\$29,937	\$36,260	\$39,471	\$40,818	\$32,490
Brevard	28,798	35,128	38,924	36,599	31,323
Escambia	27,311	31,103	32,390	32,254	29,014
Pasco	26,554	31,297	27,708	35,942	28,156
Seminole	31,686	38,079	43,440	43,857	34,081
Volusia	27,546	33,512	37,275	37,299	30,015
Average	\$28,639	\$34,230	\$36,535	\$37,795	\$30,847
Average without Lee	\$28,379	\$33,824	\$35,947	\$37,190	\$30,518
State	\$30,495	\$37,018	\$45,235	\$43,000	\$33,330

Source: Profiles of Florida School Districts 1995-96 (Student and Staff Data), Florida Department of Education, December 1996.

Exhibit 2-14 depicts the difference between the state average salary and the average for each district by degree type. Among the comparison districts:

- Only one district, Seminole, has higher average salaries than the state in any category.
- The average salaries for teachers with bachelor's and specialist's degrees is below the state average for Lee County and all other comparison districts.
- Pasco County has the greatest difference from the state average salaries for all levels.

EXHIBIT 2-14
DIFFERENCE FROM STATE AVERAGE SALARIES FOR TEACHERS BY DEGREE EARNED
1995-96



Source: Profiles of Florida School Districts 1995-96 (Student and Staff Data), Florida Department of Education, December 1996.

Exhibit 2-15 provides a comparison among the districts concerning the starting salaries for teachers with a bachelor's degree and those who have earned a master's degree. The exhibit shows that:

- Lee County teachers in both categories begin their careers with higher salaries than teachers in the comparison districts.
- The average starting salary for teachers in Lee County is higher than the state average for both categories.

**EXHIBIT 2-15
BEGINNING TEACHERS' SALARIES
1995-96**

SCHOOL DISTRICT	BACHELOR'S	MASTER'S
Lee	\$24,648	\$26,868
Brevard	23,275	25,360
Escambia	20,770	23,270
Pasco	22,000	24,400
Seminole	22,313	25,076
Volusia	22,952	25,149
Average	\$22,660	\$25,021
Average without Lee	\$22,262	\$24,651
State	\$22,764	\$24,757

Source: Statistical Brief, Teacher Salary, Experience, and Degree Level, 1995-96, Florida Department of Education, August 1996.

Exhibit 2-16 compares Lee County and the selected districts with regard to the average years of experience of teachers holding various levels of degrees. The exhibit shows that:

- The only category in which Lee County has the most experience among the comparison districts is for those holding a doctorate degree, where the average number of years of experience is slightly over 20.
- The Lee County average years of experience for the master's and doctorate category is above the state average while it is below the state average for the bachelor's and specialist's levels.
- The bachelor's level is the only level at which Lee County is below the average of the comparison districts.

**EXHIBIT 2-16
TEACHER'S AVERAGE NUMBER OF YEARS EXPERIENCE
1995-96**

SCHOOL DISTRICT	BACHELOR'S	MASTER'S	SPECIALIST	DOCTORATE
Lee	10.20	17.12	18.97	20.11
Brevard	10.79	17.85	22.56	19.56
Escambia	11.82	17.08	19.00	18.06
Pasco	9.77	14.73	3.50	19.14
Seminole	12.63	17.20	19.21	17.31
Volusia	9.59	15.78	19.97	19.25
Average	10.80	16.63	17.20	18.91
Average without Lee	10.92	16.53	16.85	18.66
State	10.69	16.31	19.55	17.69

Source: Statistical Brief, Teacher Salary, Experience, and Degree Level, 1995-96, Florida Department of Education, August 1996.

2.9 Expenditures

Lee County School District spent \$5,236 per unweighted FTE in the 1994-95 school year--much more than the state average and the average of the comparison districts. Exhibit 2-17 provides the expenditures per FTE.

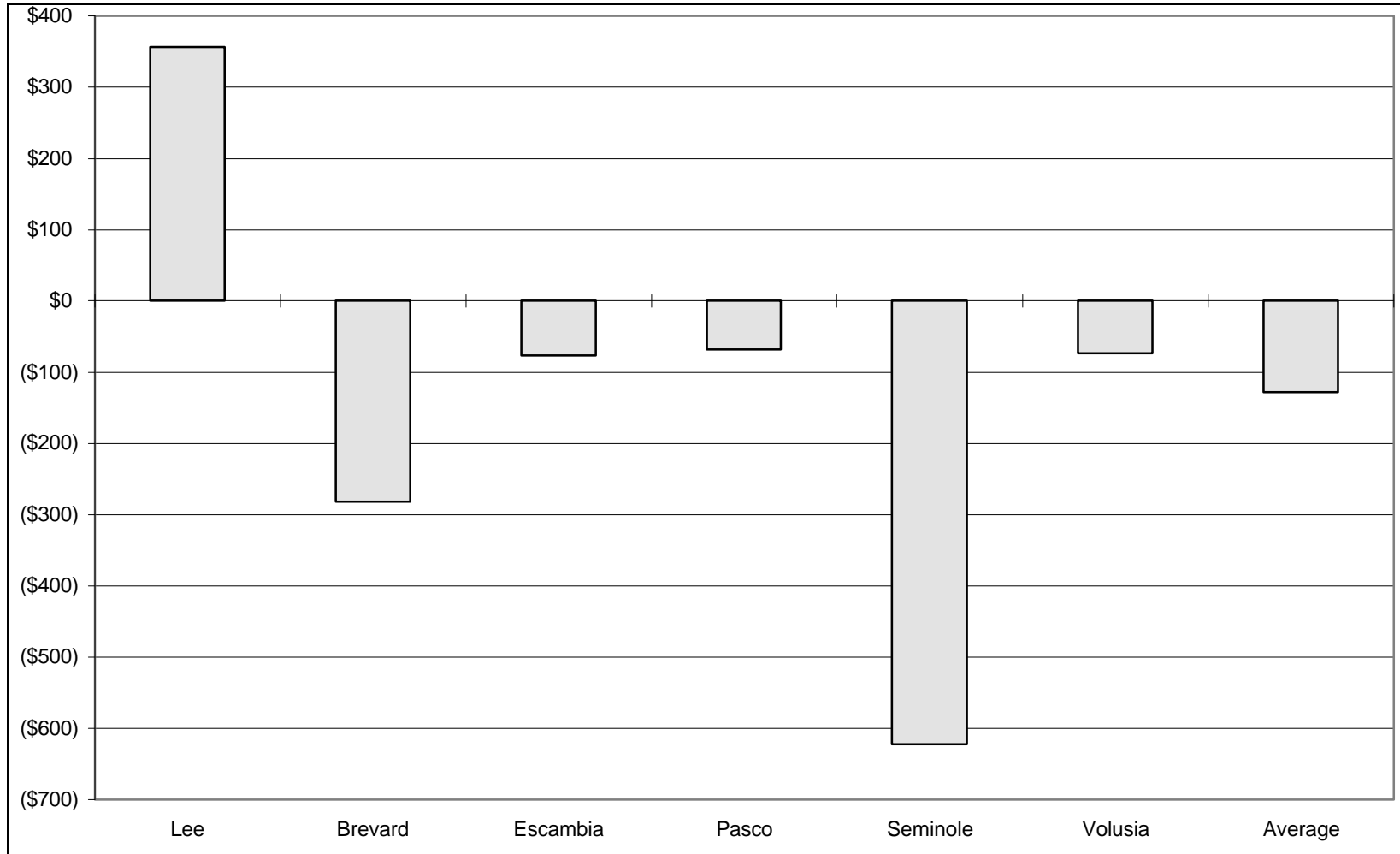
**EXHIBIT 2-17
EXPENDITURES PER FTE
1994-95**

SCHOOL DISTRICT	UNWEIGHTED STUDENT FTE	FUNDED WEIGHTED STUDENT FTE	EXPENDITURES PER UNWEIGHTED FTE
Lee	52,029	66,006	\$5,236
Brevard	65,656	80,248	4,597
Escambia	46,815	59,923	4,803
Pasco	41,335	52,330	4,811
Seminole	53,694	64,477	4,257
Volusia	56,374	71,087	4,806
Average	52,651	65,679	\$4,752
Average without Lee	52,775	65,613	\$4,655
State	2,287,458	2,817,142	\$4,879

Source: Profiles of Florida School Districts (Financial Data) 1994-95, May 1996; Florida Education Finance Program 1994-95 Final Calculation, October 1995.

Exhibit 2-18 graphs the difference from the state average in expenditures per unweighted FTE. As the exhibit shows:

EXHIBIT 2-18
DIFFERENCE FROM STATE IN CURRENT EXPENDITURES PER UNWEIGHTED STUDENT FTE
1994-95



Source: Profiles of Florida School District (Financial Data) 1994-95, May 1996; Florida Education Finance Program 1994-95 Final Calculation, October 1995.

- Lee County is the only district among the comparison districts to be above the state average in per weighted FTE expenditures, with expenditures per FTE \$357 more than the state average.
- Seminole County show the greatest differential from the state average at \$622 less than the state average and Pasco County is the closest to the state average with a difference of only \$68 less.

Exhibit 2-19 displays the district expenditures per unweighted FTE by different grade breakdowns. The exhibit shows:

- For the kindergarten through third grade category and the fourth through eighth grade categories, Lee County has the highest per unweighted FTE expenditures among the comparison districts.
- Lee County trails only Volusia County by \$15 per FTE for the ninth through 12th grade category for the highest expenditures among the comparison districts.
- Lee County is above both the comparison districts average and the overall amount for the entire state in all three categories.

**EXHIBIT 2-19
DISTRICT EXPENDITURES PER UNWEIGHTED FTE*
1994-95**

SCHOOL DISTRICT	GRADES		
	K - 3	4 - 8	9 - 12
Lee	\$3,754	\$3,583	\$4,309
Brevard	3,312	3,271	4,134
Escambia	3,274	3,382	4,223
Pasco	3,351	3,239	3,684
Seminole	3,211	3,268	3,607
Volusia	3,405	3,548	4,324
Average	\$3,385	\$3,382	\$4,047
Average without Lee	\$3,311	\$3,342	\$3,994
State	\$3,602	\$3,435	\$4,078

Source: Analysis of District Expenditures Florida Education Finance Program 1994-95, Florida Department of Education.

*Note: A portion of this difference is attributed to the District Cost Differential (DCD).

2.10 Revenue and Budget

Exhibit 2-20 shows the 1994-95 budgets for each of the comparison districts and the percentage derived from each source. As Exhibit 2-20 indicates:

- Lee County had the third highest budget among the comparison districts.
- Lee County had the highest percentage of budget derived from local sources and consequently the lowest percentage derived from state sources.
- Only Seminole and Volusia County received smaller percentages of federal dollars than Lee County.

**EXHIBIT 2-20
GENERAL FUND BUDGET ANALYSIS
1994-95**

SCHOOL DISTRICT	FEDERAL REVENUE PERCENTAGE	STATE REVENUE PERCENTAGE	LOCAL REVENUE PERCENTAGE	TOTAL REVENUE
Lee	6.37%	30.64%	62.99%	\$316,230,715
Brevard	6.48%	53.55%	39.97%	340,713,500
Escambia	9.85%	65.36%	24.79%	250,504,781
Pasco	7.48%	58.42%	34.10%	237,407,401
Seminole	4.13%	52.92%	42.95%	280,895,339
Volusia	5.91%	48.95%	45.15%	318,209,540
Average	6.70%	51.64%	41.66%	\$290,660,213
Average without Lee	6.77%	55.84%	37.39%	\$285,546,112
State	7.46%	50.09%	42.45%	\$13,014,989,442

Source: Profiles of Florida School Districts (Financial Data) 1994-95, Florida Department of Education, May 1996.

A calculation was made to determine the amount of state and local funding that is received and figured on a per weighted full-time equivalent basis. As Exhibit 2-21 shows:

- Lee County School District is the second highest among comparison districts, just \$12 below Brevard County.
- Lee County is above the average of the comparison districts in FEFP (Florida Education Finance Program) funding per weighted student FTE by \$38, yet below the state level by \$39.

**EXHIBIT 2-21
FEFP REVENUE FUNDING PER WEIGHTED STUDENT FTE
1994-95**

SCHOOL DISTRICT	WEIGHTED STUDENT FTE FUNDED	GROSS STATE & LOCAL FEFP	FUNDING PER WEIGHTED STUDENT
Lee	66,006	\$187,053,911	\$2,834
Brevard	80,248	228,367,528	2,846
Escambia	59,923	164,685,012	2,748
Pasco	52,330	146,371,067	2,797
Seminole	64,477	179,638,262	2,786
Volusia	71,087	198,243,482	2,789
Average	65,679	\$184,059,877	\$2,802
Average without Lee	65,613	\$183,461,070	\$2,796
State	2,817,142	\$8,092,757,455	\$2,873

Source: Florida Education Finance Program 1994-95 Final Calculation, October 1995.

2.11 Student Achievement

Exhibits 2-22 through 2-24 provide a look at the student achievement of Lee County and the comparison districts. Exhibit 2-22 indicates that:

- Among the comparison districts, Lee County had the second lowest percentage of graduates entering college, with about 57 percent.
- Lee County had the second highest percentage of graduates entering technical school upon graduation among the comparison districts with just under five percent.
- Lee County was below both the comparison districts' average and the overall percentage for the state for percentage of students entering college and above both for percentage of students entering technical school.

**EXHIBIT 2-22
HIGH SCHOOL GRADUATE DATA
1994-95**

SCHOOL DISTRICT	PERCENT ENTERING COLLEGE	PERCENT ENTERING TECHNICAL SCHOOL
Lee	57.07%	4.85%
Brevard	66.66%	3.74%
Escambia	71.69%	4.48%
Pasco	64.96%	7.08%
Seminole	46.27%	1.73%
Volusia	63.07%	2.16%
Average	61.62%	4.01%
Average without Lee	62.53%	3.84%
State	60.57%	4.50%

Source: Profiles of Florida School Districts (Student and Staff Data), Florida Department of Education, 1995-96, December 1996.

The test scores of 10th graders were also compared and analyzed. Exhibit 2-23 indicates that:

- Lee County had the lowest scores, a 47, on the reading comprehension portion of the Grade Ten Assessment Test (GTAT).
- In the mathematics portion of the GTAT, Lee County, along with Volusia County, had the second lowest score with a 54.
- Lee County's scores were equal to the state average for both portions of the test and below the average for both portions of the test for the comparison districts.

The graduation and dropout rates for the previous two school years were compared and analyzed. Exhibit 2-24 indicates that:

- Lee County had the second highest graduation rate for 1994 - 1995 and the highest for the following year among the comparison districts.
- Lee County's dropout rate for 1994 - 1995 was the highest for both school years.
- Lee County was above both the comparison district average and the state level for graduation rates and for the dropout rates.

**EXHIBIT 2-23
GRADE TEN ASSESSMENT TEST
NATIONAL PERCENTILE RANK
1994-95**

SCHOOL DISTRICT	READING	
	COMPREHENSION	MATHEMATICS
Lee	47	54
Brevard	55	61
Escambia	42	45
Pasco	53	57
Seminole	58	65
Volusia	53	54
Average	51	56
Average without Lee	52	56
State	47	54

Source: Profiles of Florida School Districts (Student and Staff Data), Florida Department of Education, 1995-96, December 1996.

**EXHIBIT 2-24
GRADUATION AND DROPOUT RATES
1994-95 AND 1995-96 SCHOOL YEARS**

SCHOOL DISTRICT	GRADUATION RATE		DROPOUT RATE	
	1994-95	1995-96	1994-95	1995-96
Lee	80.01%	82.47%	5.72%	6.15%
Brevard	76.20%	73.01%	2.79%	2.73%
Escambia	64.40%	63.48%	2.50%	3.06%
Pasco	74.63%	69.56%	4.95%	4.70%
Seminole	73.61%	78.65%	4.70%	2.77%
Volusia	81.17%	82.04%	5.55%	2.95%
Average	75.00%	74.87%	4.37%	3.73%
Average without Lee	74.00%	73.35%	4.10%	3.24%
State	72.94%	73.22%	5.24%	5.02%

Source: Profiles of Florida School Districts (Student and Staff Data), Florida Department of Education, 1995-96, December 1996.

3.0 SURVEY RESULTS

Surveys were sent to every district administrator and principal and to a random sample of 25 percent of the teachers in the Lee County School District on January 2, 1997. A total of 473 surveys were returned and analyzed. The sections which follow contain summaries of the findings for:

- district administrators;
- principals;
- teachers;
- comparisons of administrators, principals, and teachers; and
- comparisons of Lee County School District responses to other school districts.

Copies of the survey instruments are in Appendix A. Copies of the response frequencies for administrators, principals, and teachers are included in Appendix B.

3.1 District Administrator Survey Results

Of the 156 surveys that were disseminated to district administrators, 100 were returned for a response rate of 64 percent. Respondents are 50 percent female and 50 percent male. Ninety-five (95) percent are White and five percent are African-American.

Respondents are fairly new in their current positions within the Lee County School District: 67 percent have held their current position for a period of less than a year to five years and 24 percent for six to 10 years. In contrast, administrators are fairly evenly spread in terms of how long they have worked within Lee County School District: Eight percent from less than a year to five years, 18 percent for six to 10 years, 22 percent for 11 to 15 years, 20 percent for 16 to 20 years, and 31 percent have worked for Lee County School District for 21 years or more.

Respondents work in many areas in the district office and the area with the highest response rate is *Curriculum and Instruction* - 22 percent, followed by *Business Services* (15 percent). Seven percent state that they work in *Human Resources*, seven percent also in *Student Support Services*, and four percent in *Facilities* or *Transportation*. A large percentage (45 percent) of the respondents indicate that they work in *other* areas.

Parts A, B, and C of the survey consist of items designed to solicit opinions about a variety of school district management and performance issues. Parts D, E, F, G, and H address issues of work environment, job satisfaction, administrative structures/practices, operations, and general questions, respectively.

The survey areas are categorized into the following broad areas, each of which are summarized separately:

- district-related responses;
- school board-related responses;
- school administrator-related responses;
- teacher-related responses;
- student-related responses;
- parent/community-related responses;
- work environment-related responses;
- job satisfaction-related responses;
- administrative structure/practices-related responses; and
- operations-related responses.

District-related responses

District administrators in Lee County rate their school district highly -- 88 percent rate the overall quality of public education as *good* or *excellent*, and 66 percent indicate that the overall quality of education is improving. Administrators indicate that the emphasis on learning has increased in recent years (87 percent *agree* or *strongly agree*) and that their schools can be described as *good places to learn* (92 percent). Fifty-nine (59) percent of administrators state that taxpayer dollars are being used wisely to support public education in Lee County.

Administrators are asked to rate themselves -- 17 percent grade district-level administrators with an *A* and another 46 percent give themselves a *B*. Thirty (30) percent give district-level administrators a *C*, and six percent a *D*.

The school superintendent receives high ratings from the administrators: 44 percent indicate that her work as the educational leader of the district is *excellent* and 38 percent state that her work as the chief administrator of the school district is *excellent*. The superintendent's combined *good* and *excellent* rating in each category is 85 and 78 percent, respectively.

A small percentage (10 percent) of administrators state that the overall operation of the district is highly efficient and about three-fourths (70 percent) indicate that it is at least above average in efficiency. When asked how the operational efficiency of the Lee County School District could be improved, administrators have several suggestions. The most common suggestion to improve operational efficiency, to *privatize some support services*, is indicated by 42 percent. The next most popular suggestion is to *take advantage of more regional services* chosen by 27 percent, and to *offer fewer programs* indicated by 23 percent of the administrators.

Administrators indicate that the schools in Lee County School District provide safe environments. About two-thirds (64 percent) *agree* or *strongly agree* that Lee County schools are safe and secure from crime; while 13 percent *disagree* or *strongly disagree*. Additionally, 79 percent state that there is administrative support for controlling student behavior and 58 percent state that their schools effectively handle misbehavior problems.

Administrators are concerned by the space and facilities within the district. Only 46 percent *agree* or *strongly agree* with the statement *that their schools have sufficient*

space and facilities to support instructional programs while 45 percent *disagree* or *strongly disagree* with the statement. However, 86 percent of administrators rate as *good* or *excellent* the district's job of providing adequate instructional technology.

There is general satisfaction with student services provided in Lee County School District. Fifty-four (54) percent *agree* or *strongly agree* that there is sufficient student services provided in the schools, and only 35 percent *disagree* or *strongly disagree*. The implementation of site-based management has not been acceptable to the administrators as only 27 percent *agree* or *strongly agree* that it has been implemented effectively.

School board-related responses

Survey respondents are asked to rate school board members in three areas:

- members' knowledge of the educational needs of students in the district;
- members' knowledge of operations in the district; and
- members' work at setting or revising policies for the district.

Seventy-one (71) percent of the administrators rate the board members' knowledge of the educational needs of the students as *fair* or *poor*; 27 percent rate it as *good* or *excellent*. Seventy-eight (78) percent rate the board members' knowledge of operations in Lee County as *fair* or *poor*; 21 percent rate it as *good* or *excellent*. Sixty-eight (68) percent rate the board members' work at setting or revising policies as *fair* or *poor*; 30 percent rate it as *good* or *excellent*.

School administrator-related responses

District administrators have fairly high opinions of school-level administrators. Nineteen (19) percent give school-level administrators a grade of *A* and 67 percent give them a grade of *B*. The lowest grade awarded is a *D*, given by just two percent of the district-level administrators; the remaining 12 percent give a grade of *C*.

Respondents state that principals and assistant principals care about students' needs (89 percent *agree* or *strongly agree*). Also, administrators rate highly principals' work as the instructional leaders of their schools (86 percent *good* or *excellent*) and as the managers of the staff and teachers (82 percent *good* or *excellent*). Finally, 82 percent of the district-level administrators indicate that the opportunities provided by the school district to improve the skills of the school administrators are *good* or *excellent*.

Teacher-related responses

Administrators have a slightly lower opinion of Lee County teachers than of school-level administrators. Fourteen (14) percent give teachers a grade of *A* and 71 percent give them a grade of *B*. Fourteen (14) percent give teachers a *C* -- the lowest grade given.

In regard to teachers and their students, administrators state that teachers care about students' needs (89 percent *agree* or *strongly agree*). Seventy-nine (79) percent of administrators *agree* or *strongly agree* that teachers expect students to do their very best, and 69 percent state that most teachers enforce high student learning standards. Sixty-six (66) percent rate as *good* or *excellent* Lee County teachers' work in meeting students' individual learning needs.

Well over three-fourths (82 percent) of the district-level administrators *agree* or *strongly agree* that teachers know the material they teach. However, less than half (47 percent) rate as *good* or *excellent* teachers' work in communicating with parents. Administrators are less enthusiastic of teachers' attitudes about their jobs; about one-third (36 percent) rate it as *good* or *excellent*, and 55 percent rate it as only *fair* or *poor*.

Student-related responses

Administrators indicate that most students in the Lee County School District are motivated to learn; 64 percent *agree* or *strongly agree*, while 19 percent *disagree* or *strongly disagree*. Moreover, 74 percent rate the students' ability to learn as *good* or *excellent*; 17 percent rate their ability to learn as *fair* or *poor*.

Over half (62 percent) *agree* or *strongly agree* that lessons are organized to meet students' needs. Moreover, 72 percent of administrators are in agreement that the curriculum is broad and challenging for most students.

Parent/community-related responses

Seventy-six (76) percent of the administrators state that the school district does a *good* or *excellent* job in maintaining relations with various groups in the community. In response, about three-fourths (74 percent) of the administrators state that the community really cares about its children's education. Additionally, administrators state that parents in Lee County are satisfied with the education their children are receiving (62 percent *agree* or *strongly agree*). However, less than half (40 percent) indicate that parents take responsibility for their children's behavior in schools.

Administrators are divided on whether parents know what goes on in the schools -- only 25 percent *agree* that they do, while 49 percent *disagree*. Administrators are also somewhat divided as to whether parents play an active role in decision making in the schools -- 32 percent *agree* that they do, while 41 percent *disagree*. In addition, only 12 percent rate as *good* or *excellent* parents' participation in school activities and organizations, while 75 percent rate it as *fair* or *poor*. Administrators also lean negatively when rating parents' efforts in helping their children to do better in school -- 24 percent rate them as *good* or *excellent*, but 63 percent rate them as *fair* or *poor*.

Work environment-related responses

The majority of the respondents are comfortable with most aspects of their work environment. Eighty-four (84) percent find the Lee County School District to be an exciting, challenging place to work. They also indicate that work standards are equal to or above those of other school districts (75 percent) and that Lee officials enforce high

work standards (76 percent). Eighty-four (84) percent indicate that they have sufficient authority to perform their responsibilities.

The workload is an area of some inconsistency among district administrators. Only 40 percent state that the workloads are equitably distributed among teachers and staff members, while 32 percent are in disagreement. In comparison, 36 percent are in agreement with the more general statement that *workload is evenly distributed*, and 46 percent *disagree* or *strongly disagree*.

Most administrators state that teacher and staff promotions and pay increases are not based upon individual performance. Eighty (80) percent state this is not true of teachers and 74 percent indicate this is not true of staff. Similarly, only 12 percent state that teachers who fail to meet expected work standards are disciplined and 29 percent state that staff who fail to meet expected work standards are disciplined.

Job satisfaction-related responses

By a large margin (74 percent), district-level administrators in Lee County are satisfied with their jobs. A much larger percentage (89 percent) plan to make a career in the Lee County School District. A smaller percentage (74 percent) also indicate they have a future in the school district.

Administrators perceive that their work is appreciated by supervisors (81 percent) and that they are an integral part of the Lee County School District team (73 percent). However, there is some dissatisfaction with salaries. Forty-nine (49) percent of the administrators state that salary levels in the district are not competitive and 60 percent indicate that their salary level is not adequate for their level of work and experience.

Administrative structures/practices-related responses

Administrators, in general, are favorable towards most administrative structures and practices. They state that most administrative practices are highly effective and efficient (59 percent). They also state that central office administrators are easily accessible and open to input (66 percent). However, only 40 percent are in agreement that administrative decisions are made quickly and decisively.

Several statements express the district-level administrators dissatisfaction with administrative practices. *Authority for administrative decisions are delegated to the lowest possible level* is agreeable to only 32 percent of administrators, with 43 percent disagreeing. The statement *Lee County School District has too many committees* is agreeable to 56 percent of the administrators, with only 20 percent disagreeing. However, over half (56 percent) of the administrators agree that the extensive committee structure in Lee County School District ensures adequate input from teachers and staff on important decisions and only 21 percent indicate that Lee County School District has too many layers of administration. Also, more than half of the respondents (61 percent) indicate that most administrative processes are highly efficient and responsive.

Operations-related responses

District administrators were given a list of 25 programs or functions and asked to rate them with one of the following descriptions:

- Should be eliminated
- Needs major improvement
- Needs some improvement
- Adequate
- Outstanding

Lee County School District district-level administrators as a group do not state that any program *should be eliminated*. A very small percentage (one percent) state that several programs *should be eliminated* and six percent said that *personnel recruitment* should.

More than 15 percent of administrators indicate that five programs need *major improvement*:

- Curriculum planning (23 percent state that it *needs major improvement*)
- Personnel evaluation (20 percent)
- Pupil transportation (19 percent)
- Facilities planning (16 percent)
- Instructional coordination/supervision (16 percent)

When combining the *needs some improvement* and *needs major improvement*, only one program received a sum greater than 50 percent: *personnel evaluation*, with 51 percent. However, five receive percentages of 40 percent or higher:

- Curriculum planning (46 percent state that it needs some or major improvement)
- Strategic planning (42 percent)
- Program evaluation, research, and assessment (41 percent)
- Instructional coordination/supervision (40 percent)
- Pupil transportation (40 percent)

Four programs are given a combined *adequate* or *outstanding* rating by 75 percent or more of the administrators:

- Staff development (91 percent rate it *adequate* or *outstanding*)
- Risk management (79 percent)
- Administrative technology (76 percent)
- Food services (75 percent)

Of all the programs, *staff development* receives the highest *outstanding* rating -- 65 percent of the administrators rate it so.

3.2 Principal Survey Results

Of the 70 principals who were sent surveys, 51 returned a survey -- a response rate of 73 percent. Fifty-one (51) percent of the respondents are male and 49 percent are female. Ninety-eight (98) percent are White and two percent are African-American.

Over half of the respondents (54 percent) work at an elementary school. Another 18 percent work in a junior high/middle school, and 16 percent work at a high school. Four percent indicate that they work at the district office and eight percent indicate that they work in some other capacity.

Over two-thirds of the principals (68 percent) have been in their current position for five years or less. Sixteen (16) percent have been in their current position from six to 10 years, eight percent from 11 to 15 years, six percent from 16 to 20 years, and two percent for 21 years or more. Still, a large majority (90 percent) have worked in some capacity for the Lee County School District for more than 10 years. Over half (59 percent) have worked for Lee County School District for 21 years or more.

District-related responses

Principals rate their school district highly -- 94 percent rate the overall quality of public education as *good* or *excellent*, and 77 percent state that the overall quality of education is improving. Like the district-level administrators, principals indicate that the emphasis on learning has increased in recent years (88 percent *agree* or *strongly agree*) and that their schools can be described as *good places to learn* (96 percent). A smaller majority (76 percent) state that taxpayer dollars are being used wisely to support public education in Lee County School District.

In grading district-level administrators, 22 percent of principals give them an *A*; another 53 percent give them a *B*; and the remaining 26 percent award them a *C* or lower, or *do not know*.

Most principals give the school superintendent high marks. Ninety (90) percent rate her work as the educational leader of the district as *good* or *excellent*; only 10 percent rate it as *fair* or *poor*. Identically, 90 percent also rate her work as the chief administrator as *good* or *excellent*; and 10 percent rate it as *fair* or *poor*.

Ninety-one (91) percent of the principals state that the overall operation of the district is at least above average in efficiency; and only eight percent of the principals state that it is less efficient than other school districts. When asked to improve the operational efficiency of the school district, the most popular suggestion is to *privatize some support services*, chosen by 51 percent of the respondents. The next most popular method to improve efficiency is to *take advantage of more regional services* and to *offer fewer programs* cited by 35 and 24 percent of the principals, respectively.

A majority of principals (73 percent) state that Lee County School District schools are safe and secure from crime. In addition, principals state that the schools effectively handle misbehavior problems (80 percent), and that there is administrative support for controlling student behavior (86 percent).

Principals are somewhat concerned with Lee County School District facilities. Forty-three (43) percent indicate that there is not sufficient space and facilities to support instructional programs. In contrast, 88 percent rate the condition in which district schools are kept as *good* or *excellent*.

Principals are pleased with technology and services offered within Lee County School District. Eighty-two (82) percent rate the district's job of providing adequate instructional technology as *good* or *excellent*, and 78 percent rate the district's use of technology for administrative purposes *good* or *excellent*. Sixty (60) percent are in agreement concerning the sufficiency of student services and 38 percent are in disagreement. Only 34 percent of the principals are in agreement that site-based management has been implemented effectively in the district.

School board-related responses

Over three-fourths (80 percent) rate the board members' knowledge of the educational needs of students as *fair* or *poor*. No principal rates board members' knowledge as *excellent*. A similar percentage (75 percent) state that the board members' knowledge of operations in Lee County School District is *fair* or *poor*. Similarly, only two percent rate this knowledge base as *excellent*.

Principals are slightly more confident of school board members' work at setting or revising policies for the school district. Sixty-eight (68) percent rate it as *fair* or *poor*; 32 percent rate it as *good* or *excellent*.

School/school administrator-related responses

Principals grade themselves highly -- 33 percent give school-level administrators an *A*, 59 percent give them a *B*, and six percent give a grade of *C*. This percentage of *As* is higher than principals award to either teachers or district-level administrators.

Almost all (96 percent) of the respondents *agree* or *strongly agree* that principals and assistant principals care about students' needs. All (100 percent) rate principals' work as the managers of the staff and teachers as *good* or *excellent*. Also, most (90 percent) rate principals' work as the instructional leaders of their schools as *good* or *excellent*.

There is general unanimity on the issue of the opportunities provided by the district to improve the skills of school administrators. Eighty-eight (88) percent rate the opportunities as *good* or *excellent*, and only 12 percent rate them as *fair* or *poor*.

Teacher-related responses

Principals have a high general opinion of Lee County teachers. Twenty (20) percent give teachers an *A*, 71 percent a *B*, and eight percent give teachers a *C*.

When asked about teachers in relation to their students, principals indicate that teachers care about students' needs (98 percent *agree* or *strongly agree*). About the same percentage (94 percent) state that teachers expect students to do their very best.

A similar percentage (92 percent) indicate that teachers enforce high student learning standards. Finally, 92 percent state that the teachers' work in meeting student individual learning needs is *good* or *excellent*.

Principals unanimously agree that teachers know the material they teach (100 percent). However, only 62 percent rate teachers' attitudes as *good* or *excellent*, while 38 percent rate attitudes as *fair* or *poor*. They also rate teachers' work in communicating with parents similarly as 67 percent rated this as *good* or *excellent*.

Student-related responses

Three-fourths of the principals (75 percent) agree that Lee County students are motivated to learn. Furthermore, 84 percent rate students' ability to learn as *good* or *excellent*.

A large majority of 80 percent agree that lessons are organized to meet students' needs and only eight percent are in disagreement. A greater percentage of principals (90 percent) indicate that the curriculum is broad and challenging for most students.

Parent/community-related responses

Almost three-fourths (69 percent) of the respondents state that the school district does a *good* or *excellent* job of maintaining relations with various groups of the community. Even more (80 percent) principals state that the community really cares about its children's education.

Principals have mixed opinions concerning the involvement of parents in their schools. Eighty-two (82) percent of the principals indicate that the parents are satisfied with the education their children are receiving. Sixty-five (65) percent *agree* or *strongly agree* that parents play an active role in decision making in the school. Fifty-three (53) percent also state that parents take responsibility for their children's behavior in school. However, only 28 percent rate parents' participation in school activities and organizations as *good* or *excellent*. Similarly, 29 percent rate parents' efforts in helping their children to do better in school as *good* or *excellent*.

Work environment-related responses

Lee County principals are satisfied with many aspects of their work environment. Most (90 percent) find the school district to be an exciting, challenging place to work. Similarly, 90 percent indicate that work standards and expectations are equal to or above those of other school districts and most (90 percent) indicate that school officials enforce high work standards. A majority state that they have the authority to adequately perform their job responsibilities (77 percent), that teachers and administrators have excellent working relationships (65 percent), and that they have adequate facilities in which to work (84 percent).

Principals are not entirely satisfied with workload distribution. They state (67 percent) that workloads are equitably distributed among teachers and staff. When given the more general statement, *workload is evenly distributed*, only 49 percent again agree and 31 percent disagree.

The majority of principals state that teacher and staff promotions and pay increases are not based on individual performance. In fact no principals agreed with the statement concerning teachers. Ninety-four (94) percent indicate that this is not true of teachers and 84 percent indicate this is not true of staff. Principals are slightly more confident about teacher and staff disciplinary actions. Twenty-nine (29) percent indicate that teachers and 47 percent indicate that staff who fail to meet expected work standards are disciplined.

It appears that principals are satisfied with equipment and computer support. Eighty-six (86) percent indicate that they have adequate equipment and computer support to conduct their work, while only 10 percent disagree.

Job satisfaction-related responses

In general, Lee County principals have a high level of job satisfaction except in the area of salaries, with 88 percent either *agreeing* or *strongly agreeing* that they are very satisfied with their jobs. An equal number state there is a future for them in the school district and 90 percent plan to make a career in the school district.

A majority (70 percent) indicate that their work is appreciated by their supervisors and 78 percent state that they are an integral part of the Lee County School District team. However, as mentioned, principals have a high degree of dissatisfaction with their salaries. Just over half (53 percent) of the principal respondents indicate that salary levels are competitive, and only 47 percent state that their salary level is adequate for their level of work and experience.

Administrative structures/practices-related responses

Principals are generally favorable towards most administrative structures and practices. Sixty-seven (67) percent indicate that most administrative practices in Lee County School District are highly effective and efficient. Yet less than half of the principals (43 percent) indicate that administrative decisions are made quickly and decisively. Higher percentages indicate that central office administrators are accessible and open to input (63 percent).

Principals are divided as to whether authority for administrative decisions are delegated to the lowest possible level. Twenty-eight (28) percent *agree* or *strongly agree* that they are, while 48 percent *disagree* or *strongly disagree*. Twenty-two (22) percent are *neutral* on the subject.

When asked about committees, 66 percent of principals indicate that the Lee County School District has too many committees; 16 percent indicate that the school district does not. Still, two-thirds (66 percent) state that the extensive committee structure ensures adequate input from teachers and staff on important decisions.

Operations-related responses

Principals are also given a list of 25 programs or functions and are asked to rate them with the same descriptions used by district-level administrators. These descriptions ranged from *should be eliminated* to *outstanding*.

Two of the programs, *federal program coordination* and *personnel recruitment* receive a rating of *should be eliminated* by two percent of the principals.

More than 15 percent of principals indicate the following eight programs *need major improvement*:

- Curriculum planning (33 percent *needs major improvement*)
- Pupil transportation (29 percent)
- Data processing (22 percent)
- Instructional technology (22 percent)
- Facilities planning (20 percent)
- Strategic planning (20 percent)
- Plant maintenance (16 percent)
- Instructional coordination/supervision (16 percent)

When combining the *needs some improvement* and *needs major improvement*, five programs receive a sum equal to or greater than 50 percent:

- Pupil transportation (67 percent *needs improvement*)
- Curriculum planning (59 percent)
- Strategic planning (55 percent)
- Facilities planning (52 percent)
- Plant maintenance (50 percent)

Principals in general are positive about many programs -- over three-fourths of the programs receive a combined *adequate* and *outstanding* rating totaling more than 50 percent. The five programs given the highest combined *adequate* or *outstanding* ratings are:

- Staff development (92 percent *adequate* or *outstanding*)
- Risk management (88 percent)
- Personnel recruitment (78 percent)
- Pupil accounting (78 percent)
- Financial management and accounting (77 percent)

Of all the programs, *staff development* receives the highest *outstanding* rating -- 61 percent of the principals rate it so.

3.3 Teacher Survey Results

Of the 790 teachers who were sent surveys, 322 responded -- a response rate of 41 percent. Most respondents are female (76 percent), while 24 percent are male. The majority are White (95 percent), two percent are African-American, and two percent are Hispanic.

Many respondents have worked in the Lee County School District for a long time -- 47 percent have worked in the school district for more than 10 years, with 14 percent working in Lee County School District for more than 20 years.

Respondents are spread across all grade levels with 47 percent indicating they work at an elementary school, 20 percent at junior high or middle school, and 27 percent at a high school. Six percent indicate that they work at some other type of school. The highest percentage of respondents are from the high school level: 24 percent each for grades 10 through 12. The percentages total more than 100 percent as many teachers indicate that they teach at multiple grade levels.

District-related responses

Seventy-four (74) percent of the teachers state that the overall quality of public education in Lee County School District is *good* or *excellent*. Forty-nine (49) percent state the overall quality of education is *improving*, while 30 percent state it is *staying the same*. However, 17 percent state it is *getting worse*. In addition, 67 percent of the teachers indicate that the emphasis on learning has increased in recent years, and 76 percent state that the schools can be described as “good places to learn.”

Teachers indicate that taxpayer dollars are not used wisely to support public education in the district. Only 19 percent indicate that dollars are used wisely, while 58 percent state that they are not.

District-level administrators are given a grade of *B* or better by 26 percent of the teachers. Thirty-five (35) percent give them a *C*, 21 percent give them a *D*, and 10 percent give a grade of *F*. In addition, the school superintendent received a low rating from most teachers. Only 47 percent rate her work as the educational leader of the school district as *good* or *excellent* and 50 percent rate it as *fair* or *poor*. Lower marks are given concerning her work as the chief administrator as only 45 percent rate her as *good* or *excellent* in this area.

Over half (51 percent) state that the Lee County School District is at least above average in overall operational efficiency; however, 33 percent indicate that it is less efficient than other school districts. When asked to improve operational efficiency, the most frequent teacher response is to *reduce the number of administrators*, chosen by 57 percent. This is followed by *privatizing some support services*, chosen by 34 percent, and *taking advantage of more regional services*, chosen by 22 percent.

Teachers are somewhat concerned with safety issues. Forty-four (44) percent indicate their schools are safe and secure from crime but 33 percent do not. Also, 56 percent indicate that the schools do not effectively handle misbehavior problems. However, 55 percent indicate that there is administrative support for controlling student behavior in school.

Teachers are somewhat positive about the sufficiency of student services. Over half (55 percent) of the teachers indicate that there are sufficient services such as counseling, speech, and health care provided. The teachers are not favorable towards site-based management as only 20 percent are in agreement that it has been implemented effectively.

School/school administrator-related responses

Teachers give school-level administrators higher marks than district-level administrators. Thirteen (13) percent award them an *A* and 44 percent award them a *B*. Twenty-eight (28) percent of the teachers give them a *C*, nine percent give a grade of *D*, and three percent give a grade of *F*.

Almost two-thirds (64 percent) of respondents rate as *good* or *excellent* the principals' work as instructional leaders of their schools. A larger majority, 69 percent, rate the principals' work as managers of the staff and teachers as *good* or *excellent*.

Teacher-related responses

The teachers grade themselves highly with 22 percent of them giving themselves a grade of *A*, 63 percent a grade of *B*, and 12 percent a grade of *C*. No grade lower than a *C* is given.

When asked about teachers in regard to their students, teachers indicate that they care about students' needs (91 percent). Eighty-four (84) percent state that teachers expect students to do their very best, and 77 percent state that teachers enforce high student learning standards. Also, 83 percent of the teachers rate as *good* or *excellent* teachers' work in meeting students' individual learning needs.

Almost all (92 percent) of the teachers state that teachers know the material they teach. Almost three-fourths (74 percent) rate as *good* or *excellent* teachers' work in communicating with parents. Teachers are not as positive about their attitudes about their jobs -- only 44 percent rate it as *good* or *excellent*, and 56 percent rate it as *fair* or *poor*.

Student-related responses

About half of the teachers (52 percent) state that students are motivated to learn. Fifty-nine (59) percent rate students' ability to learn as *good* or *excellent*; 40 percent rate it as *fair* or *poor*.

Over three-fourths (78 percent) of respondents state that lessons are organized to meet students' needs. Fewer (70 percent) of the teachers indicate that the curriculum is broad and challenging for most students.

Parent/community-related responses

Less than half (46 percent) indicate that the school district does a *good* or *excellent* job of maintaining relations with various groups in the community. Similarly, 49 percent also state that the community really cares about its children's education; while 28 percent *disagree* or *strongly disagree*.

On the subject of parent satisfaction with education in Lee County, the results are mixed. Less than half (43 percent) *agree* or *strongly agree* that parents are satisfied with the education their children are receiving. The results are lower when teachers are

asked about whether parents play an active role in decision making in the school. Thirty-three (33) percent indicate that parents do play an active role in decision making.

These negative rankings are also reflected in the teachers rating of parents' participation in school activities and organizations. Fifteen (15) percent of the teachers rate parents' participation as *good* or *excellent*, but 84 percent rate it as *fair* or *poor*. Teachers give similar negative ratings of parents' efforts in helping their children to do better in school. Fifteen (15) percent rate parents' efforts as *good* or *excellent*, and 81 percent rate parents' efforts as *fair* or *poor*.

Work environment-related responses

Lee County teachers are satisfied with many aspects of their work environment. Sixty-five (65) percent find the Lee County School District to be an exciting, challenging place to work. Fewer (56 percent) indicate that work standards and expectations are equal to or above those of other school districts; and 11 percent state they are not. A majority (54 percent) indicate that district officials enforce high work standards; only 16 percent state they do not.

Most teachers state that they have the authority to adequately perform their job responsibilities (80 percent). Teachers are also pleased about the adequacy of facilities and equipment. Seventy-four (74) percent indicate that they have adequate facilities in which to conduct their work. Similarly, 65 percent indicate that they have adequate equipment and computer support to conduct their work, and 24 percent *disagree* or *strongly disagree*.

Teachers are split and leaning negatively on the subject of workload. They are divided on whether workloads are equitably distributed among teachers and staff; 43 percent are in agreement that they are, and 38 percent *disagree* or *strongly disagree*. When given the more general statement, *workload is evenly distributed*, 33 percent again *agree* or *strongly agree*, but 43 percent *disagree* or *strongly disagree*.

Teachers are also asked whether teacher and staff promotions and pay increases are based on individual performance. Eighty-three (83) percent indicate that this is not true of teachers and 59 percent indicate this is not true of staff. When asked about disciplinary actions, only 22 percent state that teachers and only 24 percent state that staff who fail to meet expected work standards are disciplined.

Job satisfaction-related responses

Almost three-fourths of the Lee County School District teachers (73 percent) are very satisfied with their jobs. Similarly, 71 percent indicate they have a future in the school district and 81 percent plan to make a career in the Lee County School District.

A majority of teachers state that their work is appreciated by their supervisors (65 percent) and that they are an integral part of the district team (51 percent). However, teachers are not as satisfied with salaries. Sixty-nine (69) percent of the teachers state that salary levels in Lee County are not competitive, and 79 percent state that their salary level is not adequate for their level of work and experience.

Administrative structures/practices-related responses

Teachers statements are mixed concerning administrative structures and practices in the Lee County School District. A small percentages (28 percent) agree that administrative processes are highly effective and efficient, while 42 percent are in disagreement. Few teachers (28 percent) indicate that administrative decisions are made quickly and decisively, and that most administrative processes are highly efficient and responsive (42 percent). The teachers do indicate (42 percent) that administrators are not easily accessible and open to input while 31 percent say they are. Also, few teachers (15 percent) state that authority for administrative decisions is delegated to the lowest possible level.

With regard to committees, almost half (49 percent) of the teachers say there are too many committees. Additionally, teachers indicate the committee structure does not ensure adequate input from teachers and staff on important decisions. Twenty-one (21) percent state that the committee structure does ensure adequate input, while 44 percent indicate that it does not.

Operations-related responses

Teachers are given the same list as administrators and principals of the 25 district programs or functions and are asked to rate them with descriptions ranging from *should be eliminated* to *outstanding*.

Sixteen (16) programs are considered worthy of elimination by a few teachers. However, in only two cases do more than two percent indicate that way: *personnel recruitment* and *program evaluation, research, and assessment*. Only five programs are said by 20 percent or more of the teachers to be in need of major improvement:

- Budgeting (31 percent *needs major improvement*)
- Pupil transportation (28 percent)
- Curriculum planning (26 percent)
- Financial management and accounting (23 percent)
- Community relations (20 percent)

When combining the *needs some improvement* and *needs major improvement*, seven programs received a sum greater than 50 percent:

- Budgeting (64 percent *needs some or major improvement*)
- Curriculum planning (61 percent)
- Pupil transportation (55 percent)
- Community relations (54 percent)
- Strategic planning (51 percent)
- Instructional support (50 percent)
- Financial management and accounting (50 percent)

Teachers are positive about some programs -- many receive a combined *adequate* and *outstanding* rating totaling more than 40 percent. The programs given the highest combined *adequate* or *outstanding* ratings are:

- Staff development (76 percent *adequate* or *outstanding*)
- Risk management (62 percent)
- Instructional technology (59 percent)
- Custodial services (59 percent)
- Food service (50 percent)

Of all the programs, *staff development* receives the highest *outstanding* rating - 31 percent.

3.4 Comparison of District Administrators, Principals, and Teachers Surveys

This section reviews the responses given by the three employee groups in comparison to each other. Exhibit 3-1 compares responses given by district-level administrators, principals, and teachers to Part A of the surveys, Exhibit 3-2 compares responses for Part B of the surveys, and so on through Exhibit 3-8, which compares responses to Part H of the surveys. For Parts B, D, E, and F the *agree* and *strongly agree* responses are combined and compared to the combined *disagree* and *strongly disagree* responses. In Part C, the *good* and *excellent* responses are combined and compared to the combined *fair* and *poor* responses. In Part G, the responses *needs some improvement* and *needs major improvement* are combined and compared to the combined *adequate* and *outstanding* responses. The *should be eliminated*, *neutral*, and *don't know* responses are omitted from all exhibits in this section.

In Exhibit 3-1, responses to Part A of the surveys are compared. Teachers tend to agree less that the quality of education in Lee County is *good* or *excellent* as 74 percent rate it as such compared to 88 percent of the administrators and 94 percent of the principals. Similarly, fewer teachers (49 percent) state that the overall quality of education is improving compared to administrators (66 percent) and principals (77 percent).

**EXHIBIT 3-1
COMPARISON SURVEY RESPONSES
WITHIN LEE COUNTY SCHOOL DISTRICT**

PART A OF SURVEY	ADMINISTRATORS (%)	PRINCIPALS (%)	TEACHERS (%)
1. Overall quality of public education in Lee County School District is:			
Good or excellent	88	94	74
Fair or Poor	12	6	25
2. Overall quality of education in Lee County School District is:			
Improving	66	77	49
Staying the Same	25	15	30
Getting Worse	8	8	17
Don't Know	1	0	4
3. Grade given to Lee County School District teachers:			
Above Average (A or B)	85	90	85
Below Average (D or F)	0	0	1
4. Grade given to Lee County School District school administrators:			
Above Average (A or B)	86	92	58
Below Average (D or F)	2	0	13
5. Grade given to Lee County School District administrators:			
Above Average (A or B)	63	75	26
Below Average (D or F)	6	2	30

Teachers are also much less positive than administrators and principals in grading employee groups. Only 58 percent of the teachers grade school-level administrators with an *A* or *B* while 86 percent of the administrators and 92 percent of the principals provide a high grade. Similarly, only 26 percent of the teachers grade district-level administrators with an *A* or *B* while 63 percent of administrators and 75 percent of principals do. Similar grades are given to teachers across the board and curiously, the principals grade the teachers higher than the teachers grade themselves.

Exhibit 3-2 compares responses to Part B of the surveys. Administrators, principals, and teachers are largely in agreement on many questions. Administrators and principals are in general agreement with each other on all but two questions; teachers differ significantly from administrators on 10 questions and principals on 11 questions.

Fewer teachers (44 percent) than administrators (64 percent) and principals (73 percent) agree that the schools are safe and secure from crime. Administrators (58 percent) and principals (80 percent) tend to agree that schools effectively handle misbehavior problems but only 31 percent of the teachers agree that they do. Similarly, fewer teachers (47 percent) disagree that there is little a teacher can do to overcome educational problems due to a student's home life than do administrators (63 percent) or principals (73 percent).

Fewer teachers (19 percent) indicate that taxpayers dollars are being spent wisely than administrators (59 percent) or principals (76 percent). More teachers (64 percent) disagree that there is sufficient space and facilities to support the instructional programs than the administrators (45 percent) or the principals (43 percent). Likewise, fewer teachers (43 percent) than administrators (69 percent) and principals (88 percent) agree that there are enough materials and supplies necessary for instruction.

Questions concerning parents also brought differences of opinion. More principals (53 percent) and administrators (40 percent) than teachers (23 percent) state that parents take responsibility for their children's behavior in school. More teachers (55 percent) than administrators (39 percent) or principals (37 percent) agree that parents do not take responsibility for their children's behavior in school. Administrators (62 percent) and principals (82 percent) indicate that parents are satisfied with the education their children are receiving while only 43 percent of the teachers indicate this is true. In addition, more principals (65 percent) than teachers (33 percent) and administrators (32 percent) indicate that parents play an active role in decision making in the schools. Lastly, more administrators (74 percent) and principals (80 percent) than teachers (49 percent) state that the community really cares about its children's education.

Exhibit 3-3 compares responses to Part C of the survey. Administrators, principals, and teachers agree in most of their assessments. There are eight questions over which there is some disagreement.

**EXHIBIT 3-2
COMPARISON SURVEY RESPONSES
WITHIN LEE COUNTY SCHOOL DISTRICT**

PART B	(%A + SA) / (%D + SD) ¹		
	ADMINISTRATORS	PRINCIPALS	TEACHERS
1. The emphasis on learning in Lee County School District has increased in recent years.	87/4	88/8	67/17
2. Lee County schools are safe and secure from crime.	64/13	73/18	44/33
3. Our schools do not effectively handle misbehavior problems.	22/58	10/80	56/31
4. Our schools have sufficient space and facilities to support the instructional programs.	46/45	49/43	28/64
5. Our schools do not have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	20/69	10/88	39/43
6. Our schools can be described as "good places to learn."	92/1	96/2	76/10
7. There is administrative support for controlling student behavior in our schools.	79/12	86/6	55/32
8. Most students in our schools are motivated to learn.	64/19	75/16	52/32
9. Lessons are organized to meet students' needs.	62/22	80/8	78/8
10. The curriculum is broad and challenging for most students.	72/15	90/4	70/12
11. There is little a teacher can do to overcome education problems due to a student's home life.	19/63	20/73	37/47
12. Teachers in our schools know the material they teach.	82/9	100/0	92/2
13. Teachers in our schools care about students' needs.	89/5	98/2	91/3
14. Teachers expect students to do their very best.	79/7	94/4	84/6
15. Principals and assistant principals in our schools care about students' needs.	93/2	96/0	82/9
16. In general, parents do not take responsibility for their children's behavior in our schools.	39/40	37/53	55/23
17. Parents in this district are satisfied with the education their children are receiving.	62/16	82/8	43/19
18. Most parents really don't seem to know what goes on in our schools.	49/25	47/37	64/16
19. Parents play an active role in decision making in my school.	32/41	65/18	33/40
20. This community really cares about its children's education.	74/8	80/6	49/28
21. Taxpayer dollars are being used wisely to support public education in Lee County School District.	59/21	76/18	19/58
22. Sufficient student services are provided in Lee County School District (e.g., counseling, speech therapy, health)	54/35	60/38	55/33
23. Site-based management has been implemented effectively in the Lee County School District.	27/41	34/42	20/36

¹Percent responding *Agree* or *Strongly Agree*/Percent responding *Disagree* or *Strongly Disagree*

**EXHIBIT 3-3
COMPARISON SURVEY RESPONSES
WITHIN LEE COUNTY SCHOOL DISTRICT**

PART C	(%G + E) / (%F + P) ¹		
	ADMINISTRATORS	PRINCIPALS	TEACHERS
1. School board members' knowledge of the educational needs of students in the Lee County School District.	27/71	18/80	19/75
2. School board members' knowledge of operations in the Lee County School District.	21/78	22/75	28/64
3. School board members' work at setting or revising policies for the Lee County School District.	30/68	32/68	21/74
4. The district school superintendent's work as the educational leader of the Lee County School District.	85/15	90/10	47/50
5. The district school superintendent's work as the chief administrator (manager) of the Lee County School District.	78/22	90/10	45/50
6. Principal's work as the instructional leaders of their schools.	86/13	90/10	64/35
7. Principal's work as the managers of the staff and teachers.	82/17	100/0	69/30
8. Teachers' work in meeting students' individual learning needs.	66/26	92/8	83/17
9. Teachers' work in communicating with parents.	47/39	67/33	74/24
10. Teachers' attitudes about their jobs.	36/55	62/38	44/56
11. Students' ability to learn.	74/17	84/16	59/40
12. The amount of time students spend on task learning in the classroom.	46/35	75/26	55/42
13. Parents' efforts in helping their children to do better in school.	24/63	29/69	15/81
14. Parents' participation in school activities and organizations.	12/75	28/73	15/84
15. How well students' test results are explained to parents.	37/48	39/59	42/49
16. The condition in which Lee County School District schools are kept.	85/15	88/12	65/34
17. How well relations are maintained with various groups in the community.	76/21	69/26	46/43
18. The opportunities provided by the district to improve the skills of teachers.	86/12	92/8	79/22
19. The opportunity provided by the district to improve the skills of school administrators.	82/16	88/12	46/20
20. The district's job of providing adequate instructional technology.	86/12	82/18	69/30
21. The district's use of technology for administrative purposes.	86/14	78/22	64/19

¹Percent responding *Good* or *Excellent* / Percent responding *Fair* or *Poor*.

Principals differed from the other groups in their assessment of how well students' test results are explained to parents. A majority of principals (59 percent) rate these explanations as *fair* or *poor*, while only 49 percent of teachers and 48 percent of administrators rate this area low. Another area of disagreement concerns the superintendent. In both cases concerning her work as the educational leader and the chief administrator, the administrators and the principals provide much higher *good* or *excellent* ratings. Only 47 percent and 45 percent of the teachers rate the superintendent highly in these areas compared to ratings of 85 and 78 percent from the administrators and 90 percent from the principals in both areas.

There are slight differences of opinion concerning the attitudes of the teachers. Sixty-two (62) percent of the principals rate it as *good* or *excellent* while only 36 percent of the administrators and 44 percent of the teachers give as high a rating. More principals (75 percent) and teachers (55 percent) than administrators (46 percent) rate the amount of time students spend on task learning in the district as *good* or *excellent*. Teachers differ from the other groups in their assessment of the opportunities provided by the school district to improve the skills of administrators. Only 46 percent of teachers rate these opportunities as *good* or *excellent*, while 82 percent of administrators and 88 percent of principals rate it as such.

Concerning parental and community involvement, there are differences of opinion. Administrators (76 percent) and principals (69 percent) are positive with respect to how well relations are maintained with various groups in the community and the teachers are not as only 46 percent rated this area as *good* or *excellent*. In addition, concerning teachers' work in communicating with parents, the teachers (74 percent) and the principals (67 percent) rate this area higher than the administrators (47 percent).

Exhibit 3-4 gives the responses for each group to Part D of the surveys. The groups are generally in agreement over the areas covered in this section. There are three statements on which there is not consensus among the groups.

One of the statements lacking consensus among the groups concerns workload distribution. Teachers (43 percent) and administrators (40 percent) agree less that workloads are equitably distributed among teachers and among staff members than do principals (67 percent).

Principals (65 percent) and 58 percent of administrators indicate that teachers and administrators have excellent working relationships, however only 34 percent of teachers indicate this. The responses to the statement *the failure of Lee County School District officials to enforce high work standards results in poor quality work* brought varied answers. Only 39 percent of the teachers disagree with the statement while 60 percent of the administrators and 63 percent of the principals disagree.

Exhibit 3-5 details the various responses to Part E of the surveys. In this section, all groups are in agreement on every statement except two. Teachers and administrators disagree to a higher extent that salary levels are competitive in the Lee County School District (69 and 49 percent, respectively) than do principals (35 percent). Very similar responses are provided when answering the question if their salary level is adequate for their level of work and experience with the principals again providing the more positive answer.

**EXHIBIT 3-4
COMPARISON SURVEY RESPONSES
WITHIN LEE COUNTY SCHOOL DISTRICT**

PART D: WORK ENVIRONMENT	(% A + SA) / (% D + SD) ¹		
	ADMINISTRATORS	PRINCIPALS	TEACHERS
1. I find the Lee County School District to be an exciting, challenging place to work.	84/7	90/6	65/10
2. The work standards and expectations in the Lee County School District are equal to or above those of most other school districts.	75/2	90/4	56/11
3. Lee County School District officials enforce high work standards.	76/9	90/4	54/16
4. Most Lee County School District teachers enforce high student learning standards.	69/6	92/2	77/11
5. Lee County School District teachers and administrators have excellent working relationships.	58/16	65/14	34/35
6. <u>Teachers</u> who do not meet expected work standards are disciplined.	12/48	29/47	22/41
7. <u>Staff</u> who do not meet expected work standards are disciplined.	29/40	47/31	24/33
8. <u>Teacher</u> promotions and pay increases are based upon individual performance.	6/80	0/94	3/83
9. <u>Staff</u> promotions and pay increases are based upon individual productivity.	11/74	12/84	6/59
10. I feel that I have the authority to adequately perform my job responsibilities.	84/15	77/12	80/12
11. I have adequate facilities in which to conduct my work.	86/10	84/14	74/19
12. I have adequate equipment and computer support to conduct my work.	85/13	86/10	65/24
13. The workloads are equitably distributed among teachers and staff members.	40/32	67/18	43/38
14. No one knows or cares about the amount or quality of work that I perform.	18/68	20/69	23/62
15. Workload is evenly distributed.	36/46	49/31	33/43
16. The failure of Lee County School District officials to enforce high work standards results in poor quality work.	21/60	18/63	23/39
17. I often observe other teachers and/or staff socializing rather than working while on the job.	15/68	10/86	14/67

¹Percent responding *Agree* or *Strongly Agree*/Percent responding *Disagree* or *Strongly Disagree*

**EXHIBIT 3-5
COMPARISON SURVEY RESPONSES
WITHIN LEE COUNTY SCHOOL DISTRICT**

PART E: JOB SATISFACTION	(%A + SA) / (% D + SD)¹		
	ADMINISTRATORS	PRINCIPALS	TEACHERS
1. I am very satisfied with my job in the Lee County School District.	74/14	88/4	73/15
2. I plan to make a career in the Lee County School District.	89/4	90/0	81/7
3. I am actively looking for a job outside of the Lee County School District.	7/79	2/84	10/76
4. Salary levels in the Lee County School District are competitive.	36/49	53/35	16/69
5. I feel that my work is appreciated by my supervisor(s).	81/12	70/18	65/21
6. I feel that I am an integral part of the Lee County School District team.	73/9	78/10	51/24
7. I feel that there is no future for me in the Lee County School District.	11/74	4/88	10/71
8. My salary level is adequate for my level of work and experience.	29/60	47/45	12/79
9. I enjoy working in a culturally diverse environment.	95/2	96/2	83/4

¹Percent responding *Agree* or *Strongly Agree*/Percent responding *Disagree* or *Strongly Disagree*

Exhibit 3-6 details the responses given by each group to Part F of the surveys concerning the administrative structures and practices. There is disagreement over eight of the 12 responses. In most cases, teachers provide the less positive responses.

More principals (67 percent) and administrators (59 percent) than teachers (28 percent) state that most administrative practices are highly effective and efficient. Fewer teachers (31 percent) than administrators (66 percent) and principals (63 percent) indicate that administrators are easily accessible and open to input. Also, less administrators (42 percent) state that major bottlenecks exist in many administrative processes than teachers (58 percent) or principals (53 percent).

The extensive committee structure is viewed more positively by the principals (66 percent) than by the teachers (21 percent) or the administrators (56 percent). According to 72 percent of the teachers, there are too many layers of administrators but not according to the administrators themselves (21 percent) or the principals (12 percent). Lastly, the principals (62 percent) and the administrators (61 percent) state that most administrative processes are highly efficient and responsive, while fewer teachers (42 percent) indicate likewise.

**EXHIBIT 3-6
COMPARISON SURVEY RESPONSES
WITHIN LEE COUNTY SCHOOL DISTRICT**

PART F: ADMINISTRATIVE STRUCTURE/PRACTICES	(% A + SA) / (% D + SD)¹		
	ADMINISTRATORS	PRINCIPALS	TEACHERS
1. Most administrative practices in Lee County School District are highly effective and efficient.	59/12	67/22	28/42
2. Administrative decisions are made quickly and decisively.	40/32	43/37	28/41
3. Lee County School District administrators are easily accessible and open to input.	66/18	63/20	31/42
4. Authority for administrative decisions are delegated to the lowest possible level.	32/43	28/48	15/31
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	66/15	78/16	56/32
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	42/35	53/35	58/15
7. The extensive committee structure in Lee County School District ensures adequate input from teachers and staff on most important decisions.	56/21	66/22	21/44
8. Lee County School District has too many committees.	56/20	66/16	49/7
9. Lee County School District has too many layers of administrators.	21/62	12/68	72/8
10. Most Lee County School District administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	61/19	62/26	42/26
11. Central Office Administrators are responsive to school needs.	62/23	72/12	18/43
12. Central Office Administrators provide quality service to schools.	67/14	68/10	18/37

¹Percent responding *Agree* or *Strongly Agree*/Percent responding *Disagree* or *Strongly Disagree*

Small percentages of teachers (18 percent) state that central office administrators are responsive to school needs or that they provide quality service to schools (18 percent). Administrators (62 and 67 percent) and principals (72 and 68 percent) rate these areas much higher.

Exhibit 3-7 lists the responses given to Part G of the surveys. In almost all areas, there is some type of disagreement between the three groups of respondents. Teachers tend to provide the least favorable responses.

The principals disagree with the administrators on four different district programs or functions. Principals give higher *needs some or major improvement* responses in the areas of *strategic planning, curriculum planning, plant maintenance, facilities planning, and pupil transportation*.

The administrators and teachers do not agree in their assessment of the district's programs and functions. In most cases, the teachers provide much higher needs improvement ratings. However, there is one area whereby the administrators provide much higher needs improvement ratings: *personnel evaluation*.

When comparing the principals and the teachers, there are differences of opinions on many programs and functions. In most cases where there are noticeable differences, the teachers tend to be more negative in their assessments. However, there are three areas where this not true: *data processing, plant maintenance, and facilities planning*.

Exhibit 3-8 details the various responses to Part H of the surveys. Nearly all groups of respondents surveyed indicate that the Lee County School District is at least above average in efficiency with the principals providing the highest efficiency ratings. When asked how the operational efficiency could be improved, two groups have the same top choices. *Privatizing some support services* is the most frequent response among administrators (42 percent) and principals (51 percent). The second most popular choice for principals and administrators is *taking advantage of more regional services* chosen by 35 percent of the principals and 27 percent of the administrators. The most popular choice of teachers, *reducing the number of administrators* is chosen by 57 percent of the teachers, but only nine percent of the administrators and none of the principals.

**EXHIBIT 3-7
COMPARISON SURVEY RESPONSES
WITHIN LEE COUNTY SCHOOL DISTRICT**

PART G: DISTRICT/PROGRAM FUNCTION	% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT	% ADEQUATE ¹ +	
		ADMINISTRATORS	PRINCIPALS
a. Budgeting	32/64	41/59	64/16
b. Strategic planning	42/44	55/31	51/18
c. Curriculum planning	46/50	59/41	61/33
d. Financial management and accounting	29/63	22/77	50/22
e. Community relations	37/57	37/63	54/38
f. Program evaluation, research, and assessment	41/47	30/68	43/37
g. Instructional technology	25/70	47/53	38/59
h. Pupil accounting	17/65	16/78	32/43
i. Instructional coordination/supervision	40/49	38/60	44/43
j. Instructional support	34/56	43/57	50/44
k. Federal Program (e.g., Title I, Special Education) coordination	26/56	41/55	38/39
l. Personnel recruitment	26/62	20/78	28/35
m. Personnel selection	35/60	29/71	37/37
n. Personnel evaluation	51/44	45/55	42/46
o. Staff development	9/91	8/92	20/76
p. Data processing	25/66	47/51	17/49
q. Purchasing	20/70	26/75	30/35
r. Law enforcement/security	29/58	40/52	40/45
s. Plant maintenance	36/58	50/50	38/47
t. Facilities planning	33/58	52/46	39/33
u. Pupil transportation	40/52	67/33	55/32
v. Food service	16/75	33/67	39/50
w. Custodial services	25/70	29/69	35/59
x. Risk management	17/79	12/88	26/62
y. Administrative technology	20/76	30/64	19/49

¹Percent responding *Needs Some Improvement* or *Needs Major Improvement* / Percent responding *Adequate* or *Outstanding*

**EXHIBIT 3-8
COMPARISON SURVEY RESPONSES
WITHIN LEE COUNTY SCHOOL DISTRICT**

PART H: OPERATIONS	ADMINISTRATORS (%)	PRINCIPALS (%)	TEACHERS (%)
1. The overall operation of the Lee County School District is:			
Highly efficient	10	14	2
Above average in efficiency	70	77	49
Less efficient than most other school districts	10	8	33
2. The operational efficiency of the Lee County School District could be improved by:			
Offering fewer programs	23	24	11
Increasing some class sizes	7	4	2
Increasing teacher workload	3	0	0
Reducing the number of administrators	9	0	57
Reducing the number of support staff	5	0	9
Privatizing some support services	42	51	34
Joining with other districts to provide joint services (e.g., transportation, purchasing, maintenance, etc.)	19	20	19
Taking advantage of more regional services	27	35	22
Reducing the number of facilities operated by the district	9	2	8
Other	26	41	30

3.5 Comparison of Lee County School District Responses to Other School Districts

This section analyzes the responses of Lee County School District administrators, principals, and teachers to similar groups in other school districts around the United States. In these previous studies, principals were not analyzed separately from district-level administrators. Therefore, in order to make meaningful comparisons, responses from Lee County administrators and principals have been combined. Lee County administrators and teachers' responses are compared separately to teachers responses from the previous studies.

Parts A through C compare Lee County administrator and teacher responses to responses from the following school districts: Alachua County, Florida; Austin, Texas;

Brownsville, Texas; Calhoun, Texas; Dallas, Texas; Fairfax, Virginia; Grand Prairie, Texas; Jefferson County, Colorado; La Joya, Texas; McAllen, Texas; Midland, Texas; Pharr-San Juan-Alamo, Texas; Poudre, Texas; St. Mary's County, Maryland; San Angelo, Texas; San Diego, California; Seguin, Texas; Sherman, Texas; United, Texas; and Waco, Texas.

Parts D through G compare Lee County School District responses to responses from the following school districts: Alachua County, Florida; Fairfax, Virginia; Grand Prairie, Texas; Jefferson County, Colorado; St. Mary's County, Maryland; San Diego, California; Seguin, Texas; and United, Texas. Part H of the survey, is not compared to the other districts as that portion of the survey is modified frequently to fit unique characteristics of the various districts surveyed.

Exhibits 3-9 through 3-15 present comparisons between administrators in Lee County and administrators in those districts noted above. Exhibits 3-16 through 3-22 present comparisons between Lee County teachers and the teachers in the comparison districts.

3.5.1 Administrator Comparisons of Lee County School District Responses to Other School Districts

Exhibit 3-9 compares Lee County administrators (district-level administrators and principals) responses with administrator responses in all the other school districts for Part A of the surveys. The responses are more favorable for Lee County School District concerning the overall quality of education with 90 percent grading it as good or excellent while only 87 percent in other districts rate it as high. However, Lee County School District administrators (69 percent) indicate that the quality is improving at a lower percentage than the other districts (73 percent). The grades given to the various groups of employees are almost identical, with Lee County School District giving slightly higher grades to the teachers and school administrators and slightly lower grades to district-level administrators.

As shown on Exhibit 3-10, in all cases except three, Lee County administrators largely agree with administrators in other districts. The other district administrators (56 percent) state that the schools do not have sufficient space and facilities to support the instructional programs more than the Lee County administrators (44 percent). While both Lee County administrators and those of other districts are not in strong agreement that site-based planning has been implemented effectively, Lee County administrators are in greater disagreement (41 percent) than the other district administrators (25 percent). Lastly, more Lee County administrators (33 percent) state that parents do not play an active role in decision making in the schools than do the administrators in other districts (21 percent).

**EXHIBIT 3-9
COMPARISON SURVEY RESPONSES
LEE COUNTY SCHOOL DISTRICT ADMINISTRATORS AND ADMINISTRATORS IN
OTHER DISTRICTS ^{1,2}**

PART A OF SURVEY	LEE COUNTY SCHOOL DISTRICT (%)	OTHER DISTRICTS (%)
1. Overall quality of public education in the district is: Good or excellent Fair or Poor	90 10	87 12
2. Overall quality of education in the district is: Improving Staying the Same Getting Worse Don't Know	69 22 8 1	73 19 6 1
3. Grade given to district teachers: Above Average (A or B) Below Average (D or F)	87 0	86 1
4. Grade given to school administrators: Above Average (A or B) Below Average (D or F)	88 1	86 2
5. Grade given to district administrators: Above Average (A or B) Below Average (D or F)	67 5	68 9

¹ For comparison purposes, Administrators and Principals in some of the other districts were combined in order to benchmark against a similar grouping in Lee County School District.

² Other districts include Alachua, Austin, Brownsville, Calhoun, Dallas, Fairfax, Grand Prairie, Jefferson, La Joya, McAllen, Midland, Pharr-San Juan-Alamo, Poudre, St. Mary's, San Angelo, San Diego, Seguin, Sherman, United, and Waco.

**EXHIBIT 3-10
COMPARISON SURVEY RESPONSES
LEE COUNTY SCHOOL DISTRICT ADMINISTRATORS AND ADMINISTRATORS IN
OTHER DISTRICTS ^{1,2}**

PART B	(% A + SA)/(% D + SD) ³	
	LEE COUNTY SCHOOL DISTRICT	OTHER DISTRICTS ²
1. The emphasis on learning in the district has increased in recent years.	87/5	86/6
2. District schools are safe and secure from crime.	67/15	67/15
3. Our schools do not effectively handle misbehavior problems.	18/66	17/69
4. Our schools have sufficient space and facilities to support the instructional programs.	47/44	32/56
5. Our schools do not have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	17/76	16/73
6. Our schools can be described as "good places to learn."	93/1	90/2
7. There is administrative support for controlling student behavior in our schools.	81/10	85/7
8. Most students in our schools are motivated to learn.	68/18	72/14
9. Lessons are organized to meet students' needs.	68/17	72/11
10. The curriculum is broad and challenging for most students.	78/11	72/14
11. There is little a teacher can do to overcome education problems due to a student's home life.	19/66	15/73
12. Teachers in our schools know the material they teach.	88/6	86/4
13. Teachers in our schools care about students' needs.	92/3	89/3
14. Teachers expect students to do their very best.	84/6	84/5
15. Principals and assistant principals in our schools care about students' needs.	94/1	94/3
16. In general, parents do not take responsibility for their children's behavior in our schools.	38/44	30/54
17. Parents in this district are satisfied with the education their children are receiving.	69/13	68/9
18. Most parents really don't seem to know what goes on in our schools.	48/29	40/39
19. Parents play an active role in decision making in my school.	43/33	52/21
20. This community really cares about its children's education.	76/7	74/11
21. Taxpayer dollars are being used wisely to support public education in the district.	64/20	69/16
22. Sufficient student services are provided in the district.	56/36	55/35
23. Site-based planning has been implemented effectively in the district.	29/41	51/25

¹ For comparison purposes, administrators and principals in some other districts were combined in order to benchmark against a similar grouping in Lee County School District.

² Other districts include Alachua, Austin, Brownsville, Calhoun, Dallas, Fairfax, Grand Prairie, Jefferson, La Joya, McAllen, Midland, Pharr-San Juan-Alamo, Poudre, St. Mary's, San Angelo, San Diego, Seguin, Sherman, United, and Waco.

³ Percent responding *Agree* or *Strongly Agree*/Percent responding *Disagree* or *Strongly Disagree*.

Exhibit 3-11 details the responses given by Lee County administrators and those in other districts for Part C of the surveys. There is greater disparity among the responses in this section. Lee County School District administrators differ with those in other districts on 14 questions.

Responses vary among the administrators concerning the school board. Lee County School District administrators give more (77 percent) *fair* or *poor* ratings than do other districts (60 percent) when rating the school board members' knowledge of the operations in the district. Similarly, higher negative ratings (68 percent compared to 54 percent) are given by Lee County administrators concerning their work at setting or revising policies for the district.

The Lee County administrators are pleased with the performance of the superintendent's work as the instructional leader of the district. They give positive ratings (87 percent) than do the other administrators (66 percent) and lower negative ratings (13 to 32 percent). Almost identical figures are provided concerning the school superintendent's work as chief administrator of the district.

While both groups of administrators are not positive in their responses concerning parents efforts at helping their children do better in school, there are differences in the two groups of respondents. Twenty-six (26) percent of Lee County administrators rate this area as *good* or *excellent* while 37 percent of the administrators in other districts rate likewise. Similar responses are provided concerning parents' participation in school activities and organizations. Seventeen (17) percent of Lee County administrators rate it as *good* or *excellent*, while 33 percent of other administrators rate it so. Negative ratings also differ in this area as Lee County administrators give negative ratings of 74 percent and other administrators give *fair* or *poor* ratings of 63 percent.

The Lee County administrators (86 percent) rate the condition of their schools much higher than do administrators in other school districts (65 percent). There are also slight differences concerning how well relations are maintained with various groups in the community. Thirty-seven (37) percent of administrators from other districts rate this area as only *fair* or *poor*, while only 23 percent of Lee County School administrators do.

The attitudes of teachers are rated lower by Lee County administrators (45 percent *good* or *excellent*) than administrators in other districts (62 percent). Similarly, the amount of time that is spent by students on task learning in the classroom is viewed less positively by Lee County administrators (56 to 70 percent *good* or *excellent*).

Lee County administrators are more favorable towards the opportunities provided by the district to improve the skills of its employees. Eighty-eight (88) percent state that the opportunities provided to the teachers are *good* or *excellent* and 84 percent indicate the same concerning school administrators. The administrators from other districts rate these areas at 61 and 57 percent, respectively.

**EXHIBIT 3-11
COMPARISON SURVEY RESPONSES
LEE COUNTY SCHOOL DISTRICT ADMINISTRATORS AND ADMINISTRATORS IN
OTHER DISTRICTS ^{1,2}**

PART C	(% G + E) / (% F + P) ³	
	LEE COUNTY SCHOOL DISTRICT	OTHER DISTRICTS ²
1. School board members' knowledge of the educational needs of students in the district.	24/74	31/64
2. School board members' knowledge of operations in the district.	21/77	35/60
3. School board members' work at setting or revising policies for the district.	31/68	41/54
4. The district school superintendent's work as the instructional leader of the district.	87/13	66/32
5. The district school superintendent's work as the chief administrator (manager) of the district.	82/18	70/28
6. Principals work as the instructional leaders of their schools.	87/12	85/13
7. Principals work as the managers of the staff and teachers.	88/11	88/9
8. Teachers' work in meeting students' individual learning needs.	75/20	74/23
9. Teachers' work in communicating with parents.	54/37	62/34
10. Teachers' attitudes about their jobs.	45/49	62/35
11. Students' ability to learn.	78/17	80/16
12. The amount of time students spend on task learning in the classroom.	56/32	70/24
13. Parents' efforts in helping their children to do better in school.	26/65	37/58
14. Parents' participation in school activities and organizations.	17/74	33/63
15. How well students' test results are explained to parents.	38/52	43/51
16. The condition in which district schools are kept.	86/14	65/34
17. How well relations are maintained with various groups in the community.	74/23	59/37
18. The opportunities provided by the district to improve the skills of teachers.	88/11	61/37
19. The opportunity provided by the district to improve the skills of school administrators.	84/15	57/40
20. The district's job of providing adequate instructional technology.	85/14	49/48
21. The district's use of technology for administrative purposes.	83/17	49/47

¹ For comparison purposes, administrators and principals in some other districts were combined in order to benchmark against a similar grouping in Lee County School District.

² Other Districts include Alachua, Austin, Brownsville, Calhoun, Dallas, Fairfax, Grand Prairie, Jefferson, La Joya, McAllen, Midland, Pharr-San Juan-Alamo, Poudre, St. Mary's, San Angelo, San Diego, Seguin, Sherman, United, and Waco.

³ Percent responding *Good* or *Excellent* / Percent responding *Adequate* or *Outstanding*.

The final question on which there is disagreement concerns the district's job of providing adequate technology. An overwhelming majority (85 percent) of the Lee County School District administrators state that their district is doing a *good* or *excellent* job, while only 49 percent of administrators in other school districts relate that their districts are doing a *good* or *excellent* job. Similarly, 83 percent of Lee County School District administrators give positive ratings concerning the district's use of technology for administrative purposes compared to just 49 percent of administrators in other districts.

Exhibit 3-12 represents the comparison of responses to Part D of the survey, which covers the work environment. There are six questions where there are significant differences.

The first question where there is disagreement involves discipline of teachers. Lee County administrators *agree* or *strongly agree* in smaller percentages (18 percent) than do administrators in other districts (36 percent) that teachers who do not meet expected work standards are disciplined. Similar responses are derived concerning staff discipline. Also, more Lee County School District administrators (85 to 69 percent) are in disagreement that teacher promotions and pay increases are based upon individual performance and that staff promotions and pay increases are based upon individual performance (77 to 64 percent).

More Lee County administrators (85 percent) than other district administrators (68 percent) are in agreement that they have adequate facilities in which to conduct their work. Similarly, they are more positive concerning the adequacy of equipment and computer support (85 to 63 percent).

**EXHIBIT 3-12
COMPARISON SURVEY RESPONSES
LEE COUNTY SCHOOL DISTRICT ADMINISTRATORS AND ADMINISTRATORS IN
OTHER DISTRICTS ^{1,2}**

PART D: WORK ENVIRONMENT	(% A + SA) / (% D + SD) ³	
	LEE COUNTY SCHOOL DISTRICT	OTHER DISTRICTS
1. I find the district to be an exciting, challenging place to work.	86/7	83/6
2. The work standards and expectations in the district are equal to or above those of most other school districts.	80/1	83/5
3. District officials enforce high work standards.	81/7	77/9
4. Most district teachers enforce high student learning standards.	77/5	74/7
5. District teachers and administrators have excellent working relationships.	60/15	61/14
6. <u>Teachers</u> who do not meet expected work standards are disciplined.	18/47	36/33
7. <u>Staff</u> who do not meet expected work standards are disciplined.	35/37	49/23
8. <u>Teacher</u> promotions and pay increases are based upon individual performance.	4/85	11/69
9. <u>Staff</u> promotions and pay increases are based upon individual productivity.	11/77	16/64
10. I feel that I have the authority to adequately perform my job responsibilities.	82/14	79/13
11. I have adequate facilities in which to conduct my work.	85/11	68/24
12. I have adequate equipment and computer support to conduct my work.	85/12	63/29
13. The workloads are equitably distributed among teachers and staff members.	49/27	49/25
14. No one knows or cares about the amount or quality of work that I perform.	19/68	19/66
15. Workload is evenly distributed.	41/41	38/38
16. The failure of district officials to enforce high work standards results in poor quality work.	20/61	19/57
17. I often observe other teachers and/or staff socializing rather than working while on the job.	13/74	11/68

¹ For comparison purposes, administrators and principals in some other districts were combined in order to benchmark against a similar grouping in Lee County School District.

² Other districts include Alachua, Fairfax, Grand Prairie, Jefferson, St. Mary's, San Diego, Seguin, and United.

³ Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*.

Exhibit 3-13 compares the responses concerning job satisfaction which are found on Part E of the survey. Responses are very similar between the Lee County administrators and the administrators in the comparison school districts. There are no questions that found disparity by greater than 10 percentage points between the two groups of respondents.

**EXHIBIT 3-13
COMPARISON SURVEY RESPONSES
LEE COUNTY SCHOOL DISTRICT ADMINISTRATORS AND ADMINISTRATORS IN
OTHER DISTRICTS^{1,2}**

PART E: JOB SATISFACTION	(% A + SA) / (% D + SD)³	
	LEE COUNTY SCHOOL DISTRICT	OTHER DISTRICTS
1. I am very satisfied with my job in the district.	79/11	82/8
2. I plan to make a career in the district.	89/3	81/3
3. I am actively looking for a job outside the district.	5/81	8/79
4. Salary levels are competitive (with other school districts).	42/44	49/37
5. My work is appreciated by my supervisor(s).	77/14	69/16
6. I am an integral part of the district team.	75/9	72/14
7. There is no future for me in the district.	9/79	7/79
8. My salary level is adequate for my level of work and experience.	35/55	37/50
9. I enjoy working in a culturally diverse environment.	95/2	91/2

¹ For comparison purposes, Administrators and Principals in some other districts were combined in order to benchmark against a similar grouping in Lee County School District.

² Other districts include Alachua, Fairfax, Grand Prairie, Jefferson, St. Mary's, San Diego, Seguin, and United.

³ Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*.

The response comparisons to Part F of the survey which covers the administrative structures and practices of the school district are found on Exhibit 3-14. The results vary on just one question between the Lee County administrators and the administrators in other districts. Fifty-nine (59) percent of Lee County administrators indicate that the district has too many committees while only 41 percent of the administrators from the other districts indicate the same.

**EXHIBIT 3-14
COMPARISON SURVEY RESPONSES
LEE COUNTY SCHOOL DISTRICT ADMINISTRATORS AND ADMINISTRATORS IN
OTHER DISTRICTS^{1,2}**

PART F: ADMINISTRATIVE STRUCTURE/PRACTICES	(% A + SA) / (% D + SD) ³	
	LEE COUNTY SCHOOL DISTRICT	OTHER DISTRICTS
1. Most administrative practices in the district are effective and efficient.	62/15	60/20
2. Administrative decisions are made quickly and decisively.	41/34	46/30
3. District administrators are easily accessible and open to input.	65/19	65/21
4. Authority for administrative decisions are delegated to the lowest possible level.	31/45	33/37
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	70/15	65/12
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	46/35	40/33
7. The extensive committee structure in the district ensures adequate input from teachers and staff on most important decisions.	59/21	58/17
8. The district has too many committees.	59/19	41/31
9. The district has too many layers of administrators.	18/64	12/66
10. Most administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	61/21	58/24
11. Central Office Administrators are responsive to school needs.	65/19	67/16
12. Central Office Administrators provide quality service to schools.	67/13	67/13

¹ For comparison purposes, Administrators and Principals in some other districts were combined in order to benchmark against a similar grouping in Lee County School District.

² Other districts include Alachua, Fairfax, Grand Prairie, Jefferson, St. Mary's, San Diego, Seguin, and United.

³ Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*.

Exhibit 3-15 shows the comparisons between the two groups concerning district programs and functions which are found in Part G of the survey. There are 11 program areas in which the respondents differ.

There is only one instance in which Lee County administrators indicate that a program needs improvement significantly higher than the administrators in other districts: *pupil transportation* - 49 to 29 percent.

There are several areas that the Lee County administrators rate as *adequate* or *outstanding* with a higher percentage than do the administrators in other school districts. These programs are as follows:

- Instructional technology (64 to 41 percent *adequate* or *outstanding*)
- Pupil accounting (69 to 53 percent)
- Personnel recruitment (67 to 47 percent)
- Personnel selection (63 to 51 percent)
- Staff development (91 to 50 percent)
- Data processing (61 to 48 percent)
- Purchasing (71 to 53 percent)
- Custodial services (69 to 57 percent)
- Risk management (82 to 61 percent)

There is one program area in which administrators in other districts have higher percentage of *adequate* or *outstanding* responses: *pupil transportation* - 61 to 45 percent.

**EXHIBIT 3-15
COMPARISON SURVEY RESPONSES
LEE COUNTY SCHOOL DISTRICT ADMINISTRATORS AND ADMINISTRATORS IN
OTHER DISTRICTS ^{1,2}**

PART G: DISTRICT/PROGRAM FUNCTION	% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT / % ADEQUATE ³ + OUTSTANDING	
	LEE COUNTY SCHOOL DISTRICT	OTHER DISTRICTS
a. Budgeting	35/62	39/58
b. Strategic planning	46/40	44/39
c. Curriculum planning	50/47	49/47
d. Financial management and accounting	26/68	34/58
e. Community relations	37/59	36/57
f. Program evaluation, research, and assessment	38/54	44/52
g. Instructional technology	33/64	55/41
h. Pupil accounting	17/69	33/53
i. Instructional coordination/supervision	40/52	35/55
j. Instructional support	37/57	47/49
k. Federal program (e.g., Chapter I, Special Education) coordination	31/55	39/45
l. Personnel recruitment	24/67	40/47
m. Personnel selection	33/63	39/51
n. Personnel evaluation	49/48	46/48
o. Staff development	9/91	47/50
p. Data processing	33/61	37/48
q. Purchasing	22/71	35/53
r. Law enforcement/security	32/56	36/54
s. Plant maintenance	41/55	43/55
t. Facilities planning	40/54	40/55
u. Pupil transportation	49/45	29/61
v. Food service	22/72	34/64
w. Custodial services	27/69	38/57
x. Risk management	15/82	28/61
y. Administrative technology	24/72	N/A

¹ For comparison purposes, administrators and principals in some other districts were combined in order to benchmark against a similar grouping in Lee County School District.

² Other districts includes Alachua, Fairfax, Grand Prairie, Jefferson, St. Mary's, San Diego, Seguin, and United.

³ Percent responding *Needs Some Improvement* or *Needs Major Improvement* / Percent responding *Adequate* or *Outstanding*.

3.5.2 Teacher Comparisons of Lee County School District Responses to Other School Districts

Exhibit 3-16 lists the responses Lee County teachers and teachers in other districts give to Part A of the surveys. Fewer Lee County teachers (49 percent) state that the overall quality of education is improving than do teachers (53 percent) in the comparison school districts. Similar grades are given to each employment group except for the district administrators where only 26 percent of Lee County teachers grade them with an *A* or *B*, but 40 percent of teachers in other school districts do.

**EXHIBIT 3-16
COMPARISON SURVEY RESPONSES
LEE COUNTY SCHOOL DISTRICT TEACHERS AND TEACHERS IN OTHER
DISTRICTS ¹**

PART A OF SURVEY	LEE COUNTY SCHOOL DISTRICT (%)	OTHER DISTRICTS (%)
1. Overall quality of public education in the district is:		
Good or excellent	74	70
Fair or Poor	25	26
2. Overall quality of education in the district is:		
Improving	49	53
Staying the Same	30	25
Getting Worse	17	17
Don't Know	4	5
3. Grade given to teachers:		
Above Average (A or B)	85	84
Below Average (D or F)	1	1
4. Grade given to school administrators:		
Above Average (A or B)	58	61
Below Average (D or F)	13	11
5. Grade given to district administrators:		
Above Average (A or B)	26	40
Below Average (D or F)	30	24

¹ Other districts include Alachua, Austin, Brownsville, Calhoun, Dallas, Fairfax, Grand Prairie, Jefferson, La Joya, McAllen, Midland, Pharr-San Juan-Alamo, Poudre, St. Mary's, San Angelo, San Diego, Seguin, Sherman, United, and Waco.

Exhibit 3-17 lists the responses and comparisons to Part B of the survey. There are three questions in which there is disparity between Lee County School District teachers and teachers in comparison districts.

Fewer Lee County teachers (43 percent) are in disagreement that the schools do not have adequate materials and supplies than teachers in other districts (55 percent). Lee County School District teachers are in less agreement (19 percent) than other teachers (39 percent) that taxpayers dollars are used wisely to support education. Similarly, Lee County teachers (20 percent) agree to a lesser extent that site-based management has been implemented effectively in the district as compared to teachers in other school districts (38 percent).

Exhibit 3-18 lists the comparisons to Part C of the teacher surveys. There are five statements in which there are differences in the responses between Lee County School District teachers and other districts' teachers. In most statements with disagreement, the responses for the other districts tend to be more negative than the responses provided by Lee County teachers. The exception to this is the statement concerning the school board members' work at setting or revising policies for the district. Lee County School District teachers provide higher negative ratings (74 to 58 percent).

There are two questions relating to opportunities provided by the district to improve employees skills where there are differences. Higher percentages of Lee County teachers (79 percent) than other districts' teachers (55 percent) rate highly the district's job in this area for teachers and 46 percent of Lee County teachers compared to 34 percent of teachers in comparison districts rate this area highly for administrators. Similarly, more Lee County teachers (69 percent) provide positive responses concerning the district's job of providing adequate instructional technology compared to 43 percent in other districts. Similarly, the Lee County teachers ranked more highly the district's use of technology for administrative purpose (64 to 44 percent).

Exhibit 3-19, which contains the comparisons to Part D of the surveys, finds differences of opinions between the teachers in their responses concerning the work environment on two responses.

A higher percentage of Lee County School District teachers (83 percent) than teachers in other school districts (69 percent) disagree that teacher promotions and pay increases are based upon individual performance. However, more Lee County teachers (65 to 47 percent) state that they have adequate equipment and computer support to do their work.

**EXHIBIT 3-17
COMPARISON SURVEY RESPONSES
LEE COUNTY SCHOOL DISTRICT TEACHERS AND TEACHERS IN OTHER
DISTRICTS ¹**

PART B	(% A + SA)/(% D + SD) ²	
	LEE COUNTY SCHOOL DISTRICT	OTHER DISTRICTS
1. The emphasis on learning in district has increased in recent years.	67/17	67/14
2. District schools are safe and secure from crime.	44/33	36/41
3. Our schools do not effectively handle misbehavior problems.	56/31	53/32
4. Our schools have sufficient space and facilities to support the instructional programs.	28/64	31/59
5. Our schools do not have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	39/43	29/55
6. Our schools can be described as "good places to learn."	76/10	70/13
7. There is administrative support for controlling student behavior in our schools.	55/32	49/35
8. Most students in our schools are motivated to learn.	52/32	51/33
9. Lessons are organized to meet students' needs.	78/8	77/10
10. The curriculum is broad and challenging for most students.	70/12	70/15
11. There is little a teacher can do to overcome education problems due to a student's home life.	37/47	36/47
12. Teachers in our schools know the material they teach.	92/2	87/4
13. Teachers in our schools care about students' needs.	91/3	89/3
14. Teachers expect students to do their very best.	84/6	86/6
15. Principals and assistant principals in our schools care about students' needs.	82/9	81/7
16. In general, parents do not take responsibility for their children's behavior in our schools.	55/23	60/22
17. Parents in this district are satisfied with the education their children are receiving.	43/19	46/17
18. Most parents really don't seem to know what goes on in our schools.	64/16	61/22
19. Parents play an active role in decision making in my school.	33/40	37/39
20. This community really cares about its children's education.	49/28	53/23
21. Taxpayer dollars are being used wisely to support public education in district.	19/58	39/39
22. Sufficient student services are provided in the district.	55/33	54/34
23. Site-based management has been implemented effectively in the district	20/36	38/37

¹ Other districts include Alachua, Austin, Brownsville, Calhoun, Dallas, Fairfax, Grand Prairie, Jefferson, La Joya, McAllen, Midland, Pharr-San Juan-Alamo, Poudre, St. Mary's, San Angelo, San Diego, Seguin, Sherman, United, and Waco.

² Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*

**EXHIBIT 3-18
COMPARISON SURVEY RESPONSES
LEE COUNTY SCHOOL DISTRICT TEACHERS AND TEACHERS IN OTHER
DISTRICTS ¹**

PART C	(%G+ E) / (%F + P) ²	
	LEE COUNTY SCHOOL DISTRICT	OTHER DISTRICTS
1. School board members' knowledge of the educational needs of students in the district.	19/75	25/66
2. School board members' knowledge of operations in the district.	28/64	29/58
3. School board members' work at setting or revising policies for the district.	21/74	29/58
4. The district school superintendent's work as the instructional leader of the district.	47/50	39/50
5. The district school superintendent's work as the chief administrator (manager) of the district.	45/50	44/45
6. Principals work as the instructional leaders of their schools.	64/35	61/37
7. Principals work as the managers of the staff and teachers.	69/30	64/34
8. Teachers' work in meeting students' individual learning needs.	83/17	78/21
9. Teachers' work in communicating with parents.	74/24	70/28
10. Teachers' attitudes about their jobs.	44/56	50/48
11. Students' ability to learn.	59/40	62/37
12. The amount of time students spend on task learning in the classroom.	55/42	62/35
13. Parents' efforts in helping their children to do better in school.	15/81	19/78
14. Parents' participation in school activities and organizations.	15/84	21/77
15. How well students' test results are explained to parents.	42/49	34/55
16. The condition in which district schools are kept.	65/34	55/44
17. How well relations are maintained with various groups in the community.	46/43	44/43
18. The opportunities provided by the district to improve the skills of teachers.	79/22	55/44
19. The opportunity provided by the district to improve the skills of school administrators.	46/20	34/28
20. The district's job of providing adequate instructional technology.	69/30	43/52
21. The district's use of technology for administrative purposes.	64/19	44/27

¹ Other districts include Alachua, Austin, Brownsville, Calhoun, Dallas, Fairfax, Grand Prairie, Jefferson, La Joya, McAllen, Midland, Pharr-San Juan-Alamo, Poudre, St. Mary's, San Angelo, San Diego, Seguin, Sherman, United, and Waco.

² Percent responding *Good* or *Excellent* / Percent responding *Fair* or *Poor*

EXHIBIT 3-19
COMPARISON SURVEY RESPONSES
LEE COUNTY SCHOOL DISTRICT TEACHERS AND TEACHERS IN OTHER
DISTRICTS ¹

PART D: WORK ENVIRONMENT	(% A + SA) / (% D + SD) ²	
	LEE COUNTY SCHOOL DISTRICT	OTHER DISTRICTS
1. I find the district to be an exciting, challenging place to work.	65/10	72/9
2. The work standards and expectations in the district are equal to or above those of most other school districts.	56/11	65/11
3. District officials enforce high work standards.	54/16	60/16
4. Most district teachers enforce high student learning standards.	77/11	75/8
5. District teachers and administrators have excellent working relationships.	34/35	39/31
6. <u>Teachers</u> who do not meet expected work standards are disciplined.	22/41	23/41
7. <u>Staff</u> who do not meet expected work standards are disciplined.	24/33	25/31
8. <u>Teacher</u> promotions and pay increases are based upon individual performance.	3/83	9/69
9. <u>Staff</u> promotions and pay increases are based upon individual productivity.	6/59	9/47
10. I feel that I have the authority to adequately perform my job responsibilities.	80/12	80/12
11. I have adequate facilities in which to do my work.	74/19	65/26
12. I have adequate equipment and computer support to do my work.	65/24	47/41
13. The workloads are equitably distributed among teachers and among staff members.	43/38	40/44
14. No one knows or cares about the amount or quality of work that I perform.	23/62	26/52
15. Workload is evenly distributed.	33/43	34/46
16. The failure of district officials to enforce high work standards results in poor quality work.	23/39	28/40
17. I often observe other teachers and/or staff socializing rather than working while on the job.	14/67	18/64

¹ Other districts include Alachua, Fairfax, Grand Prairie, Jefferson, St. Mary's, San Diego, Seguin, and United.

² Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*

Exhibit 3-20 lists the responses and comparisons to Part E, the job satisfaction portion of the survey. There are two statements that provide significant differences of opinion and they both concern salaries.

**EXHIBIT 3-20
COMPARISON SURVEY RESPONSES
LEE COUNTY SCHOOL DISTRICT TEACHERS AND TEACHERS IN OTHER
DISTRICTS ¹**

PART E: JOB SATISFACTION	(% A + SA) / (% D + SD) ²	
	LEE COUNTY SCHOOL DISTRICT	OTHER DISTRICTS
1. I am very satisfied with my job in the district.	73/15	73/12
2. I plan to make a career in the district.	81/7	72/9
3. I am actively looking for a job outside the district.	10/76	9/76
4. Salary levels are competitive (with other school districts).	16/69	50/34
5. My supervisor(s) appreciates my work.	65/21	65/19
6. I am an integral part of the district team.	51/24	61/17
7. There is no future for me in the district.	10/71	8/73
8. My salary level is adequate for my level of work and experience.	12/79	38/47
9. I enjoy working in a culturally diverse environment.	83/4	88/3

¹ Other districts include Alachua, Fairfax, Grand Prairie, Jefferson, St. Mary's, San Diego, Seguin, and United.

² Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*

Teachers in the Lee County School District are more inclined to state that salary levels are not competitive with other school districts. Sixty-nine (69) percent state that they are not competitive and 16 percent indicate that they are. Teachers in other districts are more pleased with their salaries as 50 percent indicate they are competitive and 34 percent state that they are not. Likewise, teachers in Lee County *agree* or *strongly agree* less (12 percent) that their salary level is adequate for their level of work and experience than do the teachers in other districts (38 percent). Lee County teachers also disagree to a higher level with the statement, 79 percent to 47 percent.

The responses and comparisons to Part F of the survey are found on Exhibit 3-21. In comparing the administrative structures and practices of their respective districts, there are four statements that find a significant difference of opinion. Fewer Lee County teachers (21 percent) state that the extensive committee structure ensures adequate input from teachers and staff on most important decisions than the other districts' teachers (32 percent). Also, more Lee County teachers (72 percent) indicate that the district has too many layers of administrators than other teachers (60 percent).

**EXHIBIT 3-21
COMPARISON SURVEY RESPONSES
LEE COUNTY SCHOOL DISTRICT TEACHERS AND TEACHERS IN OTHER
DISTRICTS ¹**

PART F: ADMINISTRATIVE STRUCTURE/PRACTICES	(% A + SA) / (% D + SD) ²	
	LEE COUNTY SCHOOL DISTRICT	OTHER DISTRICTS
1. Most administrative practices in the district are effective and efficient.	28/42	29/35
2. Administrative decisions are made quickly and decisively.	28/41	27/37
3. District administrators are easily accessible and open to input.	31/42	38/35
4. Authority for administrative decisions are delegated to the lowest possible level.	15/31	17/32
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	56/32	49/31
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	58/15	50/17
7. The extensive committee structure in the district ensures adequate input from teachers and staff on most important decisions.	21/44	32/38
8. The district has too many committees.	49/7	55/15
9. The district has too many layers of administrators.	72/8	60/18
10. Most administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	42/26	34/31
11. Central Office Administrators are responsive to school needs.	18/43	10/58
12. Central Office Administrators provide quality service to schools.	18/37	13/51

¹ Other districts include Alachua, Fairfax, Grand Prairie, Jefferson, St. Mary's, San Diego, Seguin, and United.

² Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*

Lee County School District teachers disagree to a lesser extent on their satisfaction with central office administrators. Fewer Lee County teachers (43 percent) disagree that central office administrators are responsive to school needs than those from other districts (58 percent). Likewise, fewer Lee County teachers (37 percent) than teachers in comparison school districts (51 percent) disagree that central office administrators provide quality service to schools.

Exhibit 3-22 lists the responses and comparisons to Part G of the teacher surveys. There is significant differences of opinion on seven district program and function areas.

Higher *needs improvement* percentages by the other districts are indicated in two program areas:

- Instructional technology (52 to 38 percent *needs some or major improvement*)
- Staff development (45 to 20 percent)

In addition there are three program areas in which Lee County teachers provide higher *needs some or major improvement* responses:

- Strategic planning (51 to 40 percent *needs some or major improvement*)
- Community relations (54 to 41 percent)
- Pupil transportation (55 to 29 percent)

Lastly, there are four program areas in which Lee County teachers provide higher *adequate or outstanding* responses:

- Instructional technology (59 to 34 percent *adequate or outstanding*)
- Staff development (76 to 46 percent)
- Data processing (49 to 32 percent)
- Risk management (62 to 35 percent)

**EXHIBIT 3-22
COMPARISON SURVEY RESPONSES
LEE COUNTY SCHOOL DISTRICT TEACHERS AND TEACHERS IN OTHER
DISTRICTS ¹**

PART G: DISTRICT/PROGRAM FUNCTION	% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT / % ADEQUATE ² + OUTSTANDING	
	LEE COUNTY SCHOOL DISTRICT	OTHER DISTRICTS
a. Budgeting	64/16	55/23
b. Strategic planning	51/18	40/25
c. Curriculum planning	61/33	55/35
d. Financial management and accounting	50/22	40/27
e. Community relations	54/38	41/42
f. Program evaluation, research, and assessment	43/37	41/36
g. Instructional technology	38/59	52/34
h. Pupil accounting	32/43	33/38
i. Instructional coordination/supervision	44/43	39/42
j. Instructional support	50/44	52/38
k. Federal program (e.g., Chapter I, Special Education) coordination	38/39	38/37
l. Personnel recruitment	28/35	30/38
m. Personnel selection	37/37	36/41
n. Personnel evaluation	42/46	46/38
o. Staff development	20/76	45/46
p. Data processing	17/49	21/32
q. Purchasing	30/35	28/31
r. Law enforcement/security	40/45	34/43
s. Plant maintenance	38/47	39/41
t. Facilities planning	39/33	35/31
u. Pupil transportation	55/32	29/44
v. Food service	39/50	36/49
w. Custodial services	35/59	40/51
x. Risk management	26/62	23/35
y. Administrative technology	19/49	N/A

¹ Other districts include Alachua, Fairfax, Grand Prairie, Jefferson, St. Mary's, San Diego, Seguin, and United.

² Percent responding *Needs Some Improvement* or *Needs Major Improvement* / Percent responding *Adequate* or *Outstanding*

3.5.3 Summary of Lee County School District Responses to Other School Districts

Overall, the responses from Lee County administrators and teachers are very similar to those from comparison districts. In most cases, the grades given to each group of employees are about the same for both groups of respondents. The only instance where there is a noticeable difference is the grades given to the district-level administrators by teachers. Lee County teachers rate much lower than the teachers in the comparison school districts. The responses to the summary question pertaining to the overall quality of public education in the district are higher from the Lee County School District employees, but not as high concerning the improvement of the quality of education.

There are several areas where there is noticeable difference between Lee County School District respondents and respondents from other districts. In most all responses pertaining to parental participation, the responses from Lee County administrators and teachers are less positive. Generally, in questions concerning the school board, the responses are more negative from the Lee County School District employees, but more positive concerning the superintendent. Lee County employees are more positive when posed with questions about the physical condition of the schools. Technology is another area where Lee County employees are much more satisfied than employees in the comparison school districts.

The questions pertaining to the administrative practices of the district bring more favorable responses from Lee County administrators and teachers. However, Lee County employees are less satisfied with their salaries. With the exception of parental participation, the performance of the school board, and salaries, it appears that the employees of the Lee County School District are satisfied with most programs and operations of the school district.

4.0 SCHOOL DISTRICT ORGANIZATION AND MANAGEMENT

This chapter addresses the effectiveness and efficiency of school board governance, board policies and procedures, district management, and school management in Lee County School District. The following topics are discussed:

- 4.1 Board and Governance Issues
- 4.2 Policies and Procedures
- 4.3 District Management, Organization and Planning
- 4.4 School Management and Site-Based Decision Making

The Lee County School District has worked hard to improve the quality of services and programs for students over the past few years. On several occasions, the district has received statewide recognition for the initiatives of individual departments (e.g., the Distinguished Budget Presentation Award and recognition for the 1994-1997 Strategic Plan). Despite the efforts of many dedicated staff, the management environment in the district is unstable. Over the past decade, the district has changed superintendents and assistant superintendents many times. The nature of the board's involvement has also changed -- from routine review and endorsement of the Superintendent's recommendations to the board's inappropriate role in micromanaging the administrative and educational operations of the district. Additionally, the district's organizational structure is highly fragmented, does not promote effective instructional and curriculum practice, and lacks consistent accountability practices. As a result of multiple changes in senior staff, the central office has struggled to remain focused on the educational needs of Lee County students.

4.1 Board and Governance Issues

Each Florida school district is governed by an elected school board. A school board derives its legal status from the State Constitution and the State Legislature. In discharging its duties, each school board must function in accordance with applicable state and federal statutes, controlling court decisions, and applicable regulations promulgated pursuant to statute by state and federal agencies. The board is a corporate body and has the exclusive power to manage and govern the public schools of each district in the State of Florida.

According to Section 230.22, Florida Statutes, the board as a legal agent has specific statutory powers. The board has the legal power and duty to:

- determine policies and programs;
- adopt rules and regulations;
- prescribe minimum standards;
- contract, sue and be sued;
- perform duties and responsibilities; and
- assign students to schools.

Section 230.23, Florida Statutes continues with the following additional powers and duties of Florida school boards:

- require minutes and records to be kept;
- control property;
- adopt school programs;
- establish, organize, and operate schools;
- designate positions to be filled; prescribe qualifications for those positions; and provide for the appointment, compensation, promotion, suspension, and dismissal of employees subject to the requirements of Chapter 231, Florida Statutes;
- provide for child welfare (accounting, attendance, and control and the attention to health, safety, and other matters);
- provide adequate instructional aids for all children in accordance with the requirements of Chapter 233, Florida Statutes;
- provide for the transportation of pupils;
- approve plans for locating, planning, construction, insuring, maintaining, protecting and condemning school property as prescribed in Chapter 235, Florida Statutes;
- comply with finance procedures identified in Chapters 236 and 237, Florida Statutes;
- provide for the keeping of all necessary records and reports;
- cooperate with other school boards and other agencies;
- cooperate with the Superintendent;
- maintain a school lunch program;
- adopt procedures whereby the general public can be adequately informed of the education programs, needs, and objectives of public education with the district; and
- implement school improvement and accountability.

CURRENT SITUATION

Policy making in the Lee County School District is the responsibility of a five-member school board. Board members serve four-year staggered terms with two members

elected in the general election at the time of the presidential election and three members elected at the time of the general election for the governor.

According to School Board Policy 1.03 (adopted December 10, 1974):

The school board is responsible for the organization and control of the public schools of the district and is empowered to determine the policies necessary for the effective operation and the general improvement of the school system. Board members will have authority only when the board is meeting in official public session and a quorum is present. The school board shall not be bound in any way by any action on the part of an individual board member or an employee except when such statement or action is in compliance with the public action of the school board.

The 1996-97 Lee County School Board is shown in Exhibit 4-1.

**EXHIBIT 4-1
THE SCHOOL BOARD OF LEE COUNTY, FLORIDA*
1996-97**

Name	Title (District)	Term Expires	Serving Since	Current/ Former Occupation
Dr. Douglas Santini	Chairman (1)	1998	1994	Administrator, Nova University
Patricia Ann Riley	Vice- Chairman (3)	2000	1992	Former Teacher and Parent/ Community Activist
Lanny Moore, Sr.	Member (2)	2000	1996	Owner, Lumber Company
Katherine Boren	Member (4)	1998	1994	Co-owner, General Electronics Service
Bill Gross	Member (5)	1998	1994	Real Estate Broker

Source: Lee County School District records, MGT interviews 1996-97.

*As of November 1996.

Regular board meetings are held on the second and fourth Tuesday of each month commencing at 6.30 p.m. Beginning in July 1996, briefing meetings for the board were established on the first and third Tuesday beginning at 2:30 P.M. The purpose of the briefing meeting is to provide Board members the opportunity to discuss information and documentation with district staff that will assist the Board in making the decisions scheduled for the next board meeting. Briefing meetings replaced standing committee

meetings (i.e., finance and facilities, curriculum, school improvement, and policy and public affairs). The schedule of regular and board briefing meetings from March 1996 through February 1997 is shown in Exhibit 4-2.

Announcements regarding board meetings are posted prior to regular meetings. All board meetings are held in the board room of the central office. The school board meetings are typically broadcasted on the following Cable TV channels:

- Cape Coral Channel 14
- Jones Intercable Channel 19
- Continental Channel 11
- Comcast Cable Channel 27

A total of 19 regular board meetings, 14 standing committee, one special session, and 13 briefing meetings were held during the time frame displayed in Exhibit 4-2. This analysis does not include the many advisory committee meetings held on a regular basis and attended by one or more board members. Chapter 7 on Community Involvement discusses the advisory committee function in detail. Board members are also responsible for attending hearings for student discipline and for addressing union issues.

The Superintendent, in consultation with the administrative staff and board members, sets the agenda for board meetings. The School Board's and the Superintendent's secretaries share in the preparation of the agenda and minutes for all meetings, and ensure that official minutes are signed and filed. Tapes of the board meetings are preserved in a storeroom that is fireproof for paper files. Since February 1997, minutes at board meetings and briefing meetings have been taken by the secretary for district operations. Typically, the two secretaries for the Board and one from the Superintendent's Office attend board meetings.

FINDING

At the time of the performance review in early 1997, the school board was trying to exercise its authority and responsibility as prescribed by law. In January and February 1997, the Superintendent was also trying to exercise her authority and responsibility as prescribed by law. The election of a majority of new Board members in recent years has required some adjustments in the way the Board and the Superintendent have operated. New Board members are seeking more information on agenda items and they are questioning administrative recommendations. Further, the public is becoming more interested in actions of the Board and Superintendent. The Superintendent and her staff had been spending more time and effort with Board items. During our on-site visits, it was evident that relations between the Superintendent and Board were tense, and changes were necessary for the district to continue to improve and promote high educational standards.

Members of the MGT team were on-site on three different occasions with the two of the three being full week on-site visits. We interviewed each Board member individually and observed Board meetings. As the result of our on-site observations and analysis, we found, in several instances, that the Lee County School Board was not exercising its authority and responsibility as prescribed by law.

**EXHIBIT 4-2
LEE COUNTY SCHOOL BOARD MEETINGS
MARCH 1996 - FEBRUARY 1997**

DATE	BOARD MEETING TYPE	LENGTH OF MEETING	DATE	STANDING COMMITTEE OR BRIEFING MEETING	LENGTH OF MEETING
3/12/96	Regular	2 hrs.	3/5/96	Finance and Facilities	3 hrs. 30 mins
3/14/96	Cont. of 3/12	50 mins.	3/14/96	Curriculum	3 hrs. 5 mins.
3/26/96	Regular	6 hrs. 30 mins.	3/21/96	School Improvement	1 hr. 45 mins.
4/4/96	Cont. of 3/26	1 hr.	3/28/96	Policy/Public Affairs	15 mins.
4/23/96	Regular	2 hrs. 30 mins.	4/4/96	Finance and Facilities	2 hrs. 15 mins.
5/14/96	Regular	2 hrs. 45 mins.	4/17/96	Curriculum	3 hrs. 45 mins.
5/28/96	Regular	3 hrs.	4/24/96	Policy/Public Affairs	6 hrs. 10 mins.
6/6/96	Cont. of 5/28	1 hr. 40 mins.	5/2/96	Finance and Facilities	1 hr. 30 mins.
6/13/96	Cont. of 5/28	12 mins.	5/9/96	Curriculum	4 hrs.
6/25/96	Regular	3 hrs. 30 mins.	5/16/96	School Improvement	1 hr. 25 mins.
6/27/96	Cont. of 6/25	45 mins.	5/23/96	Policy/Public Affairs	4 hrs. 15 mins.
6/28/96	Cont. of 6/25	1 hr. 10 mins.	6/6/96	Finance and Facilities	2 hrs. 30 mins.
7/8/96	Cont. of 6/25	1 hr. 15 mins.	6/13/96	Curriculum	1 hr. 55 mins.
7/16/96	Regular	1 hr. 40 mins.	6/27/96	Policy/Public Affairs	2 hrs. 50 mins.
8/20/96	Regular	1 hr. 55 mins.	7/16/96	Briefing	3 hrs.
9/5/96	Regular	1 hr.	8/20/96	Briefing	2 hrs. 20 mins.
9/17/96	Regular	30 mins.	9/5/96	Briefing	2 hrs.
9/19/96	Cont. of 9/17	1 hr. 5 mins.	9/24/96	Briefing	3 hrs. 50 mins.
10/1/96	Regular	2 hrs.	10/8/96	Briefing	3 hrs.
10/15/96	Regular	1 hr. 30 mins.	10/22/96	Briefing	2 hrs. 50 mins.
10/22/96	Cont. of 10/15	45 mins.	11/12/96	Briefing	3 hrs. 35 mins.
11/7/96	Regular	5 hrs.	11/26/96	Briefing	3 hrs. 15 mins.
11/19/96	Regular	2 hrs. 10 mins.	12/17/96	Briefing	2 hrs. 30 mins.
12/10/96	Regular	1 hr. 45 mins.	1/8/97	Briefing	1 hrs. 30 mins.
12/17/96	Cont. of 12/10	35 mins.	1/28/97	Briefing	3 hrs. 35 mins.
1/7/97	Regular	1 hr. 15 mins.	2/11/97	Briefing	2 hrs. 15 mins.
1/21/97	Regular	4 hrs. 50 mins.	2/25/97	Briefing	2 hrs. 45 mins.
2/4/97	Regular	3 hrs.			
2/5/97	Cont. of 2/4	1 hr. 10 mins.			
2/11/97	Special Meeting*	45 mins.			
2/18/97	Regular	1 hr. 30 mins.			
Total	19 Regular Meetings			13 Briefing Meetings	
Average	2.6 Sessions per month	3 hrs. 16 mins.		1.9 Sessions per month	2 hrs. 48 mins.

Source: Lee County School District records, 1996-97.

*To expedite the process to hire an interim superintendent.

According to Florida School Board Association (FSBA), the Superintendent should expect the board to:

- establish and follow a complete set of well developed and adopted written policies;
- avoid delving into the day-by-day administration of the schools;
- operate as a team rather than as individuals;
- refrain from injecting controversial issues in a public meeting without advance notification; and,
- deal with all employees through appropriate administrative channels.

The FSBA has emphasized:

If there is one thing which can practically destroy a good educational system, it is a Board and Superintendent that cannot contain an atmosphere of harmony and mutual respect.

Such was the case in Lee County during the on-site phase of the performance review. Subsequent to that time the Superintendent resigned and, at the time of the release of this report, an Interim Superintendent is in charge which the anticipated appointment of a new Superintendent in July 1997.

RECOMMENDATION

Recommendation 4-1:

Provide training on a continuing basis for Board members on school district governance, team-building, and sensitivity.

Training should commence prior to the appointment of the new Superintendent and continue throughout his/her tenure with the Board. Each board member should attend training on school district governance. The FSBA offers an array of training services for Florida school boards. Both independent facilitators and the National School Board Association also offer training opportunities. Specific emphasis should be placed on the responsibility of the Board as it relates to school district governance and policy-making, instead of involvement in day-to-day operations and administration.

Efforts to improve Superintendent and Board relationships should be initiated until appropriate roles for both the Board and Superintendent are clearly defined and accepted by all parties, and a level of trust and understanding between the Superintendent/senior staff and the Board is restored.

After consultation with FSBA, the district should hire a team building facilitator to conduct a series of team building and sensitivity training workshops or retreats to create an atmosphere of trust among Board members and between the Board and the Superintendent. The retreats should identify the origins of mistrust which have plagued

the district in the past. This training should concentrate on identifying the personality profiles of each board member and the new Superintendent, building a team and making a commitment to work together as a cohesive group for the good of the district.

Effective School Board members should have a shared vision, communicate that vision, and then get out of the way and let the school district's trained professionals carry it out.

When the relationship between the Board and Superintendent reaches such a low level of trust (as it had in Lee County), then an impartial mediator should be brought in to facilitate the development and acceptance of clearly defined roles for the Board and Superintendent.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|-----------------------------|
| 1. The Board Chairman should work with the FSBA to identify opportunities for Board training. | July 1997 |
| 2. The Superintendent and Board Chair should identify at least three team building facilitators who are qualified to lead Board/Superintendent retreats and request proposals from each. | July 1997 |
| 3. The Superintendent should identify a facility that would accommodate a two-day retreat for 10 people. | July 1997 |
| 4. The new Superintendent, in conjunction with the Board Chair, should select a team-building facilitator from the three facilitators identified and a facility for the retreat. | August 1997 |
| 5. The Board should approve the selection of both the facilitator and the location of the retreat and select the date of the retreat from a list of available dates. | August 1997 |
| 6. Each month, the Superintendent should communicate training opportunities available for Board members to the Board Chairman. | Ongoing |
| 7. The Board Chairman should send a monthly memorandum to each Board member listing training opportunities shared by the Superintendent. | Ongoing |
| 8. Each Board member should attend training sessions relevant to school district governance and other topics of interest. | Ongoing |
| 9. The Board and new Superintendent should attend the two-day team-building retreat. | August or
September 1997 |

FISCAL IMPACT

A continuing education program for the Board would require at least \$5,000 per training session for the entire Board. This estimate assumes that registration fees, travel, hotel and per diems will average \$1,000 per Board member for each training session. Board members should attend at least two sessions per year for a total annual cost of \$10,000.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Provide Board Training	(\$10,000)	(\$10,000)	(\$10,000)	(\$10,000)	(\$10,000)

FINDING

The Lee County School District, not unlike many school districts across the nation, faces the formidable challenge of increasing educational standards for students in an era of dwindling resources. To accomplish this task, an effective school board must set policy that directs available resources toward established priorities for providing the instructional services to students. An effective Board must also ensure that resources are distributed equably among all students. In the past two years, the Lee County School Board has made several decisions that have been heavily criticized by district staff and the community.

To validate the need for policies in these controversial areas, the Board has made requests for information and documentation from central office staff that have consumed extensive staff time. Similarly, the implementation of these policies has required substantial time of central office staff. As shown in Exhibit 4-3, more than 800 hours of employee resources were spent on fulfilling Board requests for information for special agendas. Additionally, on several occasions, district personnel stated that individual board members made requests for information that were not the action of the Board as a whole. As a result, the Superintendent asked that all information requests be channeled through the Superintendent's Office.

**EXHIBIT 4-3
EXAMPLES OF BOARD REQUESTS FOR
INFORMATION REQUIRING EXTENSIVE STAFF TIME**

SPECIAL REQUEST	DATE REQUESTED	ESTIMATED STAFF TIME	ESTIMATED COSTS*
Distribution on Textbooks	July 1996	400 administrative hours 200 staff hours	\$18,906
Ban on Calculators	May 1996	25 administrative hours 25 staff hours	\$1,457
Development of Special Curriculum (Bible)	May-June 1996	110 administrative hours 50 staff hours	\$5,087

Source: Lee County School District records, 1996-97.

*Estimated administrative cost per hour for salary and benefits is \$36.24.

Estimated staff cost per hour is \$22.05.

Further, on-site interviews and survey responses revealed that many professional staff within the district do not support the Board's position on the controversial issues. The

majority of professionals interviewed stated that these decisions did not enhance the equitable distribution of resources to students and limit the staff's capacity to make informed professional decisions regarding instructional practices. In fact, the decision to ban calculators in the primary grades places teachers at a disadvantage in preparing students to meet the new state standards.

RECOMMENDATIONS

Recommendation 4-2:

Reduce the number and extent of special information requests and establish a clear process for Board requests.

Information requests made by individual board members should be curtailed. No special requests should be conducted unless approved by Board as a whole. These special interest areas have deferred staff from their on-going responsibilities. Summary reports on specific programs and departments should be part of the annual planning and evaluation process.

IMPLEMENTATION STRATEGIES AND TIMELINES

- | | |
|--|----------------|
| 1. The Superintendent should ask the Board chair to assist in the development of formal guidelines and procedures for special requests from the Board. The guidelines should include a list of annual reports that the Board may expect from staff and an anticipated timeframe for each report. | August 1997 |
| 2. The Superintendent should also ask staff to develop a set of criteria for information that will be included in each department's annual report. | September 1997 |
| 3. The Superintendent should meet with the Board to review the effect of special requests on the operation of the system and assess the Board's need for additional information. | September 1997 |
| 4. Prior to the assignment of special requests which require significant staff time, the Superintendent should ask staff to prepare an analysis as shown in Exhibit 4-5. | Ongoing |
| 5. The analysis of project staff time should be shared with the Board prior to initiation of the Board request by staff. | Ongoing |
| 6. As also noted in the implementation strategy for Recommendation 4-1, Board members should attend training on the appropriate role of the Board. | Ongoing |

FISCAL IMPACT

Although this recommendation has no direct fiscal impact, staff time would not be diverted from on-going responsibilities if this recommendation were implemented.

Recommendation 4-3:

Evaluate all decisions of the Board to determine the educational impact of each decision and its relationship to the mission and goals of the Board and the district.

The primary focus of the School Board should be to make sound policy decisions that promote the effective education of students. The Board should allow the Superintendent to administer the district and not become involved in administrative tasks like determining the professional practices of teachers. A checklist should be developed stating criteria for making educationally sound decisions

- How will this decision impact students?
- What are the concerns of teachers, administrators and parents in this decision?
- Is the decision consistent with the mission and goals of the district?
- Has the decision been researched?
- Is the decision based on best practices?

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|----------------|
| 1. The Board should establish criteria for appropriate board action. The criteria should be consistent with board policy and state law on the appropriate role and responsibilities of a board. | August 1997 |
| 2. The Board should present the criteria to the community for public comment and suggestions. | September 1997 |
| 3. The Board should approve the criteria. | October 1997 |
| 4. The Board Chairman should appoint a board member to develop a checklist that is consistent with board-appointed criteria. | October 1997 |
| 5. The Board Chairman should assign the Superintendent the responsibility for reviewing each agenda item to ensure that each decision falls within the approved criteria. | November 1997 |

FISCAL IMPACT

There is no fiscal impact associated with this recommendation.

FINDING

An analysis of background materials provided to board members prior to meetings reveals that these materials are sufficient enough, in most cases, for the Board to make informed decisions. Board agenda packages are sent to the Board the a week prior to the Tuesday board meetings. Additional information is made available in written summaries and presentations made at the bi-monthly briefing meetings.

The current agenda format has been in place for eight months. The board agenda presents time frames for each discussion area. As shown in Exhibit 4-4, the outline of the board agenda establishes a clear format to review both consent items and action items. The actual monthly agendas provide a synopsis for board members of each agenda item. Each action item also clearly identifies the recommendation of the Superintendent. The briefing meetings enable senior staff to communicate effectively with the Board on the background of the issues considered for board action.

COMMENDATION

Central office administrators are commended for providing comprehensive materials and a meeting structure for board members to prepare them for meetings and assist them in making informed decisions.

FINDING

The coordination of the board agenda and corresponding minutes has changed hands several times. Exhibit 4-5 shows the number of changes in secretaries responsible for the process since April 1996. Additionally, clear guidelines and procedures for preparing the agenda and minutes have not been established.

RECOMMENDATION

Recommendation 4-4:

Establish clear guidelines and procedures for preparing the board agenda, developing minutes, and filing the supporting documentation.

A clear process for managing the board agenda, developing minutes and filing supporting documentation will ensure that permanent records are effectively managed despite changes in personnel.

**EXHIBIT 4-4
OVERVIEW OF THE LEE COUNTY SCHOOL DISTRICT BOARD AGENDA**

THE SCHOOL BOARD OF LEE COUNTY

**DATE _____ 6:30 p.m.
SCHOOL BOARD MEETING**

Order of Business

- I. Call to Order
- II. Opening Exercises
- III. Recognition(s)/Resolution(s)/Proclamation(s)/Acknowledgment(s)
- IV. Public Comments (Agenda Items)
- V. Superintendent's Consent
 - A. Good Cause
 - B. Minutes
 - C. Curriculum/Instructional Services
 - D. Facilities
 - E. Business and Finance
- VI. Public Hearing
- VII. Superintendent's Recommendations
- VIII. Unfinished Business/Tabled Items
- IX. Public Comment (General Comments)
- X. Superintendent's Comments/Reports
- XI. Attorney's Recommendations/Reports
- XII. Board Members' Comments/Reports
- XIII. Next Scheduled Meetings of the Board
- XIV. Adjournment

Source: Lee County School Board, 1997.

**EXHIBIT 4-5
HISTORY OF SECRETARIES ASSIGNED
RESPONSIBILITIES FOR THE BOARD AGENDA AND MINUTES
APRIL 1996 - FEBRUARY 1997**

Dates	Draft Materials	Gather Materials	Attend Meeting/Draft Minutes	Finalize Minutes	File all Materials
4/96	Superintendent's Secretary #1	Superintendent's Secretary #1	Superintendent's Secretary #1	Superintendent's Secretary #1	Superintendent's Secretary #1
5/96-1/97	Superintendent's Secretary #2	Superintendent's Secretary #2	Board Secretary	Board Secretary	Board Secretary
2/97-Present	Superintendent Secretary #2	Superintendent Secretary #2	Secretary District Operations	Secretary District Operations	Superintendent Secretary #2

Source: Lee County School District, 1997.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Superintendent and Chairman of the Board should draft a set of procedures for the management of agenda, supporting documents, minutes and records retention. October 1997
2. The Board and Leadership Team should review the procedure and make recommendations for revision. November 1997
3. The Superintendent should implement the new procedures. December 1997

FISCAL IMPACT

This recommendation can be accomplished within existing resources.

FINDING

Board minutes are kept on tape as well as in hard copy. Signed copies of the Board minutes are stored in a file cabinet in an open hallway and not preserved in a vault. Tapes of Board meetings are secured in the vault on the first floor of the central office building. District personnel stated that the vault is fire proof for paper, but are unsure that the room meets fire proof standards for tapes.

Section 233.2, Florida Statutes, requires that minutes signed by the Chairman of the Board and the Superintendent "be kept as a public record in a permanent, bound book in the Superintendent's Office." Standing committee and briefing committee notes also contain important historical documentation of the district's decision making process. Committee minutes are assigned to the secretaries of the administrator who chairs the meeting. As administrators have changed several times, so have the committee minute assignments. To obtain the records of several committees, review team members had to contact several secretaries who were responsible for the minutes over a two-year period.

RECOMMENDATION

Recommendation 4-5:

Ensure that signed, official Board minutes are secured and that records of board and advisory committee meetings are managed as permanent records.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Superintendent should direct the Assistant Superintendent of Business and Administrative Services to arrange for a fire inspection of the district vault. August 1997
2. The Superintendent should ensure that paper copies of the original files are placed in a permanent bound book. September 1997
3. The Superintendent should develop an official procedure for official records management. October 1997

FISCAL IMPACT

This recommendation can be accomplished within existing resources.

4.2 Policies and Procedures

Effective district management requires sound, clearly written and legally valid policies. The State of Florida mandates that each school district adopt policies that govern the operation of its schools and make them accessible to all school employees and the public.

CURRENT SITUATION

The Lee County School District has a one-volume policy manual. Since January 1997, the school board's responsibility for maintaining the policy manual has been assigned to the Assistant Superintendent for Business and Administrative Services who coordinates drafts of proposed or revised policies with input from other senior staff. When applicable, Lee County School District administrators meet with the school board attorney to ensure that policies are legal and appropriately worded. The policy development process was formerly the responsibility of the Director of District Operations, a position that is now vacant. Since assuming responsibility for the policy process, the Assistant Superintendent has developed a system to track policy revisions and typically presents the policies to the Board for review or adoption on a monthly basis. Exhibit 4-6 provides a summary of the policy updates from December 1995 through March 1996.

Lee County School District policy manual updates are distributed to approximately 130 central office staff and school principals each time a policy is adopted by the board. The Printing Services Department is responsible for printing copies of updated policies.

**EXHIBIT 4-6
STATUS OF LEE COUNTY SCHOOL BOARD POLICIES
ADOPTION AND REVIEW**

POLICY NO.	POLICY NAME	ADOPTED BY BOARD	PUBLIC HEARING
1.00	The District School System		
1.05	Board Meetings	6/25/96	6/25/96
1.05	Board Meetings	Drafted 12/10/96	3/18/97
1.07	Procedures for employee communication with the Board	12/12/95	12/12/95
1.13	Administrative Organization	6/25/96	6/25/96
1.20	District Administrative Staff	12/12/95	12/12/95
1.21	District Instructional Staff	12/12/95	12/12/95
1.22	District Non-Instructional Staff	12/12/95	12/12/95
TOTAL	22 Percent Updated 27%		
2.00	General Administration		
2.19	Advertising: promoting interest of individual or organization		Drafted 12/10/96 Hold/Being Rewritten
2.28	Community Resource Teams		Pulled from Agenda
2.33	Equity Among Schools	12/12/95	12/12/95
2.331	Periodic Comparability Review	12/12/95	12/12/95
2.35	Equity in School Programs, etc.	12/12/95	12/12/95
2.41	School Improvement	12/12/95	12/12/95
2.43	Fee-based programs	Pulled	1/7/97
	High School Program of Studies	1/21/97	1/21/97
2.44	Use and management of telecommunication services and networks		3/4/97
TOTAL	42 Percent Updated 17%		
3.00	Instructional and Certified Administrative Personnel		
3.00	Conflicts w/ Collective Bargaining	10/15/96	10/15/96
3.01	Definitions	10/15/96	10/15/96
3.02	General Requirements for Appointment or Employment	10/15/96	10/15/96
3.02	General Requirements for Appointment or Employment	12/12/95	12/12/95
3.021	Recruitment and Retention of Instructional and Certificated, etc.	12/12/95	12/12/95
3.03	Appointment and Reappointment	10/15/96	10/15/96
3.04	Staff Development	12/12/95	12/12/95
3.04	Staff Development	10/15/96	10/15/96
3.05	Certification	10/15/96	10/15/96
3.06	Private Instruction and Tutoring	10/15/96	10/15/96
3.07	Year of Service Defined	10/15/96	10/15/96
3.08	Contact: Instructional and Certificated Administrative Personnel	Pulled from Agenda	10/15/96
3.09	Resignation		Pulled from Agenda
3.10	Voluntary Transfers	12/15/95	12/15/95
3.10	Voluntary Transfers	10/12/96	10/12/96
3.11	Suspension or dismissal		On Hold

**EXHIBIT 4-6 (Continued)
STATUS OF SCHOOL BOARD POLICIES
ADOPTION AND REVIEW**

POLICY NO.	POLICY NAME	ADOPTED BY BOARD	PUBLIC HEARING
3.12	Conference and Planning Days	10/15/96	10/15/96
3.13	Outside Employment	10/15/96	10/15/96
3.14	Leave of Absence	10/15/96	10/15/96
3.15	Notification of Absence	10/15/96	10/15/96
3.16	Leave Application	10/15/96	10/15/96
3.17	Approval of Leave	10/15/96	10/15/96
3.18	Sick Leave	10/15/96	10/15/96
3.19	Illness-or-Injury-in-Line-of-Duty	10/15/96	10/15/96
3.21	Personal Leave	10/15/96	10/15/96
3.22	Maternity Leave	10/15/96	10/15/96
3.23	Military Leave	10/15/96*	10/15/96
3.24	Vacation Leave for 12 Month Personnel	10/15/96	10/15/96
3.25	Professional Leave	10/15/96	10/15/96
3.26	Jury Duty	10/15/96	10/15/96
3.27	Witness Duty	10/15/96	10/15/96
3.28	Temporary Duty	10/15/96	10/15/96
3.29	Retirement	10/15/96	10/15/96
3.30	Terminal Pay Benefits	10/15/96	10/15/96
3.31	Personnel Assessment	10/15/96	10/15/96
3.32	Pupil Supervision	10/15/96	10/15/96
3.33	Substitute Teachers	12/12/95	12/12/95
3.33	Substitute Teachers	10/15/96	10/15/96
3.34	Extracurricular Program	12/15/95	12/15/95
3.34	Extracurricular Program	10/12/96	10/12/96
3.35	Planning Periods	10/15/96	10/15/96
3.36	General Duties of the Principal		Pulled from Agenda
3.37	Employment of Athletic Coaches who are not full-time employees	12/12/95	12/12/95
3.37	Employment of Athletic Coaches who are not Full Time Employees of SB	10/15/96	10/15/96
3.38	Noncertificated Instruction Personnel	12/12/95	12/12/95
3.38	Noncertificated Instructional Personnel	10/15/96	10/15/96
3.39	Employee Supplemental Contracts		3/4/97
Total	39 Percent Updated 100%		
4.00	Noninstructional Personnel		
4.00	Conflicts w/ Collective Bargaining Agree.	10/15/96	10/15/96
4.01	Noninstructional Personnel defined	10/15/96	10/15/96
4.02	Appointment of Noninstructional Personnel	8/20/96	8/20/96
4.02	Appointment of Noninstructional Personnel	10/15/96	10/15/96
4.03	Conditions of Employment	10/15/96	10/15/96
4.04	Minimum Workday	10/15/96	10/15/96
4.05	Orientation	10/15/96	10/15/96
4.06	Supervision	10/15/96	10/15/96
4.07	Evaluation	10/15/96	10/15/96
4.08	Staff Development	10/15/96	10/15/96
4.09	Employment Defined	10/15/96	10/15/96

**EXHIBIT 4-6 (Continued)
STATUS OF SCHOOL BOARD POLICIES
ADOPTION AND REVIEW**

POLICY NO.	POLICY NAME	ADOPTED BY BOARD	PUBLIC HEARING
4.091	Nonreappointment	10/15/96	10/15/96
4.092	Injury	10/15/96	10/15/96
4.093	Discipline	10/15/96	10/15/96
4.094	Reprimand	10/15/96	10/15/96
4.095	Dismissal	10/15/96	10/15/96
4.10	Outside Employment	Pulled from Agenda	10/15/96
4.13	Leave of Absence	10/15/96	10/15/96
4.14	Leave Application	10/15/96	10/15/96
4.15	Approval of Leave	10/15/96	10/15/96
4.16	Notification of Absence	10/15/96	10/15/96
4.17	Sick Leave	10/15/96	10/15/96
4.18	Personal Leave	10/15/96	10/15/96
4.19	Maternity Leave	10/15/96	10/15/96
4.20	Military Leave	10/15/96	10/15/96
4.22	Illness or Injury-in-Line-of-Duty Leave	10/15/96	10/15/96
4.23	Career Leave	10/15/96	10/15/96
4.24	Vacation Policy for 12 Month Employee	10/15/96	10/15/96
4.25	Temporary Duty	10/15/96	10/15/96
4.26	Jury Duty	10/15/96	10/15/96
4.27	Witness Duty	10/15/96	10/15/96
4.28	Salary Schedule	10/15/96	10/15/96
4.281	Overtime	10/15/96	10/15/96
4.29	Suspension or dismissal		On Hold
4.30	Resignation		On Hold
4.31	Transfer	10/15/96	10/15/96
4.32	Retirement	10/15/96	10/15/96
4.33	Terminal Pay Benefits	10/15/96	10/15/96
Total	33 Percent Updated 97%		
5.00	Pupil Personnel		
5.00	Integrated Learning Opportunities	12/12/95	12/12/95
?	Pupil Progress Plan		12/12/95
?	Code of Conduct for Students		12/12/95
5.01	Student Reassignment	Not Approved/Further Review	8/20/96
5.09	Pupil Attendance Reporting	8/20/96	8/20/96
5.11	Student Attendance	8/20/96	8/20/96
5.13	Student Discipline		Drafted 4/29/96
5.17	Suspension and Expulsion		Drafted 5/22/96
5.20	Social Functions	8/20/96	8/20/96
5.21	Pupil Organization	8/20/96	8/20/96
5.24	Student Dress Code		3/18/97
5.30	Alcohol, Drugs and Smoking	6/25/96	6/25/96
5.32	Interschool Athletics	8/20/96	8/20/96
5.38	Magnet School Admissions Policies	8/20/96	8/20/96
?	Pupil Progression Plan	8/20/96	8/20/96
?	Pupil Progression Plan	Pulled	11/7/96
?	Student Code of Conduct	8/20/96	8/20/96
Total	38 Percent Updated 36%		

**EXHIBIT 4-6 (Continued)
STATUS OF SCHOOL BOARD POLICIES
ADOPTION AND REVIEW**

POLICY NO.	POLICY NAME	ADOPTED BY BOARD	PUBLIC HEARING
6.00	Curriculum and Instruction		
6.03	Exceptional Student Education	11/7/96	11/7/96
6.16	Educational Alternative Programs	11/7/96	11/7/96
6.18	Student Performance Standards	11/7/96	11/7/96
6.26	Family/Teacher Conferences	-----	Drafted 9/3/96
Total	25 Percent Updated 16%		
7.00	Business Affairs		
7.09	Investment of Temporarily Idle Funds	2/4/97	2/4/97
7.10	Purchasing		Drafted 1/20/97, 3/18/97
7.101	Bid disputes		Drafted 1/20/97, Hold/With Attorney
7.12	Budget	-----	Pulled from Agenda
7.12	Budget	2/4/97**	2/4/97
Total	35 Percent Updated 11%		
8.00	School Transportation Services		
8.01	Student Transportation	11/7/96**	11/7/96
Total	12 Percent Updated 1%	-----	
9.00	School Food and Nutrition Services		
9.02	Food Services Personnel	11/7/96	11/7/96
Total	4 Percent Updated 25%		
10.00	School Plants and Facilities		
10.09	Educational Facilities Planning	11/7/96	11/7/96
10.10	Site Selection, Site Acquisition . . .	11/7/96	11/7/96
10.16	Commemorative Plaque and Bldg Name	6/25/96	6/25/96
10.16	Commemorative Plaque and Bldg Name	10/1/96	10/1/96, (previously approved 6/25/95)
Total	18 Percent Update 17%		
11.00	Unitary Status		
11.00	Unitary School System Advisory Committee		Drafted 10/17/95
11.01	Status Reports		Drafted 10/17/95
Total	New Policy Area		

Source: Lee County School District, Division of Business and Administrative Services, 1997.

and distributing the copies to schools and department personnel. The public has access to board policies at the central office and at each school. It is the responsibility of each principal to see that each update or revision is placed in the policy manual.

FINDING

The Lee County School Board does not have a policy that provides guidelines for proposed policies or policy amendments. The administrator assigned for ensuring the process of policy adoption has changed several times over the past several years. Frequent changes in the administrator who manages the policy development process has also changed the emphasis the district has placed on the policy development and update process.

RECOMMENDATION

Recommendation 4-6:

Prepare a policy that provides guidelines for policy development.

An established policy for policy development should promote consistent review of district policy and establish clear expectations for accountability in maintaining updated policy documents.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|----------------|
| 1. The Board should request the Superintendent draft a policy which guides the Board and the district in a regular review of existing policy and establishes a consistent process for formulating new policies. | August 1997 |
| 2. The Assistant Superintendent should draft the policy. | August 1997 |
| 3. The Leadership Team should review the draft policy and make revisions, as necessary. | August 1997 |
| 4. The Board should review the draft policy and make revisions, as necessary. | September 1997 |
| 5. The Board should adopt the policy. | October 1997 |

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

FINDING

A review of the district's policy manual indicates that many policies have not been reviewed or updated on a regular basis prior to the 1995-96 school year. Some policies do not contain the necessary updates in state and federal regulations; others do not reflect current practice. As shown in Exhibit 4-7, the policies updated the last two years have focused primarily on personnel issues.

**EXHIBIT 4-7
NUMBER OF POLICIES UPDATED
BY THE LEE COUNTY SCHOOL BOARD
1970-PRESENT**

POLICY AREA	1970-74	1975-79	1980-84	1985-89	1990-94	1995- PRESENT
1.0 The District School System	8	0	0	0	1	4
2.0 General Administration	21	0	0	1	17	4
3.0 Instructional and Certified Administrative Personnel	0	0	0	0	0	34
4.0 Noninstructional	0	0	0	0	0	36
5.0 Pupil Personnel	12	1	2	2	14	7
6.0 Curriculum and Instruction	2	3	3	4	2	8
7.0 Business Affairs	25	0	0	2	2	1
8.0 School Transportation Services	8	0	0	1	2	0
9.0 School Food and Nutrition Services	4	0	0	0	0	0
10.0 School Plants and Facilities	15	1	0	0	1	1
11.0 Unitary Status	*	*	*	*	*	
Total	95	5	5	10	39	95

Source: Created by MGT, 1997

* New Category

RECOMMENDATIONS

Recommendation 4-7:

Conduct a full review of the district's policy manual to purge policies that are no longer needed, eliminate areas of duplication in policy, and assess the need for additional policies.

Clear updated policies should provide a framework for School Board and district decisions. The Florida School Board Association should be consulted about the procedures used by other districts to purge policies.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|----------------|
| 1. The Superintendent should direct the Assistant Superintendent of Business and Administrative Services to conduct a full review of the district's policy manual. | September 1997 |
| 2. The Assistant Superintendent should develop a detailed written report that specifies the district's policy development needs. | November 1997 |
| 3. The Leadership Team should review and revise the report and establish long-range plans to update district policies. | December 1997 |
| 4. The Board should review the plan and make revisions as necessary. | December 1997 |

5. The Board should approve the plan.

January 1998

FISCAL IMPACT

This recommendation can be accomplished within existing resources if conducted internally. If the services of FSBA are requested, there would be a nominal fee.

Recommendation 4-8:

Update all board policies and ensure that they are consistent with changes in state and federal legislation and changes in local governance initiatives.

The Lee County School board policies should be examined and updated to cite the appropriate state and federal statutes. From this review, recommendations for deletions, revisions, and additions to policies should be made to ensure adherence to federal and state statutes.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|----------------|
| 1. The board should approve the review of board policies to ensure compliance with state and federal regulation and changes in the operation of the district. | July 1997 |
| 2. The Board's attorney should begin review of all board policies and make recommendations to correct, improve, and add policies. | August 1997 |
| 3. The Superintendent should schedule a meeting with Lee County School District administrators to review recommended changes to policy. | September 1997 |
| 4. The Superintendent should meet with the Board to review all recommended changes to policy. | October 1997 |
| 5. The Superintendent should disseminate and discuss an action plan and to update policies with the Board and the Cabinet. | October 1997 |

FISCAL IMPACT

An internal review to ensure all policies are in line with recent changes in state and federal statutes should be done at no additional cost.

FINDING

Lee County School District's policy manual is not on-line, nor has the district made plans to automate the manual in the near future. Currently, revisions are distributed via hard copy, and principals and central office administrators are responsible for placing all revisions in the manual. Examination of some school manuals found that they are not all current. The current system for administrative technology in the Lee County School District can be used for policy manual automation. The automation of the policy

manual will ensure that manuals are up-to-date and that modifications are distributed promptly.

RECOMMENDATION

Recommendation 4-9:

Automate the Lee County School District policy manual to increase accessibility by the staff and the public.

All central administrative offices, school offices, and libraries have computers that could be used to access the automated policy manual. The MIIS Department should be responsible for automating the policy manual and for training personnel to use the on-line policy manual. The on-line service would ensure prompt distribution of updates, and ensure that every manual is current.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|-------------|
| 1. The Superintendent should direct the MIIS Department to automate the policy manual. | Fall 1997 |
| 2. The Superintendent should direct the MIIS Department to train central office staff, school-level staff, library staff and board members on the use of an electronic board manual. | Winter 1997 |

FISCAL IMPACT

There should be no cost to automate the policy manual if it is developed by in-house personnel. A system is currently in place for the manual, once on-line, to be electronically distributed to schools.

New or revised policies are disseminated about three times a year to about 130 policy manual holders. If 10 copies are maintained in the hard copy format (instead of 130), a cost reduction is possible: \$.04 per page x 100 pages of updates per year x 120 copies = \$480 (annual cost savings).

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Reduce Hard Copies of Manual	\$480	\$480	\$480	\$480	\$480

FINDING

The district does not have a comprehensive administrative procedures manual. Administrative procedures required to manage and implement federal, state, and district policies are not found in procedures manuals issued by the various assistant superintendents and other administrators. Also, most departments/units do not have procedures manuals common in many districts (e.g. personnel manual, instructional manual/handbook, etc.). An exception to this is the comprehensive, automated Student Activity Fund Procedural Manual developed by the Internal Audit Unit.

Due to the lack of administrative procedures manuals in the district, many important administrative procedures are contained in isolated memoranda issued by district-level administrators. No district-level office is assigned responsibility for monitoring administrative procedures for duplication. Further, school principals and other managers have a variety of mechanisms for filing and retrieving important administrative procedures. In a district undergoing regular personnel changes, administrative procedures manuals are vital tools for ensuring consistency and maintaining stability.

RECOMMENDATION

Recommendation 4-10:

Develop one comprehensive administrative procedures manual or a series of department/division manuals, as appropriate, and hold administrators accountable for their development.

Each administrative procedures manual should be carefully cross-referenced to the Board Policy Manual. Administrators should be held accountable for the prompt development of administrative procedures for their departments. An administrative procedure should (1) be the source of implementation of Board policy; (2) be communicated clearly to school administrators and staff; and (3) be updated annually. The evaluation of each administrator should include a component on the effective development and implementation of administrative procedures in his/her area of responsibility.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|------------------------------|
| 1. The Leadership Team should conduct a detailed analysis of all board policies to determine which policies require administrative procedures. | September -
December 1997 |
| 2. The assigned senior administrator should prepare administrative procedures for each policy that requires one. All administrative procedures should be clearly cross-referenced to board policy. | January -
June 1998 |
| 3. The Superintendent or a designee should train all central office and school administrators on the use of the procedures manual. | July 1998 |
| 4. The Superintendent should ensure that the evaluations of all senior administrators include an assessment of the effective development and implementation of administrative procedures for their departments. | August 1998 |

FISCAL IMPACT

Administrative procedures can and should be developed by in-house staff at no additional cost to the district.

4.3 District Management, Organization and Planning

This section of the report assesses the effectiveness and efficiency of district management, organization and planning.

4.3.1 District Management

CURRENT SITUATION

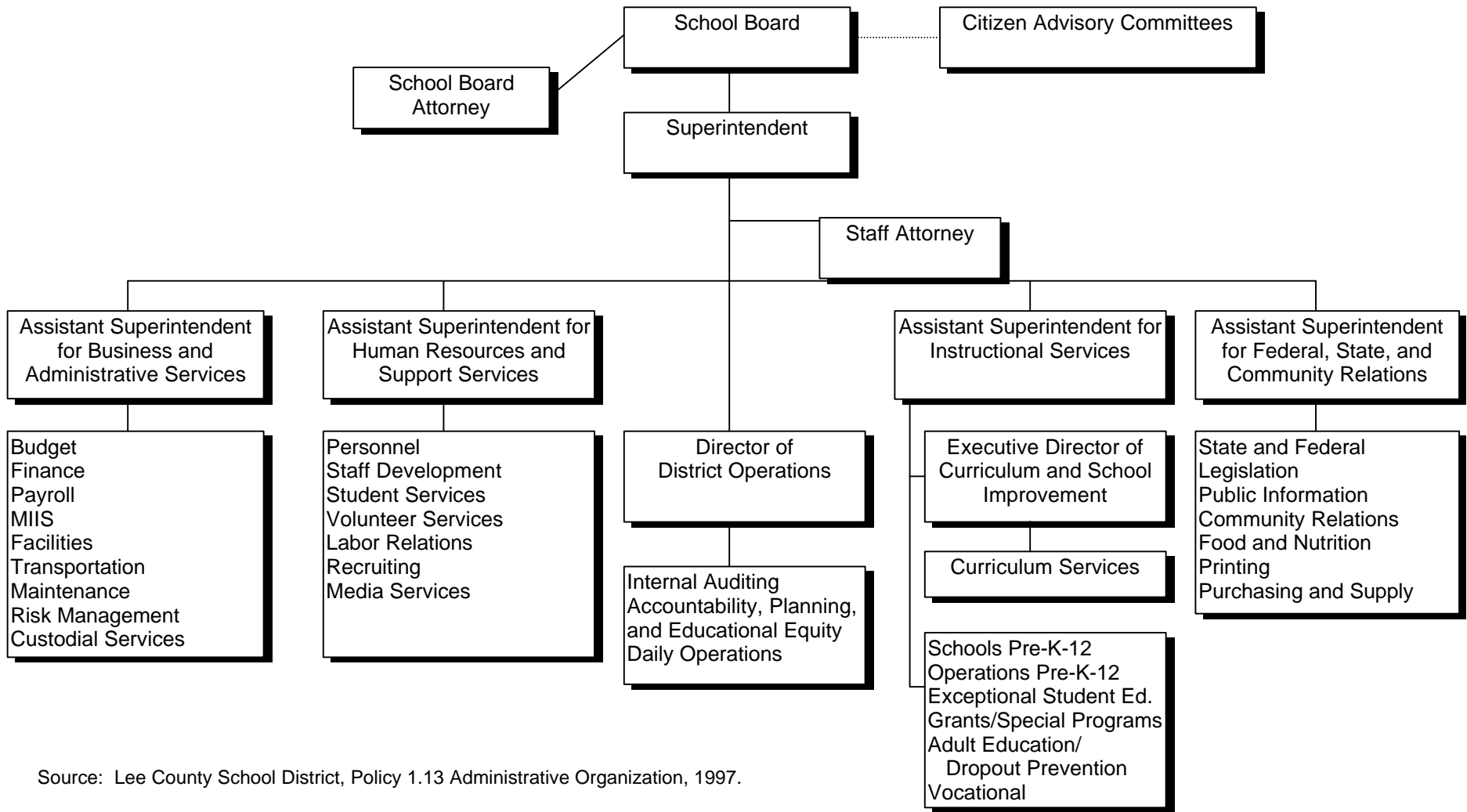
The 1996-97 organizational chart for the Lee County School District, as approved by the School Board on June 25, 1996, is shown in Exhibit 4-8. Senior staff of the district consists of the Superintendent and four assistant superintendents (instructional services; business and administrative services; human resources and support services, and federal, state, and community relations). In addition, the staff attorney and the Director of District Operations report directly to the Superintendent. The Office of District Operations oversees the internal auditing and accountability, planning and educational equity functions of the district as well as the district's daily operations. The Director of District Operations position has been vacant since January 1997.

At the time of the on-site review for this study, the Superintendent was Ms. Bobbie D'Alessandro who had served under contract as Lee County School District Superintendent since July 1994. Ms. D'Alessandro was hired on a three-year contract. Prior to the onset of MGT's review, the Board and the Superintendent were negotiating the buy-out of the Superintendent's contract. The Board voted to terminate the Superintendent's contract on February 5, 1997. An interim Superintendent, Dr. Jack Taylor, began his duties on April 1, 1997. The Board anticipates hiring a new Superintendent in mid-July.

Lee County School District School Board Policy states that the Superintendent is designated as the educational leader and administrative manager of the district. As specified in Board Policy 1.10 (adopted in December, 1974), duties of the Superintendent include:

- administrating of the entire school system as provided by law, state board of education regulations and rules and policies of the school board;
- keeping the school board informed regarding all phases of the district school system;
- serving as a secretary and executive officer of the school board;
- keeping minutes and records to set forth clearly all actions and proceedings of the school board;

**EXHIBIT 4-8
LEE COUNTY SCHOOL DISTRICT
ORGANIZATIONAL CHART**



Source: Lee County School District, Policy 1.13 Administrative Organization, 1997.

- informing the employees of the school board, schools and departments of any board action relating to them; and
- providing general supervision and direction to all members of the instructional and noninstructional staff.

In the district's current organization structure, the Superintendent, the four assistant superintendents and the Director of District Operations oversee and direct various planning, operational, financial and educational programs in the district. A summary of each position's responsibilities follows.

- The Assistant Superintendent for Instructional Services is responsible for elementary and secondary operations, school improvement, and the district's curriculum services. This position is supported by an Executive Director of Curriculum and School Improvement. At the time of the on-site review, the Assistant Superintendent's position has been vacant since January 1997 and the Executive Director has been supervising the division.
- The Assistant Superintendent for Federal, State and Community Relations oversees the Public Information Office, community relations, state and federal legislation, food services, printing services, and purchasing and supply.
- The Assistant Superintendent for Business and Administrative Services is responsible for the budget, finance, payroll, management information and instructional services (MIIS), facilities, transportation, maintenance, risk management and custodial services.
- The Assistant Superintendent for Human Resources and Support Services administers personnel services, staff development, student services, labor relations, recruiting and media services.
- The Director of District Operations oversees the daily operations of central office as well as the Internal Auditing and the Accountability, Planning and Educational Equity Departments. The director's position has been vacant since January 1997. The Director of the Department of Accountability, Planning and Educational Equity was promoted to Executive Director in March 1997.

The above executive staff of the district form the Leadership Team. The Leadership Team (Cabinet) is comprised of all administrators who report directly to the Superintendent as well as the Directors of Elementary and Secondary Operations and the district's two attorneys. The Leadership Team meets weekly. All principals meet each month with the Directors of Elementary and Secondary Operations.

FINDING

Under the leadership of the Superintendent, the Leadership Team has made many improvements in the communication process with the Board over the past two years. Briefing meetings have been established to provide information to Board Members on an ongoing basis. The 1996-97 Board retreat planned by the Leadership Team, was instrumental in assisting Board members to develop clear goals for the 1997-98 school year that are focused on providing effective instruction to students.

COMMENDATION

The Leadership Team is commended for enhancing communication processes with the school board.

FINDING

The Leadership Team regularly addresses issues related to district operations. Team members actively participate in defining management issues and collaborating on solutions. The Leadership Team provides continuity to management decisions.

COMMENDATION

The Lee County School District is commended for the team work of the Leadership Team.

FINDING

Lee County School District under the leadership of the Bobbie D'Alessandro has implemented the district's *Contract for Success*. The *Contract for Success* has provided a focus on instruction and exemplifies the district's and the Board's commitment to developing high standards for academic performance. Many stakeholders remarked that the *Contract for Success* has a high level of support from school and community members. Exhibit 4-9 displays the district's contract for meeting school board goals.

COMMENDATION

The School Board and the Lee County School District are commended for a contract to meet districtwide goals.

FINDING

Exhibits 4-10 and 4-11 show the trends in administrative assignments for Lee County, the comparison districts for this review, and the state. The administrative ratios as well as the number of total administrators per 1,000 students in the Lee County School District are higher than the average for the comparison districts and the state for the 1993-94 through the 1995-96 school years. Not only has Lee County maintained a higher ratio of administrators to personnel than the comparison districts and the state, but that ratio has increased at a significantly higher rate than either comparison group.

Exhibit 4-12 summarizes trends in the number of district-level administrators per 1,000 students. While the district made significant reductions in the 1995-96 school year, Lee County remains higher than the state average and significantly higher than the comparison group average in the number of district-level administrators per 1,000 students.

**EXHIBIT 4-9
LEE COUNTY SCHOOL DISTRICT
CONTRACT FOR SUCCESS**

The District's Contract for Meeting School Board Goals:

1. Increase the percentage of students each year who score above the 40th percentile in the 4th and 8th grades on the norm-referenced tests selected by the district, and the 10th grade on the GTAT until 75% of all students meet that standard (40th percentile) system wide and in each school.
2. Increase the percentage of students in the firms semester of the 11th grade who pass the HSCT until 98% of students of all racial and ethnic groups, in the system and in all the schools, pass the test on the first try.
3. Increase the successful completion by all students of all racial groups of the Pre-K-8 mathematics programs so that all students are prepared to successfully complete Algebra I by at least grade 9.
4. Increase participation and successful completion of African American and Hispanic students in Honors and Advanced courses, including Algebra I in grade 8.
5. Increase participation and improve the performance of students of all racial groups on the PSAT, SAT and ACT.
6. Reduce dropout rates of all students of all racial and ethnic groups in the system and in all schools.
7. Eliminate disproportionate rates of suspension of African American and Hispanic students in the system and in all schools.
8. Eliminate disproportionate rates of suspension of Exceptional Student Education students in the system and in all schools.
9. Increase the attendance rates for all students of all racial and ethnic groups in the system and in all schools.
10. Eliminate over and under representation of African American and Hispanic students within each exceptional student education program in the system and eliminate inappropriate identification in all schools.
11. Significantly increase the participation of African American and Hispanic students within gifted programs in the system and in all schools.
12. Increase participation of African American and Hispanic students in extracurricular activities, for example, Student Government, National Honor Society and Cheerleading.

Source: Lee County School District, 1997.

**EXHIBIT 4-10
ADMINISTRATIVE RATIOS FOR LEE COUNTY SCHOOL
DISTRICT AND COMPARISON DISTRICTS, 1993-94 THROUGH 1995-96**

SCHOOL DISTRICT	ADMINISTRATORS / CLASSROOM TEACHERS			% CHANGE	ADMINISTRATORS / INSTRUCTIONAL PERSONNEL			% CHANGE	ADMINISTRATORS / TOTAL STAFF			% CHANGE
	1993-94	1994-95	1995-96		1993-94	1994-95	1995-96		1993-94	1994-95	1995-96	
	Lee	10.21	9.86		12.44	21.8%	11.42		11.07	13.70	20.0%	
Brevard	16.27	16.15	16.42	0.9%	17.72	17.61	17.85	0.7%	30.94	30.94	31.12	0.6%
Escambia	14.74	13.03	12.00	-18.6%	16.23	14.31	13.10	-19.3%	29.88	26.87	24.44	-18.2%
Pasco	11.39	12.07	11.76	3.2%	12.88	13.73	13.44	4.3%	23.48	25.09	24.26	3.3%
Seminole	14.63	16.88	17.30	18.3%	15.87	18.45	18.82	18.6%	26.94	31.27	31.89	18.4%
Volusia	19.08	19.21	14.98	-21.5%	21.65	21.70	16.73	-22.7%	40.58	40.26	31.71	-21.9%
Average	14.39	14.53	14.15	-1.6%	15.96	16.15	15.61	-2.2%	28.70	29.05	27.92	-2.7%
State	13.16	13.23	13.45	2.2%	14.54	14.64	14.88	2.3%	26.54	26.87	27.30	2.9%

Source: Profiles of Florida School Districts, Student and Staff Data 1993-94, 1994-95, 1995-96.

**EXHIBIT 4-11
TOTAL ADMINISTRATORS* PER 1,000 STUDENTS
LEE COUNTY SCHOOL DISTRICT AND COMPARISON DISTRICTS**

SCHOOL DISTRICT	1993-1994			1994-95			1995-96		
	# STUDENTS	# ADMIN	ADMINISTRATORS PER 1,000 STUDENTS	# STUDENTS	# ADMIN	ADMINISTRATORS PER 1,000 STUDENTS	# STUDENTS	# ADMIN	ADMINISTRATORS PER 1,000 STUDENTS
Lee	47,411	245	5.17	49,413	265	5.36	50,936	223	4.38
Brevard	62,655	219	3.50	64,595	226	3.50	65,619	227	3.46
Escambia	44,641	178	3.99	44,765	200	4.47	45,215	218	4.82
Pasco	38,266	185	4.83	40,114	188	4.69	41,781	201	4.81
Seminole	52,688	181	3.44	53,366	161	3.02	54,603	163	2.99
Volusia	53,957	160	2.97	55,530	171	3.08	56,788	229	4.03
Average	49,936	195	3.90	51,297	202	3.93	52,490	210	4.00
State	2,041,714	8,529	4.18	2,109,052	8,823	4.18	2,176,930	8,876	4.08

Source: Profiles of Florida School Districts, Student and Staff Data 1993-94, 1994-95, 1995-96.

*Both district and school level.

**EXHIBIT 4-12
DISTRICT-LEVEL ADMINISTRATORS PER 1,000 STUDENTS
LEE COUNTY SCHOOL DISTRICT AND COMPARISON DISTRICTS**

SCHOOL DISTRICT	1993-1994			1994-95			1995-96		
	# STUDENTS	# ADMIN	ADMIN/ 1000	# STUDENTS	# ADMIN	ADMIN/ 1000	# STUDENTS	# ADMIN	ADMIN/ 1000
Lee	47,411	89	1.88	49,413	101	2.04	50,936	65	1.28
Brevard	62,655	32	0.51	64,595	32	0.50	65,619	34	0.52
Escambia	44,641	55	1.23	44,765	58	1.30	45,215	76	1.68
Pasco	38,266	65	1.70	40,114	65	1.62	41,781	75	1.80
Seminole	52,688	44	0.84	53,366	19	0.36	54,603	21	0.38
Volusia	53,957	34	0.63	55,530	36	0.65	56,788	33	0.58
Average	49,936	53	1.06	51,297	52	1.01	52,490	51	0.97
State	2,041,714	2,643	1.29	2,109,052	2,734	1.30	2,176,930	2,640	1.21

Source: Profiles of Florida School Districts, Student and Staff Data 1993-94, 1994-95, 1995-96.

In general, the assignment of responsibilities for senior administrators in the Lee County School District lacks focus. Assistant superintendents are asked to oversee significantly different activities or ones that have a direct impact on functional areas handled by another assistant superintendent. To compound this issue, each new superintendent and assistant superintendent has a different philosophy on how the district should be organized. As a result, many central office employees have changed their roles several times in the last few years. Exhibit 4-13 displays the changes in senior administrators since 1990.

RECOMMENDATION

Recommendation 4-11:

Realign the assistant superintendent and director positions to create a more focused approach to managing educational and non-instructional support services (Exhibit 4-14 shows the proposed structure).

By organizing the district into distinctly focused areas of instruction and operations the district should achieve:

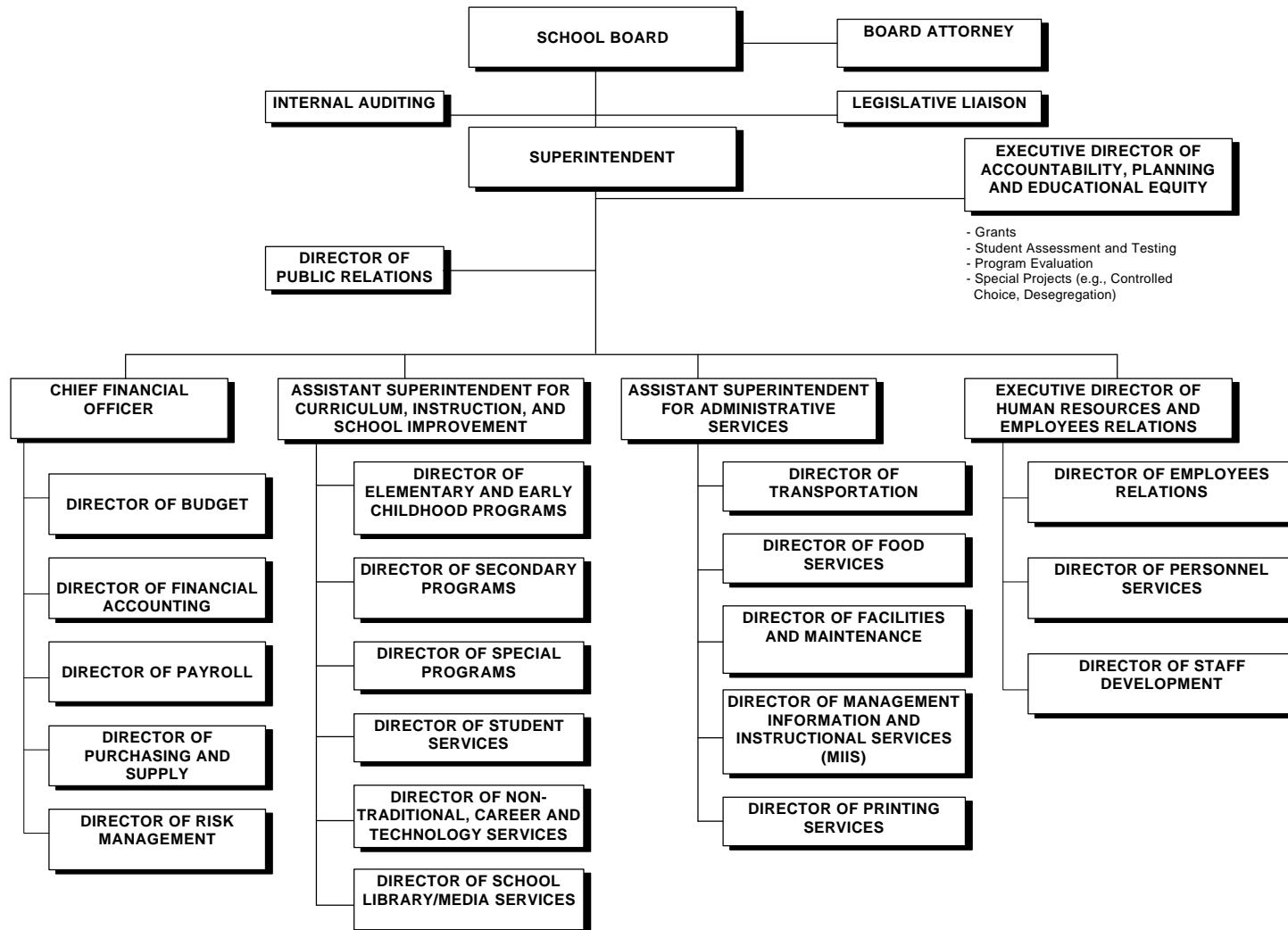
- enhanced program delivery;
- centralized focus for administrative and support functions;
- enhanced emphasis on curriculum;
- improved communication and coordination;
- increased efficiency;
- improved application of district funds, and
- reduced duplication of efforts.

**EXHIBIT 4-13
SENIOR STAFF CHANGES
IN THE LEE COUNTY SCHOOL DISTRICT
1990-1997**

Year	Superintendent	Assistant Superintendent Instruction	Assistant Superintendent Business and Administrative Services	Assistant Superintendent Human Resources and Support Services	Assistant Superintendent Facilities (1990-91) State, Federal, and Community (1996-97)
1990	James Adams	Charles Godwin	Donald Van Fleet	Jerry R. Baker	Donald Hawkins
1991	James Adams	Godwin/Carter	Donald Van Fleet	Jerry R. Baker	Donald Hawkins
1992	James Adams	Cecil Carter	Donald Van Fleet	Jerry R. Baker	Position Eliminated
1993	James Adams	Carter/Bohannon	Van Fleet/Browder	Jerry R. Baker	No Position
1994	Bobbie D'Alessandro	Harrett Bohannon	Wayne Nagy	Jerry R. Baker	No Position
1995	Bobbie D'Alessandro	Bohannon/Santini	Wayne Nagy	Jerry R. Baker	No Position
1996	Bobbie D'Alessandro	Mary Santini	Ande Albert	Jerry R. Baker	Wayne Nagy
1997	D'Alessandro/James Taylor (Interim)	Many Santini/Vacant	Ande Albert	Jerry R. Baker	Wayne Nagy
Number of Changes 1990-1997	3	5	4	0	3
Year	Director District Operations	Director Curriculum/School Improvement	Staff Attorney	Director Public Information	
1990	No Position	No Position	Outside Firm	No Position	
1991	No Position	No Position	Outside Firm	No Position	
1992	Bobbie D'Alessandro	No Position	Marianne Kantor	Patterson/Caraway	
1993	Bobbie D'Alessandro	No Position	Marianne Kantor	Allen Caraway	
1994	James Browder	No Position	Marianne Kantor	Allen Caraway	
1995	Cecil Carter	Doug Whittaker	Steve Butler	Allen Caraway	
1996	Cecil Carter/Resigned	Doug Whittaker	Steve Butler	Allen Caraway	
1997	Vacant	Doug Whittaker	Steve Butler/Resigned	Vacant	
Number of Changes 1990-1997	4	0	4	3	

Source: Lee County School District Department of Human Resources, 1997.

**EXHIBIT 4-14
PROPOSED LEE COUNTY SCHOOL DISTRICT ORGANIZATIONAL CHART**



Source: Created by MGT, 1997.

The proposed changes in the organizational structure include:

- eliminating the position for Assistant Superintendent for Federal, State and Community Relations;
- hiring a Legislative Liaison to address federal and state legislative issues and assigning the Legislative Liaison to the Superintendent and School Board Office;
- assigning the Director of Public Relations to the Superintendent's Office;
- reducing the functions of the Division of Human Services and Student Support to include only personnel services, staff development, and employee relations;
- eliminating the position for Assistant Superintendent for Human Resources and Support Services;
- hiring an Executive Director of Human Resources and Employee Relations;
- reclassify the position of Staff Attorney as a Director of Employee Relations, and assigning this position to the Division of Human Resources and Employee Relations;
- eliminating the position of Director of Operations and assigning the Internal Auditing Unit to the Superintendent and School Board.
- renaming the Assistant Superintendent for Instructional Services as Assistant Superintendent of Curriculum, Instruction, and School Improvement and focusing all instructional services in this area under the new Directors of elementary and early childhood programs, secondary programs, special programs, student services, non-traditional, career and technology services, and school library and media services;
- eliminating the position for Executive Director of Curriculum and School Improvement;
- hiring a Chief Financial Officer and assigning the directors of budget and finance, payroll, purchasing and supply and risk management to this office;
- retitling the position of Assistant Superintendent for Business and Administrative Services as Assistant Superintendent for Administrative Services focusing the role to include transportation, food services, central services, printing services, and new

consolidated departments for facilities and maintenance, MIIS and media; and printing services.

The Leadership Team should include, at a minimum, the Chief Financial Officer, the Assistant Superintendent for Curriculum, Instruction and School Improvement, the Assistant Superintendent for Administrative Services, the Executive Director of Human Resources and Employees Relations, and the Executive Director of Accountability, Planning and Educational Equity.

Exhibit 4-15 summarizes the proposed changes.

**EXHIBIT 4-15
PROPOSED CHANGES IN LEE COUNTY
SCHOOL DISTRICT ORGANIZATION**

Existing Positions	Status in Proposed Organization
Assistant Superintendent for Business and Administrative Services	Title changed and span of control for the position is decreased
Assistant Superintendent for Human Resources and Support Services	Position eliminated. Human Resources will be administered by an Executive Director of Human Resources and Employee Relations
Director of Operations	Position and Office eliminated (office includes one secretary)
Assistant Superintendent for Instructional Services	Title Changed to Assistant Superintendent of Curriculum, Instruction and School Improvement
Executive Director of Curriculum and School Improvement	Position Eliminated
Office of Curriculum Services	Director and Generalist positions eliminated or reconfigured (see Chapter 5)
Schools, PreK-12 Operations, PreK-12 Exceptional Student Education, Adult Education/Dropout Prevention, Vocational	Restructured under the following Directors: <ul style="list-style-type: none"> ■ Elementary and Early Childhood Programs ■ Secondary Programs ■ Special Programs ■ Student Services (Formerly under Human Resources) ■ Library and Media Services (Formerly under Media Services)
Assistant Superintendent of Federal, State and Community Relations	Position eliminated: The Director of Public Relations and a new Legislative Liaison should report to the Superintendent.
----	Chief Finance Officer assumes responsibility for budget, financial accounting payroll, purchasing and supply, and risk management.
Board Attorney	no change
Staff Attorney	Position changed to Director of Employee Relations

Source: Created by MGT, 1997.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|--------------|
| 1. The new Superintendent should study the proposed reorganization plan as shown in Exhibit 4-14. | August 1997 |
| 2. A draft proposed reorganization plan for 1997-98 should be presented to the Board for review. | October 1997 |

School District Organization and Management

- | | |
|--|---------------|
| 3. Following board approval of the draft, the Assistant Superintendent for Human Resources and Support Services should develop job descriptions for all new and revised positions. | Fall 1997 |
| 4. Lee County School District organizational charts and job descriptions should be finalized and approved by the Board. | December 1997 |
| 5. The new Lee County School District organizational structure should be implemented. | January 1998 |

FISCAL IMPACT

The realignment of positions under two assistant superintendents, one for curriculum and instruction services and one for Administrative Services will generate an annual cost savings of \$156,020 in salaries plus 28 percent for employee benefits.

The elimination of the assistant superintendent positions totals \$100,253 for Human Resources and Support Services and \$97,450 for Federal, State and Community Relations. Elimination of the Director of Operations position totals \$92,003 and the Executive Director of Curriculum and School Improvement equals \$96,714.

The Legislative Liaison is hired on a base salary of \$51,000 for a total of \$64,000. The Chief Financial Officer salary \$65,000 for a total of \$83,200 and an Executive Director for Human Resources \$65,000 for a total of \$83,200.

Other costs and cost savings for other positions will be addressed in subsequent chapters.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Eliminate Two Assistant Superintendents	\$98,852	\$197,703	\$197,703	\$197,703	\$197,703
Hire a Chief Financial Officer	(\$41,600)	(\$83,200)	(\$83,200)	(\$83,200)	(\$83,200)
Hire a Legislative Liaison	(\$32,000)	(\$64,000)	(\$64,000)	(\$64,000)	(\$64,000)
Eliminate the Director of Operations	\$46,002	\$92,003	\$92,003	\$92,003	\$92,003
Eliminate the Executive Director of Curriculum and School Improvement	\$48,357	\$96,714	\$96,714	\$96,714	\$96,714
Hire Executive Director of Human Resources	(\$41,600)	(\$83,200)	(\$83,200)	(\$83,200)	(\$83,200)
Total (Costs)/Savings	\$78,010	\$156,020	\$156,020	\$156,020	\$156,020

FINDING

* Note: The position of Assistant Superintendent for Human Resources and Support Services has been changed to Executive Director of Human Resources and Employee Relations in the proposed organizational structure.

Central office administrators in the Lee County School District receive stipends for a variety of personnel functions. These include stipends for longevity (over 20 years of services to the district), advanced degrees (doctorate), and for conducting workshops or special projects. As shown in Exhibit 4-16, between 1994-95 and 1996-97, directors have received on average a total of \$3,557, and Executive Directors have received an average of \$3,300 annually. The district average for supplements paid to central office administrators totals \$3,734 per employee.

RECOMMENDATION

Recommendation 4-12:

Develop a plan to monitor and reduce administrative stipends by at least 20 percent.

While some staff development and incentives are essential to improving the district's instructional and operational practices, stipends should be closely monitored. As job descriptions for central office personnel are reviewed and revised, clear criteria should be established that links stipends to administrator accountability.

Stipends which are a regular part of a job should be deleted or incorporated into the district's salary schedule (see Chapter 6 on salary study).

**EXHIBIT 4-16
SUMMARY OF ADMINISTRATIVE STIPENDS
1994-95 THROUGH 1996-97**

ADMINISTRATIVE POSITION	SUPPLEMENTS PAID							
	94-95		95-96		96-97		Annual	
	#	\$	#	\$	#	\$	AVERAGE	TOTAL
Administrative Assistant, Instruction/Curriculum	-	\$ -	-	\$ -	4	\$ 39,491	\$ 13,164	\$ 39,491
Administrator on Special Assignment	3	12,765	4	15,370	3	4,519	10,885	32,654
Assistant Director	3	2,183	4	5,678	1	613	2,824	8,473
Assistant/Area Superintendent, Administration	3	14,759	4	14,368	4	9,521	12,883	38,648
Coordinator	12	42,677	10	24,539	17	48,402	38,539	115,617
Director	24	56,788	22	119,554	24	69,104	81,815	245,445
District Superintendent	-	-	1	39	-	-	13	39
Executive/General Director	-	-	2	8,717	2	11,086	6,601	19,804
Fiscal/Budget Analyst	1	18	-	-	-	-	6	18
Project Coordinator	2	11,729	3	15,758	3	4,131	10,540	31,619
Staff Attorney	-	-	2	7,211	1	2,683	3,298	9,894
Supervisor/Coordinator	21	112,271	13	65,906	15	53,165	\$ 77,114	\$ 231,343
Total	69	\$ 253,190	65	\$ 277,141	74	\$ 242,714	\$ 257,682	\$ 773,045

Source: Lee County School District, 1997.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Leadership Team should develop a plan to monitor and reduce administrative stipends for 1997-98. Fall 1998

2. The Board should approve the plan. January 1998

FISCAL IMPACT

A review of supplements suggests that at least 20 percent of the supplements are for duties or activities that may potentially be within the existing job descriptions of the administrators. Reducing administration stipends by 20 percent will result in an annual savings of \$51,540. The calculation for 1997-98 is based on one half of the estimated total.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Reduce Stipends	\$25,770	\$51,540	\$51,540	\$51,540	\$51,540

FINDING

The Director of Operations in the current organizational structure oversees the Internal Audit Unit and the Office of Accountability, Planning and Educational Equity. The director is supported by an executive secretary. This secretary serves as the receptionist in the Superintendent's office area and performs duties related daily to district operations. The Superintendent's office is staffed by two additional executive secretaries. In the new organizational structure, the administrative functions formally assigned to the Director of Operation will be redistributed to the assistant superintendents and the Executive Director of Planning, Accountability and Educational Equity. These offices already have adequate secretarial support.

RECOMMENDATION

Recommendation 4-13:

Eliminate the secretary position assigned to District Operations.

Under the new organizational structure, the functions of the District Operations Office are reassigned. Although this secretary position is currently located in the Superintendent's office, the Superintendent already has two full-time executive secretaries and does not require a third executive secretary to meet the work load and demands of this office.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Superintendent should recommend to the Board that the executive secretary position be eliminated. July 1997

2. The Board should approve eliminating the position. August 1997

3. The position should be eliminated. January 1998

FISCAL IMPACT

The elimination of this secretary position will save the district a total of \$43,868 annually for salary and benefits.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Eliminate Secretary	\$21,934	\$43,868	\$43,868	\$43,868	\$43,868

4.3.2 Planning

Planning is among the most important activities of a school board and administration. The planning process in any district is essential to establish a mission and identify goals, objectives and alternative courses of action for a school district to achieve its mission. Planning facilitates a long-term, strategic view towards the management of resources to effectively execute the district’s educational programs and activities.

CURRENT SITUATION

Responsibility for long-range planning has been assigned to the Office of Accountability, Planning and Educational Equity. An executive director oversees the office which includes the Program Administrator for Assessment and Testing, the Coordinator for Program Evaluation, the Coordinator for Educational Equity and Student Reassignments, and the Program Administrator for Magnet Programs. The office assists in the planning process for many district functions. For example, the office assists the board and district administrators in development of goals for the district at an annual board retreat. The board goals were revised at a recent Board retreat held in February 1997. Exhibit 4-17 displays the planning process proposed at the Board Retreat created by office staff. Additionally a major focus of this office over the past two years has been the development of the district’s Controlled Choice Plan.

The administrative style of the central office was categorized during on-site interviews as centralized in the past. During the past two years, the focus and mission of the central office has become increasing directed toward the schools and student achievement. This model acknowledges several important aspects of planning that are critical to the district’s long-term emphasis on student achievement.

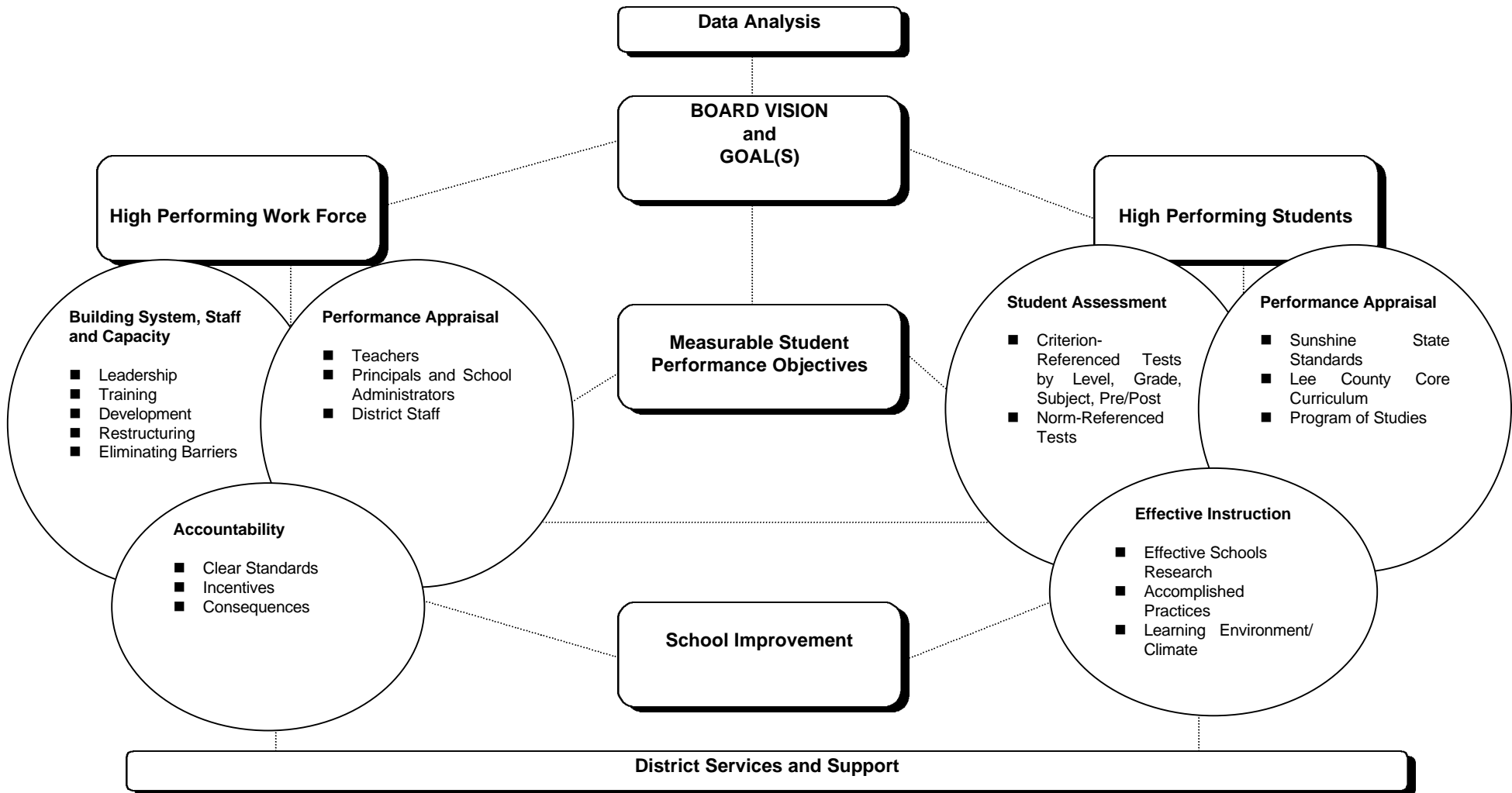
FINDING

The Office of Accountability, Planning and Educational Equity (see Exhibit 4-18) has a broad range of operational purposes.

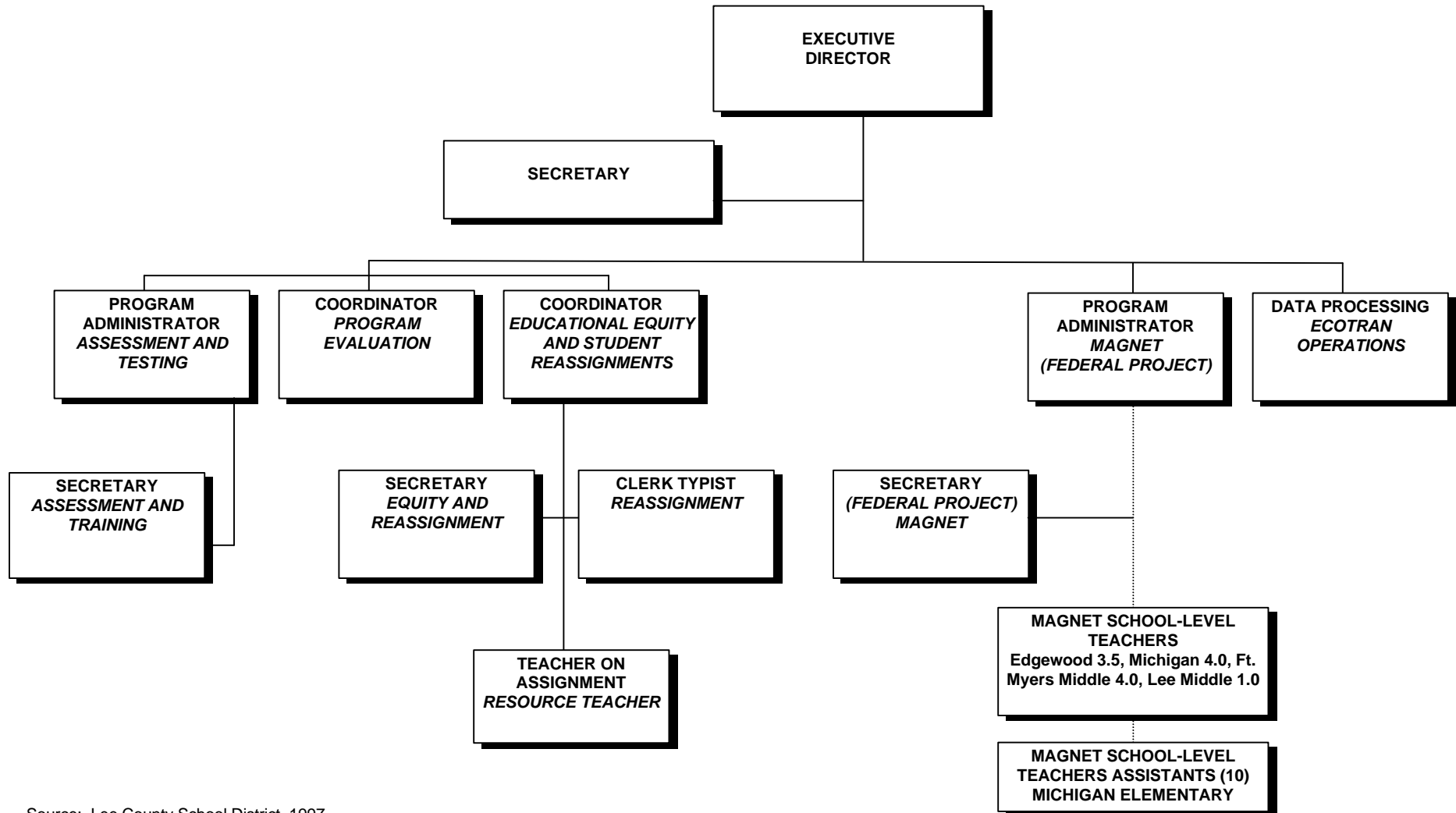
- The Program Administrator for Assessment and Testing supervises the district’s student testing programs and provides information on student performance to the schools. This Program Administrator plays an essential role in developing the student achievement data reports necessary for monitoring accountability, preparing reports to the Board and community, and assisting schools in developing their school improvement plans.

- The Coordinator of Program Evaluation conducts the district program evaluation and provides support to the accountability process. The district hires additional evaluation support for this office through an outside contracts for program evaluation.
- The Coordinator of Educational Equity and Student Reassignments is responsible for managing student assignments under the district's Desegregation Order. The coordinator also serves as a liaison to the many community functions that support the district's efforts to enhance cultural diversity.

EXHIBIT 4-17
 BOARD RETREAT MODEL FOR
 CREATING WORLD CLASS SCHOOLS IN LEE COUNTY



**EXHIBIT 4-18
ACCOUNTABILITY, PLANNING AND EDUCATIONAL EQUITY**



Source: Lee County School District, 1997.

- The Program Administrator for Magnet Programs oversees the district's magnet school programs. The central office functions of magnet programs were placed in Office of Accountability, Planning and Educational Equity to ensure that complex issues related to student reassignment and monitoring of desegregation requirements and federal funding receive adequate attention.

The Office of Accountability, Planning and Educational Equity has been a major contributor to the development of the district's Controlled Choice Plan described later in this chapter. Under the Controlled Choice Plan, the functions of student reassignment and magnet programs will need to be evaluated. The Controlled Choice Plan will potentially decrease the need for staffing concentrations in these areas. Conversely, the plan will require additional staff to manage the new student assignment structure. The Controlled Choice Plan will substantial change the service needs of schools and their communities.

Under the current structure, the duties of office staff are frequently diverted from the function of program evaluation. An analysis of previous studies indicates that some extensive evaluations that have been completed are not used to improve program operations, or realign program goals and functions. Exhibit 4-19 provides a summary of contracted services.

**EXHIBIT 4-19
PROGRAM EVALUATION AND CONSULTANT SERVICES
PURCHASED THROUGH HOURLY CONTRACTS
1993-94 THROUGH 1996-97**

YEAR	AREA OF SERVICE	TOTAL
1993-94	Bilingual, Migrant, Even Start, New Directions Program Evaluation,	\$14,501
	Ecotran Consultation	\$30,971
1994-95	New Directions, Academy High School, Title I Migrant, Middle School Advanced Curriculum	\$19,961
	Even Start Program	\$6,000
	Ecotran Consultation	\$19,793
1995-96	Even Start Program Evaluation	\$4,000
	New Directions Academy Middle School Advanced Curriculum, Magnet Program Evaluation	\$17,192
	Controlled Choice	\$12,755
1996-97	High School Advanced Curriculum	\$304
	Controlled Choice	\$9,931

Source: Lee County School District, Office of Accountability, Planning and Educational Equity, 1997.

RECOMMENDATION

Recommendation 4-14:

Realign the Office of Accountability, Planning and Educational Equity to create an enhanced focus on program evaluation and accountability.

The planning and accountability function in the Lee County School District Central Office should be targeted so that time and resources are focused on a clear process of goal development, implementation, evaluation and data analysis and goal realignment. The planning and accountability process should ensure that the resources of the district are focused on students and that programs are evaluated regularly to enhance accountability for results. Providing school-level support for the school improvement process should be a primary role and responsibility of this office and all central office administrators.

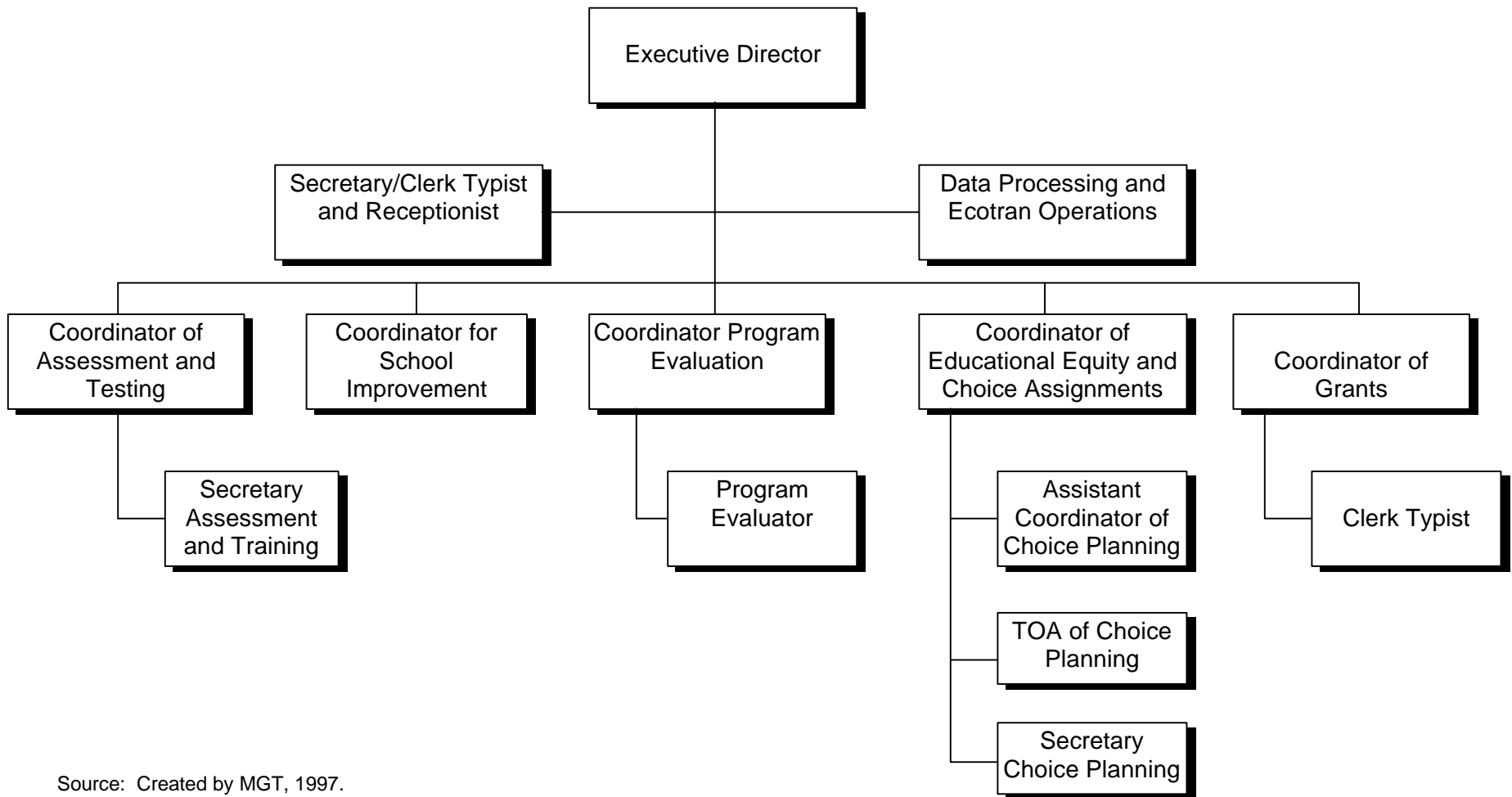
Exhibit 4-20 displays the proposed organizational structure which includes the following changes.

- assigns the grants office to this department and retitles the specialist as coordinator. The coordinator should have an expanded role in linking the budgeting and planning functions;
- creates a new focus for equity and student assignments that focuses on special projects (e.g., choice) and renames the position Coordinator of Educational Equity and Choice Assignments;
- hires a full-time program evaluator;
- hires an assistant coordinator of choice planning;
- assigns magnet programs to the Division of Instructional Services; and
- assigns the former teacher on special assignment for school improvement to this office from the Division of Instructional Services and retitles the position as coordinator.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|----------------|
| 1. The Executive Director of Accountability, Planning and Educational Equity should develop a plan to realign the office into the functional areas in Exhibit 4-19. | August 1997 |
| 2. The Executive Director should submit the plan to the Leadership Team for review and revisions as necessary. | September 1997 |
| 3. The Superintendent submit the new organizational chart to the Board for approval. | October 1997 |
| 4. The Board should approve the new organization chart. | November 1997 |

EXHIBIT 4-20
PROPOSED ORGANIZATIONAL STRUCTURE FOR THE OFFICE OF
ACCOUNTABILITY, PLANNING, AND EDUCATIONAL EQUITY



Source: Created by MGT, 1997.

FISCAL IMPACT

The realignment of the Office of Accountability, Planning, and Educational Equity should cost the district a total of \$116,000 including salary and benefits.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Reduce Consultant Fees	\$6,000	\$12,000	\$12,000	\$12,000	\$12,000
Hire Program Evaluator	(\$32,000)	(\$64,000)	(\$64,000)	(\$64,000)	(\$64,000)
Hire an Assistant Coordinator of Choice Planning	(\$32,000)	(\$64,000)	(\$64,000)	(\$64,000)	(\$64,000)
Reclassify Grant Specialist as Coordinator	(\$8,118)	(\$16,235)	(\$16,235)	(\$16,235)	(\$16,235)
Total (Cost) Savings	(\$66,118)	(\$132,235)	(\$132,235)	(\$132,235)	(\$132,235)

FINDING

Lee County School District has Strategic Plan for the 1994-97 school year. This plan has not been updated. The strategic planning process, at least in part, has been replaced by the District Improvement Plan. The District Improvement Plan was last updated in 1995. The goals and objectives of the District Improvement Plan have not been systematically linked to Board objectives nor have benchmarks been established to determine the success of the District Improvement Plan. In essence, the planning and accountability function of the district lacks accountability.

RECOMMENDATION

Recommendation 4-15:

Develop a new comprehensive District Improvement Plan that reflects the goals and objectives of the district.

The District Improvement Plan should reflect the goals and objectives of the district (by major program and department), along with implementation strategies, timelines and responsibility assignments. The plan should be continuously updated each year and should be used as the foundation for establishing budget priorities. The plan should contain time specific implementation strategies with responsibility assignments for the goals it has identified.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Superintendent and Office of Planning, Accountability and Educational Equity should assist the Steering Committee for School Improvement and Restructuring in defining its charge to develop a new District Improvement Plan. October 1997

2. The Steering Committee, in conjunction with the Board and Leadership Team, should hold public hearings to solicit input from the community regarding the district's current mission, beliefs and goals to achieve "buy-in" on the direction of the district. January 1998

3. The Steering Committee should solicit input from the schools through a series of workshops with school communities (e.g., SACs). February -
April 1998

4. The Steering Committee should develop an outline of the strategies required to accomplish the goals of the district based on input received from the board, the public, school personnel and central administration. May 1998 -
June 1998

5. The Steering Committee should develop an initial draft of the new District Improvement Plan, including specific strategies, timelines and responsibility assignments. July - September 1998

6. The Superintendent and Leadership Team should review the draft and present it to the Board for comments. October 1998

7. The Steering Committee and Office of Planning, Accountability and Educational Equity should incorporate the Board's and Leadership Team's comments into the final version of the plan and present it to the Superintendent for review and approval. November -December
1998

8. The Superintendent should submit the final District Improvement Plan to the Board for its approval. January 1999

9. The Chief Financial Officer should prepare the budget to reflect the priorities established in the District Improvement Plan. February 1999

FISCAL IMPACT

The implementation of this recommendation can be accomplished within existing resources.

FINDING

Program evaluation has not been a priority in the Lee County School District. The district's current planning process has been centered around the district's decision to develop and implement the Controlled Choice Plan. Although the office has conducted quality program evaluations in some areas, other areas (for example, the dropout program) have never been evaluated. Presently, the district has no systematic plan to ensure that program evaluations occur on a regular basis. Program evaluations are not scheduled on a regular basis for all programs and results are not consistently used to improve educational and operational practices.

The Office of Assessment and Testing houses all functions related to testing and program evaluation. However, because the district's focus on the Controlled Choice Plan and the Unitary Status has been a priority, most of the Office of Assessment and Testing's resources have been allocated to these areas. Without comprehensive evaluations, the district cannot be certain of which instructional initiatives and programs have had a positive effect on students. Furthermore, programs do not have the advantage of improving upon areas of concern since there is no information provided to them indicating program weaknesses.

RECOMMENDATION

Recommendation 4-16:

Evaluate all programs for effectiveness and eliminate programs that do not meet program goals and objectives.

Effective program evaluation will enhance the district's accountability for operating programs that are cost efficient and meet the needs of students.

The Office of Accountability, Planning and Educational Equity should conduct at least three instructional program evaluations annually. Selection of programs to be evaluated should be on a priority bases with all instructional programs being evaluated on a rotating basis.

Program Evaluation information revealed should be reviewed by Board members and the Leadership Team and appropriate recommendations should be developed to improve student performance.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|---------------------------|
| 1. The Executive Director for Accountability, Planning and Educational Equity should draft a plan for evaluating all programs on a three-year cycle. | January 1998 |
| 2. The Executive Director should submit the plan to the Leadership Team for review and approval. | February 1998 |
| 3. A three-year evaluation cycle should be implemented. | March 1998
and Ongoing |

FISCAL IMPACT

Program evaluation can and should be accomplished within existing resources.

FINDING

Assessment data are provided by the district to all schools and school personnel are encouraged to ask for individualized school reports from the Department of Accountability, Planning and Educational Equity, Office of Assessment and Testing. District personnel provide training for staff to use these data in the school improvement process. Interviews with school personnel and survey responses from administrators revealed that many were satisfied with the support provided in terms of analyzing and using test scores for program improvement.

Current information on student performance is important for schools to evaluate both programs and classroom performance. As principals and SACs have increased their focus on student results, student performance data have played a greater role in the school improvement process. As a result, the Department of Accountability, Planning and Educational Equity reports that requests for information from principals and School Improvement Councils (SACs) are increasing. On-site interviews with school personnel and central office staff indicated that principals and SACs would like additional information on student achievement, classroom and school performance. At times this information is requested in formats not easily developed by the Department.

COMMENDATION

The Lee County School District is commended for providing assessment data to schools.

RECOMMENDATION

Recommendation 4-17:

Evaluate the capacity of the Department of Accountability, Planning and Educational Equity to meet the information requests of schools and departments.

Determining the number and types of information requests will assist the department in planning staffing needs and developing formats for reporting that best meet the needs of teachers, principals, and central office staff.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Program Administrator for Assessment and Testing should maintain a daily log of requests from schools, the timeframe needed in order to meet requests, as well as a task analysis of the type of information requests. Beginning in
September 1996
2. The Program Administrator should ask principals, SACs, Beginning in

and the Department of Accountability to identify target turnaround time for specific tasks, and track the department's ability to meet the target turnaround time.

September 1996

3. The Executive Director should use these data to determine the need for additional staff in this office and develop new formats for reporting information.

March 1998

FISCAL IMPACT

This recommendation can be accomplished within existing resources. Prior to the budget cycle, the Executive Director should determine if workloads exceed the capacity of the staffing assigned to this coordinator.

4.3.3 Grants

CURRENT SITUATION

The Grants function in the Lee County School District is the responsibility of one director with a staff of one clerical position. The Grants Department, under the current director, has been in operation since October 1993. The Grants Office has been instrumental in developing a training system that supports the writing and development of grant projects. Once grants are awarded, the Grants Office plays a limited role in the grant implementation process. The Grants Office is currently assigned to the Division of Federal, State and Community Relations.

FINDING

During the 1996-97 school-year, the total grants awarded was \$20,494,152. Nearly 48 percent of the Grants are from competitive funds (\$9,928,377) and 52 percent (\$10,565,775) are from entitlement grant sources. This represents a significant increase in grant funding since 1993. To accomplish this task, the director has spearheaded a program that trains cadres of grant writers both within the district and with supportive community agencies.

While the Grants Office has developed successful internal guidelines to manage the grants development process, the district has no policy or formal procedures that guide districtwide grant development and the supervision of projects that have been funded. Once grants have been funded, the administration and implementation of the grant program is typically assigned to the initiators of the grant. Due to ongoing changes in the administrative structure of the district, a grant can potentially be funded, but the personnel to administer the grant may no longer exist.

COMMENDATION

The Lee County School District is commended for the outstanding accomplishments of the Grants Department.

RECOMMENDATIONS

Recommendation 4-18:

Assign the Grants Unit to the Office of Accountability, Planning and Educational Equity.

The Grants Office offers the district a tremendous opportunity to enhance programs and services for students. Grants development, however, should be planned and coordinated with the overall goals and objectives of the district. The Grants Unit should be a critical contributor that links the planning and budgeting functions of the district.

Recommendation 4-19:

Establish a policy for grant development and administration.

Clear guidelines for grant development and administration of grant sponsored programs will assist the district in enhancing its very successful grant programs.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|----------------|
| 1. The Grants Office should be moved to the Office of Accountability, Planning and Educational Equity. | August 1997 |
| 2. The Director of Grants should draft a policy and submit the policy to the Assistant Superintendent for Business and Administrative Services. | August 1997 |
| 3. The Leadership Team should review the policy and make revisions as necessary. | September 1997 |
| 4. The Board should approve the policy. | December 1997 |

FISCAL IMPACT

This recommendation can be accomplished within existing resources.

FINDING

The Lee County School District hires many outside consultants and contracts to support such district functions as school improvement, staff development and planning. Exhibit 4-21 shows that, in fiscal years 1995 and 1996, the total dollar amount of outside contracts equaled \$772,043 and \$744,725 respectively. Contracts exceeding \$20,000 comprise 52 percent in FY 1995 and 48 percent in FY 1996. The vast majority of these contracts were direct services for Exceptional Student Education.

Lee County School District has many qualified and competent personnel. At times, external resources are sought when expertise to perform the function already exists within the district.

**EXHIBIT 4-21
FEES CHARGED BY CONSULTANTS**

CONTRACT AMOUNTS	NUMBER OF CONSULTANTS				TOTAL DOLLAR AMOUNT OF CONTRACTS			
	FY 94	FY 95	FY 96	FY97	FY 94	FY 95	FY 96	FY97
Over \$20,000	6	9	9	7	\$149,048	\$397,842	\$358,465	\$245,034
\$10,000 to \$19,999	6	8	7	9	\$86,208	\$106,924	\$99,861	\$133,749
\$5,000 to \$9,999	3	6	11	13	\$17,889	\$35,991	\$75,965	\$80,506
\$1,000 to \$4,999	30	84	55	46	\$52,616	\$165,612	\$139,619	\$94,124
Under \$1,000	149	236	277	277	\$40,663	\$65,674	\$70,815	\$67,436
Total	194	343	359	352	\$346,424	\$772,043	\$744,725	\$620,849

RECOMMENDATION

Recommendation 4-20:

Develop an annual cost benefit analysis to monitor fees paid to outside consultants.

The use of internal resources should be maximized prior to obtaining outside consultation. The decision to use an outside resource should be based on a clear definition of the costs and benefits associated with the contracted services as the service relates to the district's mission and established goals. For example, resources for internal training and cross-training among departments should be considered prior to an external consultant. This practice will ultimately enhance the capacity of the district, at a lower cost than an external consultant.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|------------------|
| 1. The Leadership Team should review consultant costs and determine criteria for using consultants. | November 1997 |
| 2. The Leadership Team should develop a plan and procedures to monitor the cost of consultants that includes an annual cost-benefit analysis to the School Board. | December 1997 |
| 3. The procedures should be disseminated to the appropriate personnel. | January 1998 |
| 4. A cost benefit report on the use of consultants should be prepared. | Annually in June |

FISCAL IMPACT

This recommendation can be accomplished within existing resources.

4.3.4 Legal Services

CURRENT SITUATION

The Board Attorney reports directly to the Board and provides counsel related to Board policy and state and federal law. In the past, the Board's Attorney has focused on assisting the district in achieving Unitary Status by removing the administrative provisions related to busing and district management now imposed under the district's Desegregation Order. The district's legal encounters related to personnel typically have been managed by retaining outside counsel. Outside counsel has also been retained to manage high impact cases, requiring many hours of legal preparation and cases requiring the expertise of a highly specialized legal opinion.

Exhibit 4-22 provides summary of external legal services. In 1995-96, external legal services for the district totaled \$724,919, a 52 percent increase over 1992-93. Nearly 45 percent of the external fees in 1995-96 and 40 percent of the 1996-97 services to date are legal services provided for labor issues.

**EXHIBIT 4-22
SUMMARY OF LEE COUNTY SCHOOL DISTRICT
EXTERNAL LEGAL SERVICES
1992-1997**

LEGAL SERVICES	1992-93	1993-94	1994-95	1995-96	1996-97 TO DATE
Abel, Band (Labor)*	\$140,371				
Kunkel and Hament (Labor)*	30,746	143,695	207,030	325,095	132,816
Harry Blair	19,580				
Florida Coalition for Adequacy		12,115	12,115	12,115	12,115
Florida D.O. - DOAH* Hearings 1990-93			5,114		
Fowler and White (Environmental Law)	24,477	14,835	50,025	10,086	29,014
Marvin Harris (Court Reporter)					16,152
Henderson, Franklin (Real Property Law)				988	27,067
Hill, Ward and Henderson (Tax Opinion)					2,538
Hogan and Hartson (Desegregation)	232,753	114,948	234,985	333,771	130,359
Holland and Knight (AIDS Testing Opinion)	16,090				
Kevin Jursinski (Board legal fees)					994
NAACP Legal Defense Fund (Court Ordered in Desegregation Case)		224,233			
R. Peterkin (Desegregation Consultant)				7,357	
Student Hearings	12,607	6,873	6,922	8,441	7,566
TOTAL	\$476,624	\$516,699	\$516,192	\$724,919	\$331,554

Source: Lee County School District records, 1997.

* Does not include union negotiations.

The external legal fees in the Lee County School District have been a major concern of staff and board members for some time. Upon review of the costs contributing to the districts high litigation expenditures for obtaining outside counsel, the Board has approved the hire of a second attorney and a staff attorney commenced employment in

April 1997. The primary role of this staff attorney is to focus on employee relations and reduce legal costs resulting from personnel issues. The budgeted cost for the staff attorney's office including salary, benefits, one secretary, and operating expenses totals \$181,700.

Employees in the Lee County School District are represented by two unions --- the Teachers Association of Lee County (TALC) and the Support Personnel Association of Lee County (SPALC).

The agreements, entered into by the School Board and the unions that include several purposes:

- the promotion of a harmonious relationship between the Board and the associations;
- the establishment of an equitable procedure for the resolution of differences; and
- the establishment of rates of pay, hours of work, and terms and conditions of employment.

A grievance (a claim by a employee, by name, or a group of employees, by name) may be filed if there has been a violation, misinterpretation or misapplication of any provision of the TALC or SPALC agreements.

All members within the bargaining unit may have the right to be represented by the associations in the determination of a grievance.

Florida statute stipulates the following:

- *Public employees shall have the right to be represented by any employee organization of their own choosing and to negotiate collectively, through a certified bargaining agent, with their public employer in the determination of the terms and conditions of their employment. Public employees shall have the right to be represented in the determination of grievances on all terms and conditions of their employment. Public employees shall have the right to refrain from exercising the right to be represented.*
- *Public employees shall have the right to engage in concerted activities not prohibited by law, for the purpose of collective bargaining or other mutual aid or protection. Public employees shall also have the right to refrain from engaging in such activities.*
- *Nothing in this part shall be construed to prevent any public employee from presenting, at any time, his own grievances, in person or by legal counsel, to his public employer and having such grievances adjusted without the intervention of the bargaining agent, if the adjustment is not inconsistent with the terms of the*

collective bargaining agreement then in effect and if the bargaining agent has been given reasonable opportunity to be present at any meeting called for the resolution of such grievances.

- *Each public employer and bargaining agent shall negotiate a grievance procedure to be used for the settlement of disputes between employer and employee, or group of employees, involving the interpretation or application of a collective bargaining agreement. Such grievance procedure shall have as its terminal step a final and binding disposition by an impartial neutral, mutually selected by the parties; however, when the issue under appeal is an allegation of abuse or neglect by an employee under s. 415.1075 or s. 215.504. However, an arbiter or other neutral shall not have the power to add to, subtract from modify, or alter the terms or a collective bargaining agreement. If an employee organization is certified as the bargaining agent of a unit, the grievance procedure then in existence may be the subject of collective bargaining, and any agreement which is reached shall supersede the previously existing procedure. All public employees shall have the right to a fair and equitable grievance procedure administered without regard to membership or nonmembership in any organization, except that certified employee organizations shall not be required to process grievances for employees who are not members of the organization. A career service employee shall have the option of utilizing the civil service appeal procedure, an unfair labor practice procedure, or a grievance procedure established under this section, but such employee is precluded from availing himself to more than one of these procedures.*

FINDING

Collaborative bargaining techniques establish a clear framework for reaching consensus and often assist districts in avoiding ongoing disputes among the school board and the district's union representatives. Interviews revealed that union members and some Board members have already had training in collaborative bargaining techniques, but over the past three years this approach has not been implemented effectively.

Additionally, litigation initiated against the school board in the form of arbitration and Department of Administration (DOAH) has cost the district valuable resources. Exhibits 4-23 and 4-24 show the external cost of these personnel hearings for union related issues. Nearly 40 percent of SPALC and 24 percent of the TALC grievances were withdrawn prior to the arbitration hearing.

RECOMMENDATIONS

Recommendation 4-21:

Reduce legal costs by improving employee relations and monitor costs.

**EXHIBIT 4-23
SUMMARY OF UNION (SPALC) INITIATED LITIGATION AGAINST
THE SCHOOL BOARD OF LEE COUNTY
1992-1996**

TYPE OF LITIGATION	HEARING DATE	PREVAILING PARTY	SCHOOL BOARD COSTS*
Arbitration (Grievance)	09/26/96	School Board	\$4,540
Arbitration (Grievance)	09/20/96	School Board	\$6,432
Arbitration (Grievance)	08/15/96	School Board	\$8,472
Arbitration (Grievance)	05/31/96	(withdrew grievance prior to hearing)	\$6,122
Arbitration (Grievance)	1996 (Hearing canceled)	(withdrew grievance prior to hearing)	\$555
Arbitration (Grievance)	05/13/96 (Hearing canceled)	Settled	\$350
Arbitration (Grievance)	04/15/96	Settled	\$572
Arbitration (Grievance)	03/29/96	School Board	\$4,257
Arbitration (Grievance)	07/24/95	School Board	\$13,199 (Consolidated)
Arbitration (Grievance) (8 additional grievances)	1995 - Not scheduled	Withdrew all 8 grievances after filing for arbitration and losing initial 3	\$50 (No filing fees charged)
Arbitration (Grievance)	1995 - Not scheduled	Settled	\$150
Arbitration (Grievance)	07/08/95	(withdrawn grievance prior to hearing)	\$182
Arbitration (Grievance)	02/01/95	School Board	\$8,259
Arbitration (Grievance)	12/15/94	SPALC	\$9,856
Arbitration (Grievance)	1994	School Board	\$4,544
Arbitration (Grievance)	1994	School Board	\$197
Arbitration (Grievance)	05/16/94	School Board	\$12,542
Arbitration (Grievance)	12/02/92	Grievance dismissed at hearing	\$5,055
Arbitration (Grievance)	11/18/92	School Board	\$6,444
Arbitration (Grievance)	11/30/92	School Board	\$9,446
DOAH	1993	School Board	\$12,923
DOAH	1994	School Board	\$7,403
DOAH	1993	withdrew case prior to hearing	\$3,001
DOAH	1995 - not scheduled	withdrew case prior to hearing	\$3,870
TOTAL		40 percent withdrawn.	\$115,172

Source: Lee County School Board, 1997.

*Includes AAA arbitration proceedings, Department of Administrative Hearings (DOAH), PERC unfair labor practice cases and PERC declaratory statement petitions. (Excludes bargaining/impasse proceedings)

**EXHIBIT 4-24
SUMMARY OF UNION (TALC) INITIATED LITIGATION* AGAINST
THE SCHOOL BOARD OF LEE COUNTY
1992-1996**

TYPE OF LITIGATION	HEARING DATE	PREVAILING PARTY	SCHOOL BOARD COSTS*
Arbitration (Grievance)	12/10/96	(withdrew grievance during hearing)	\$6,570
Arbitration (Grievance)	10/30/96	TALC	\$4,840
Arbitration (Grievance)	Not scheduled	Settled	\$150
Arbitration (Grievance)	06/16/95	(withdrew grievance prior to hearing)	\$1,330
Arbitration (Grievance)	06/01/95	TALC	\$7,964
Arbitration (Grievance)	02/21/95	School Board	\$5,247
Arbitration (Grievance)	12/08/94	School Board/TALC (Grievance denied in part/granted in part)	\$9,905
Arbitration (Grievance)	09/13/94	School Board	\$4,177
Arbitration (Grievance)	1992	School Board	\$245
Arbitration (Grievance)	1993	Settled	\$332
DOAH	1993	School Board	\$21,622
DOAH	1992	(withdrew case prior to hearing)	\$7,659
DOAH	1994	School Board	\$35,491
DOAH	1994	TALC	\$19,350
DOAH	1996	(withdrew case prior to hearing)	\$13,547
DOAH	1993	TALC	\$7,948
DOAH	1994	School Board	\$14,604
Total Number of TALC Litigation's		24 percent withdrawn	\$160,981
ULP #1 (TALC) (Reduced work year) PERC unfair labor practice cases (ULP)	07/11/96 (Oral Argument)	School Board	\$26,107
ULP #2 (TALC) (Reduced work year) PERC unfair labor practice cases (ULP)	01/10/97	Pending	\$1,262
TALC/SPALC (Retroactive pay) PERC declaratory statement petition case	1996 Briefs only (no hearing)	School Board	\$18,303
TOTAL			\$206,653

Source: Lee County School Board, 1997.

*Includes AAA arbitration proceedings, DOAH hearings, PERC unfair labor practice cases and PERC declaratory statement petitions. (Excludes bargaining/impasse proceedings)

Senior staff and Board should work collaboratively in an effort to reduce extremely high legal costs which continue to divert funds from the primary focus of a school district.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|--|
| 1. The Chief Financial Officer should develop an annual report of all legal fees and submit the report to the Leadership Team and the Board. | Beginning March 1998
and Ongoing |
| 2. The Assistant Superintendent for Human Resources and Student Support Services, in conjunction with the staff attorney, should develop a comprehensive plan to manage legal costs. | October 1998 |
| 3. Once in place, the Leadership Team should evaluate the job scope of the Board Attorney and the staff attorney annually to determine areas of duplication of services. | Beginning in March 1998
and Ongoing |

FISCAL IMPACT

On average between 1992 and 1996 external labor costs equaled \$211,734 annually and other union-related expenditures averaged \$80,456 annually for a total of \$292,190. The newly established office of the staff attorney is budgeted at \$181,700, \$110,440 less than the total external costs for maintaining employee relations annually. With improvements in labor relations and the ongoing monitoring of labor issues internally by the staff attorney, this external cost should be reduced by at least 70 percent for a total of approximately \$77,000. The district estimates that at least 70 percent of the cases funded externally may be handled by the staff attorney.* A combination of improved practices including fewer arbitrations and enhanced personnel practices (e.g., school personnel manuals, collaborative bargaining, expedited arbitration, consistent employee evaluation practices) should assist the district in realizing this savings.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Reduce Legal Costs Related to Labor	\$38,500	\$77,000	\$77,000	\$77,000	\$77,000

Recommendation 4-22:

Implement collaborative bargaining techniques to facilitate productive discussions among the Board, district administrators, and union representatives.

A renewed focus on collaborative bargaining should increase positive and proactive negotiations among all parties, focused on the best interest of students.

*The position of staff attorney has been retitled as Director of Employee Relations in the proposed organization structure.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|---------------|
| 1. The Director of Employee Relations should develop a plan for continued training in collaborative bargaining. | November 1997 |
| 2. The Board and Unions should reach agreement on the terms for collaborative bargaining. | January 1998 |
| 3. Collaborative bargaining techniques should be used to foster productive employees relations. | Ongoing |

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

Recommendation 4-23:

Evaluate the use of an expedited arbitration process.

Several large districts across the country provide models for expedited arbitration processes. Florida Law allows for the establishment of these informal grievance procedures as part of the union agreement. An expedited arbitration process is based on using a formal mediation process to settle grievances prior to enacting a hearing process. Lee County's current informal grievance procedure provides no specifications for mediation by a neutral party. Expedited arbitration typical reduces legal costs in the areas of brief preparation and paperwork related to the hearing process.

IMPLEMENTATION STRATEGIES AND TIMELINES

- | | |
|--|---------------|
| 1. The Director of Employee Relations should assign a task force to assist in the review of a expedited arbitration process. | October 1997 |
| 2. The task force should review models and develop a report defining alternatives to the existing arbitration process. | February 1998 |
| 3. All stakeholders should reach agreement of an expedited arbitration process. | April 1998 |
| 4. The expedited arbitration process should be implemented. | May 1998 |

FISCAL IMPACT

This recommendation can be accomplished within existing resources.

FINDING

The Board requests administrative hearings for all students who are expelled. Administrative hearings are only required at the request of a student's parent or

guardian. Preparing for administrative hearings requires additional time from school and central office personnel and the district's attorneys to prepare the case.

RECOMMENDATION

Recommendation 4-24:

Hold student expulsion hearings only when requested according to the process established by state statute.

This practice will save not only costs associated with hearing preparation but will save valuable Board and staff hours.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Board should review their responsibilities in the student hearing process and eliminate all unnecessary hearings. July 1997

FISCAL IMPACT

While it is difficult to determine the actual fiscal impact from this recommendation, staff time will be redistributed to focus on managing the district. Legal cost reductions assuming a 50 percent total are estimated at \$4,250 using an average outside cost of \$8,500. Studies of other districts across the nation indicate that formal hearings on student discipline are requested less than 50 percent of the time.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Reduce Student Expulsion Hearings	\$4,250	\$4,250	\$4,250	\$4,250	\$4,250

FINDING

Board members order full transcripts of all student hearings. As shown in Exhibit 4-25, this practice has cost the district over \$9,000 in the last two school years.

**EXHIBIT 4-25
TRANSCRIPTS FOR STUDENT HEARINGS**

YEAR	NUMBER OF TRANSCRIPTS	TOTAL COST OF TRANSCRIPTS
FY 96	11	\$3,996
FY 97 to date	13	\$5,057
TOTAL	24	\$9,053

Source: Lee County School District Finance Department, 1997.

Full transcripts are necessary only when the Board moves to change the disciplinary action taken by a hearing officer.

RECOMMENDATION

Recommendation 4-25:

Order full transcripts of student hearings only when necessary to change the disciplinary action of the hearing officer.

In most districts, a change in the disciplinary action imposed by a hearing officer is not likely.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Board should eliminate the ordering of full transcripts unless necessary for specific action. July 1998

FISCAL IMPACT

The fiscal impact is based on an estimated reduction of 50 percent in transcript costs.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Reduce Transcripts	\$4,500	\$4,500	\$4,500	\$4,500	\$4,500

4.3.5 Controlled Choice

CURRENT SITUATION

In January 1997, the Board adopted a Controlled Choice Plan. In August 1998, the Lee County School District will begin to phase in implementation of what is commonly referred to as a "Controlled Choice" method of student assignment. The method is designed to give parents the opportunity to make selections from a wide range of schools offering appropriate educational program options for their children. The phased-in implementation for Controlled Choice will begin with grades kindergarten, six and nine. Exhibit 4-26 depicts the process for adopting the plan.

The Controlled Choice Plan creates three large geographic zones each containing several elementary schools, two to four middle schools, and two to three high schools. The student home residence will determine which set of schools (zone) are available for parental choice. Parents and students will list their school preferences, in preferred order, from among the school in their zone. If desired, parents may also select from districtwide magnet schools. Lee County plans to establish Parent Information Centers (PIC) in each of the three zones. The district has created the three choice zones based on existing and planned transportation networks, topographical constraints, school groupings (i.e. student rise from elementary to middle to high school), and student demographic characteristics. Demographic characteristics include:

- racial/ethnic backgrounds;
- socioeconomic level;
- second language abilities; and
- special needs.

**EXHIBIT 4-26
THE SCHOOL DISTRICT OF LEE COUNTY, FLORIDA
CONTROLLED CHOICE CHRONOLOGY**

DATE	SOURCE	CONTENT
October 9, 1995	Desegregation Unitary Status School Board Workshop	Presentation of St. Lucie County School District's Controlled Choice Plan.
November 7, 1995	Curriculum Standing Committee	School Board directs staff to develop a Controlled Choice Plan by August 1996.
December 7, 1995	Controlled Choice Workshop	Presentation on history of student assignment by Southeastern Desegregation Center and on overview of Controlled Choice by St. Lucie County.
January 22-23, 1996	St. Lucie County Schools' Visitation	District members who visited included: three central office and eleven other staff members.
January 23, 1996	School Board Workshop on Controlled Choice	Second discussion with School Board and staff on St. Lucie's Controlled Choice Plan.
February 15-16, 1996	School Board Retreat	Presentation of the timeline illustrated by the Critical Event Decision Model for implementing Controlled Choice in August 1997. Board Members and staff reviewed "Controlled School Choice Basic Parameters." Five possible zone models were reviewed.
February 19, 1996/ February 21, 1996/ February 29, 1996	Middle School Principals/ High School Principals/ Elementary School Principals	District staff present general overview of Controlled Choice with principals. Articles on Controlled Choice were distributed.
May 23, 1996	Policies and Procedures Standing Committee	Board Members received Controlled Choice Proposal. The Board asked staff to change the Joint SCOD/AZAC Meeting, to begin reviewing the proposal, from 5/23/96 to 6/19/96.
June 1996	Seattle Schools' Visitation	Two Board Members visit the Seattle School District.
June 19, 1996	AZAC/SCOD Joint Meeting	Presentation and Discussion of Proposed Controlled Choice Plan and Student Enrollment Data for 1995-96 and 1997-98.
July 10, 1996 - December 11, 1996	AZAC and SCOD Hold 17 meetings	Presentation and Discussion of Proposed Controlled Choice Plan and development of traditional boundaries.
October 8, 1996	School Board Briefing	Directs staff to schedule and conduct community presentations on the advantages and disadvantages of Controlled Choice.
October 22, 1996	School Board Briefing Meeting	School Board agrees to staff presentation at six Community Input Meetings and schedules a Public Hearing regarding Controlled Choice for December 12, 1996.
November 12, 199 - December 2, 1996	Community Presentations on Controlled Choice	Seven presentations throughout community.
December 12, 1996	School Board Public Hearing	Review of adoption of Controlled Choice as a method of student assignment.

Source: Office of Accountability, Planning and Education Equity, 1996.

School groupings played a major factor in creating the three zones. Capacity levels for elementary, middle and high schools were evaluated to ensure students from younger schools were accommodated during the rise to the next school level. Inequities in the current zone plan will likely equalize based on county growth and development patterns.

Three schools were not included within the Controlled Choice Plan. They are:

- Sanibel Elementary School;
- Pine Island Elementary School; and
- Fort Myers Beach Elementary School.

The geographic location of these areas precludes offering efficient transportation to and from these areas. Elementary students located in the geographic zone for these schools will be assigned to those schools without choice. They may, however, be accommodated under special education programs and can still apply for acceptance to one of the districtwide magnet schools.

Students are assigned to a school based upon parameters of physical space and racial/ethnic diversity guidelines. Preferences for school selection will be given for siblings and students living in close proximity to schools. Siblings listed on the same application will be guaranteed placement together. If a student cannot be placed at the schools of his/her first, second or third choice, the student will be assigned to the closest school with available space and will be automatically enrolled in the eligibility pool.

The eligibility pool is designed to accommodate students receiving assignments at schools other than their first choice. One receiving a non-first choice assignment, the student may elect enrollment into the eligibility pool which will attempt to place the student into the school of choice as space becomes available.

Once assigned to a school, the student may stay at the school through the highest grade level, as long as the student does not move out of the district or into another zone. Exhibit 4-27 shows the proposed student assignment process.

FINDING

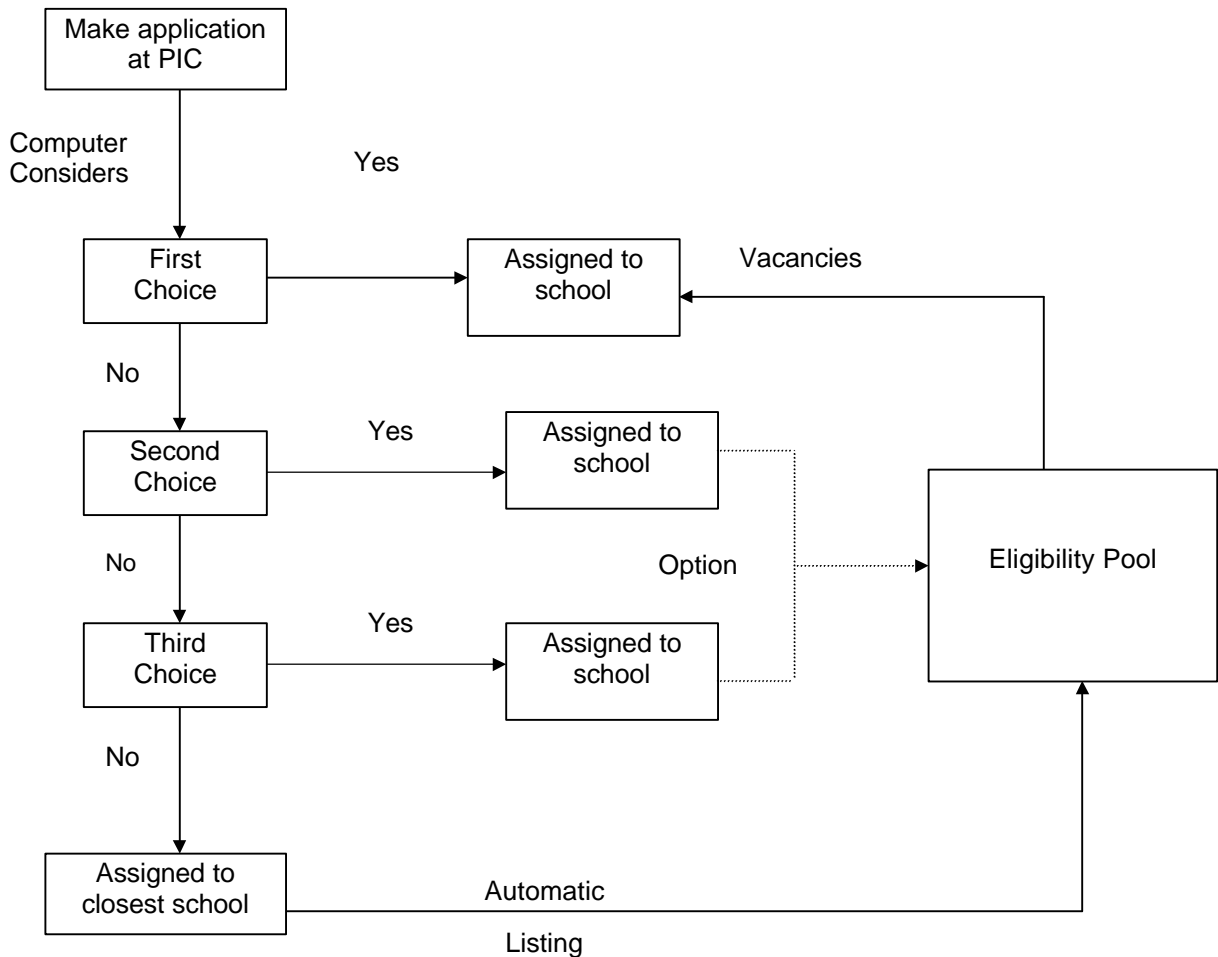
The Controlled Choice Plan will be phased in three geographic zones beginning the 1998-99 school year. The plan calls for the establishment of Zone School Improvement Advisory Councils, and directly links the school improvement process to the zone organization.

The Controlled Choice Plan assigns important tasks to the Zone School Improvement Advisory Councils. No specific plan for the development of the zone councils is included, and no plan for overall structure for zone governance is identified.

COMMENDATION

The Lee County School District is commended for its plans to link State and Board goals, the Controlled Choice Plan, the evaluation of zone efficacy, and the school improvement process.

**EXHIBIT 4-27
CONTROLLED CHOICE
PROPOSED SCHOOL SELECTION AND STUDENT ASSIGNMENT PROCESS**



Source: Lee County School District, 1997.

RECOMMENDATION

Recommendation 4-26:

Assign to the Steering Committee for School Improvement and Restructuring, the task of developing a plan for zone councils.

The plan should include the formation, initial and ongoing training of council members, timelines for reviews of school plans, data analysis review protocols by school and zone, a plan for zone council meeting structures and times for meetings, and an administrative support structure by zone. A pilot of the zone councils will take place during the 1997-98 school year.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|----------------|
| 1. The Steering Committee should develop a schedule for formation of the zone councils. | September 1997 |
| 2. The Steering Committee should develop guidelines for the operation of zone councils. | December 1997 |
| 3. The Steering Committee should provide training to potential zone council members. | January 1998 |

FISCAL IMPACT

This recommendation can be accomplished within existing resources.

4.4 School Management and Site-Based Decision Making

This section discusses three functions critical to the school management process: school improvement process, site-based decision making, and school administration.

4.4.1 The School Improvement Process

CURRENT SITUATION

School Board Policy 2.41 of Lee County sets guidelines for all school improvement activities in the district. In part, the stated purpose of the policy reads:

Blueprint 2000: A System of School Improvement and Accountability, was approved by the State Board of Education in 1992 as the educational policy of Florida. The School Board of Lee County endorses the high standards that are established for students, the involvement of all stakeholders, the seven state goals, the recommendations from the Secretary's Commission on Achieving Necessary Skills (SCANS), the use of continuous improvement management, and the effective schools research.

The policy sets up appropriate mechanisms for the administration of school improvement, including a waiver process. School Board policy states that waivers of specific rules or contract provisions should be considered to assist in the school improvement process.

As required by Florida's System for School Improvement and Accountability (FSSIA), each school has a plan for school improvement. The district has developed an annual calendar of due dates for managing the development of all plans and reports. The district had a Board Standing Committee on School Improvement prior to the formation of the briefing meetings and still operates a District Steering Committee for School

Improvement and Restructuring to support the school improvement process. The responsibility for the steering committee is assigned to the Executive Director for Curriculum and School Improvement. In Fall 1996, a temporary teacher-on-special assignment position was reinstated to support the development and implementation of school improvement plans.

District personnel also act as liaisons to each school for the purpose of assisting with the school improvement planning process.

Several offices work collaboratively to support the school improvement process at the central office level. The Office of Accountability, Planning and Educational Equity provides data and assistance in the data analysis process. The Office of Staff Development offers annual training sessions for school personnel and School Advisory Council members, related to both productive team membership and the technical aspects of plan development. In the last two years, the Superintendent has ensured that principal meetings also provide training in the areas of student learning, effective strategies to raise achievement, and other school improvement basics.

The Staff Development Center, in conjunction with the Executive Director of Curriculum and School Improvement, and the Office of Accountability, also offer regular and comprehensive sessions on team building, plan development, and data analysis.

Each school within the Lee County School District has established a School Advisory Council (SAC). District personnel identify two main sources of information and training available for principals and SACs to assist in the planing process for school improvement plans.

- First, principals and SACs receive a comprehensive school improvement manual each year. The manual contains timelines, forms, background information, sample reports, and protocols. The manual is titled *School Improvement Handbook 1996-97, Administrative Regulations to Implement School Improvement Policy 2.41*. At present, district procedures require schools to write and evaluate plans each year. The school improvement procedures manual provides schools with the information needed to comply with both State statute and Board policy on school improvement. The manual recommends a structure for the school improvement process, but does not provide criteria for relationships among the various stakeholders, or define the essential elements of successful councils.
- Second, under the leadership of the last Superintendent, in-depth training in a variety of research-based topics related to school improvement were incorporated into the principal monthly meeting time, several times each year. Attendance by principals, assistant principals, and SAC members at all types of training of sessions offered on the school improvement process is voluntary, with the exception of those which have been held for principals as part of their regularly scheduled principal meetings. Inspection of the

“Inservice Master Information” records of 20 assistant principals selected at random, showed that only seven of 20 (35 percent) assistant principals attended the session in November 1995.

The District Steering Committee for School Improvement and Restructuring meets monthly to plan for various aspects of two district initiatives: school improvement and site-based decision making.

The *Operational By-laws* of the District Steering Committee for School Improvement and Restructuring identify the committee’s mission and role in Article II:

The mission of the District Steering Committee for School Improvement and Restructuring is to assist those involved in the school improvement and restructuring process throughout Lee County by:

- *enhancing communication among all stakeholder groups;*
- *advising the Assistant Superintendent for Curriculum, Instruction, and School Improvement; and*
- *promoting and modeling shared decision making.*

The District Steering Committee for School Improvement and Restructuring recently sponsored a quality survey, and offered it on a voluntary basis. The survey investigates the quality of the culture that exists within the school. Results for the approximately 12 participating schools will be available in Spring 1997.

FINDING

Interviews with and documentation provided by members of the Staff Development Center, the Department of Accountability, the Executive Director of Curriculum and School Improvement, and department staff, as well as interviews with training participants, showed sessions planned with depth and care, based on research, and with the clear goal in mind of increasing the participants’ capacity to carry out meaningful change at the school level. This level of quality is significantly different than simply planning informational sessions. There is clear understanding as well as deep conviction and commitment on the part of those planning the training sessions, that the participants need to be able to use the training to effect change.

COMMENDATION

The district is commended for the scope, frequency, and quality of the training sessions offered to support school improvement and the recognition of the training needs of principals.

During the administration of the past Superintendent, there was a significant increase in the use of joint principal meeting time for training related to learning research and school improvement.

FINDING

The roles and functions of the SACs vary from school to school in Lee County. The district does not keep a central record of SAC membership.

RECOMMENDATION

Recommendation 4-27:

Establish a database that records the membership of SACs districtwide.

Centralized SAC membership information will assist the district in improving communication with the community.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|-----------------------------------|
| 1. The Executive Director for Accountability, Planning and Educational Equity should collect SAC membership data from all schools. | September 1997 |
| 2. The Executive Director should provide a list of current SAC membership to the Public Information Officer. | Annually Beginning September 1997 |

FISCAL IMPACT

This recommendation can be accomplished within existing resources.

FINDING

Leadership responsibilities for the school improvement process are assigned to the Executive Director for Curriculum and School Improvement. The director has primary oversight responsibility for ensuring that School Improvement Plans focus on student achievement and for providing leadership and coordination for the district's school improvement initiative. The responsibilities the Executive Director has in the area of School Improvement are only one area of responsibility among many diverse and complex areas of responsibility the Executive Director now has.

According to the job description, a Teacher on Assignment is responsible for ensuring the implementation and successful operation of the district school improvement process, and for coordinating the school improvement process between the schools and the district, including such tasks as the development of timelines and processes for the verification of components, the collection of plans, reports for Board approval, and district liaison support.

The district has made inconsistent efforts to ensure that the development of a school improvement process is focused on learning for all children. These inconsistent efforts are largely due to the fact that the management of the process has been fragmented; the personnel responsible for managing and overseeing the development of school improvement initiatives have changed significantly during the past five years. Exhibit 4-

28 shows that during the past three years, these employees have been assigned to work in the area of school improvement.

**EXHIBIT 4-28
INDIVIDUALS RESPONSIBLE FOR SCHOOL IMPROVEMENT**

DATE	TITLE/ROLE	NAME
January 1994	Executive Director of School Improvement	Harriet Bohanan
	Teacher-On-Assignment for School Improvement	Vicki Stockman
July 1995	Waiver Review	Lynn Pottorf
	Liaison Sharing/Support	Betty Larkin
	Steering Committee/Climate Survey	Ruth Rigby
	DOE Contact/Regional Meetings/The "Big Picture"	Doug Whittaker
	Florida School Report	Jo Ellen Kessler
	Handbook Revision/School Improvement Forms and Process	Carol Foster
	End/Mid-Year Reports/School Improvement Report Forms and Process	Dennis Wenthold
Summer/Fall 1996	Executive Director for Curriculum and School Improvement	Doug Whittaker
	Teacher on Assignment for School Improvement	Suzanne Tilton

Source: Created by MGT, 1997.

To regain focus in this area, the district recently re-instated the position of Teacher-on-Assignment (TOA) for School Improvement, to assist the Executive Director for Curriculum and School Improvement. The Teacher on Assignment position is a temporary position.

As a result of continual changes in district and corresponding changes in support for school improvement, the district's focus has been on the technical compliance of schools with the mandated procedures. In a climate of continuous change, no consistent visionary oversight has nurtured the growth and development of the school improvement process. As an action plan for the quality improvement of each school, the School Improvement Plans can become a major vehicle for fostering high achievement for all students.

RECOMMENDATION

Recommendation 4-28:

Establish a stable and permanent position to manage the school improvement process.

The current TOA for School Improvement should be changed to a Coordinator and made a permanent position assigned to the Office of Accountability, Planning and Educational Equity. The leadership responsibilities should be revised to address the ongoing growth and development of the school improvement process.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|----------------|
| 1. The Assistant Superintendent Instructional Services should revise the job description and job title for the Teacher-on-Assignment for School Improvement to Coordinator. The revision should include clear leadership responsibilities and a focus on student achievement. | July 1997 |
| 2. The Assistant Superintendent for Instructional Service should secure Superintendent and Board approval for the Coordinator position. | September 1997 |

FISCAL IMPACT

This position will cost the district a total of approximately \$13,000 which is the approximate difference between the average salary of a teacher on assignment and a coordinator with benefits.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Hire Coordinator for School Improvement	(\$13,000)	(\$13,000)	(\$13,000)	(\$13,000)	(\$13,000)

FINDING

There is no established procedure for the systematic review of the content of each School Improvement Plan once it is submitted to the district office. Additionally, SACs do not routinely evaluate their performance. No requirements exist that ensure that SAC members or school administrators attend training activities. The manual provides no guidelines to ensure the quality of the school improvement process that provides standards for successful site-based decision making, team building, or high quality models to enhance data analyses. District personnel, as well as school administrators report that the quality of the work SACs conduct varies significantly from school to school. SACs also vary significantly in the degree of actual authority in making decisions and the degree to which building staff are aware of SAC activities or are actively involved with bringing the school’s improvement plan to fruition.

In some schools, the principal shares authority with the SAC and with the faculty in setting and implementing goals. In others, the SAC remains in a strictly advisory capacity to the principal. In some schools, the faculty are not directly involved with the development of the plan, or do not perceive themselves to be directly impacted by the plan, and remain uninvolved with the school improvement process. Schools with any of these governance structures may comply with the letter of the school improvement laws.

RECOMMENDATION

Recommendation 4-29:

Develop a systematic procedure to review all School Improvement Plans annually.

The purpose of the procedure is to provide schools with expert feedback on their targeted areas of school improvement. Once the plans are received by the Coordinator for School Improvement, as scheduled for specific review by the Office of Accountability and Planning, the appropriate Directors of Elementary or Secondary Operations, and any other directors whose expertise can help to strengthen the plan should be developed. The procedure should specify criteria for gathering and giving feedback to schools on the quality and relevance of the school improvement goals, before plans are submitted to the School Board for approval. The current timeline for submission and feedback should be adjusted accordingly.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent for Instructional Services should draft a procedure for reviewing School Improvement Plans that clearly identifies roles and responsibilities. The procedures should include a process for feedback to schools from a multi-disciplinary team of district personnel. August-September 1997
2. The Leadership Team should review and revise the timeline and procedure as necessary. October 1997
3. The Assistant Superintendent should ensure that all schools and district personnel implement the new procedures. November 1997

FISCAL IMPACT

This recommendation can be accomplished within existing resources.

FINDING

Because of the many changes in responsibility for the school improvement process at the central office, there are few official records of the evolution of the technical aspects of school improvement planning or site-based decision making planning. Similarly there are no full sets of minutes from the District Steering Committee that has met over the past five years. As part of this review, records were collected from current and past administrators and clerical staff assigned to school improvement tasks. The review indicates that there are significant gaps in the information available about these two initiatives from 1992-93 to the present.

RECOMMENDATION

Recommendation 4-30:

Establish a consistent process for documenting the work of the Steering Committee for School Improvement and Restructuring.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Executive Director for Curriculum and School Improvement should assign the responsibility for documentation to Coordinator and include it in the revised job description. July 1997
2. The Executive Director should ensure that adequate and consistent clerical support exists to create and maintain complete files for school improvement annually. July 1997
3. The new Coordinator for School Improvement should oversee the creation and maintenance of comprehensive files pertaining to school improvement. July 1997

FISCAL IMPACT

This recommendation can be accomplished within existing resources.

FINDING

The Steering Committee for School Improvement and Restructuring does not have a “steering” function as outlined in its mission statement. The mission calls for the group to enhance communication, give advice, and model. While important tasks, they do not constitute a “steering” function. For example, the mission statement does not call for the systematic review of data on student achievement from each school, in order to describe best practices in the areas of curriculum, instruction, and decision making.

RECOMMENDATION

Recommendation 4-31:

Rewrite the mission and role of the Steering Committee for School Improvement so that the purpose and scope of the Committee’s work includes specific responsibilities for ensuring further development of the district’s system of school improvement.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The District Steering Committee should draft the revision for presentation to the Assistant Superintendent. September 1997

2. The Assistant Superintendent should secure Superintendent and Board input and/or approval. October 1997

FISCAL IMPACT

This recommendation can be accomplished within existing resources.

FINDING

As shown in Exhibit 4-29, Article I of the District Steering Committee for School Improvement and Restructuring Operational By-laws identifies the committee's membership:

Attendance at the District Steering Committee for School Improvement and Restructuring meetings has been erratic. Exhibit 4-30 shows the attendance from January 1996 through January 1997.

RECOMMENDATION

Recommendation 4-32:

Revise the operational bylaws of the District Steering Committee for School Improvement and Restructuring to include a plan for a smaller, more viable working group of approximately ten people.

Membership on the committee should include the new Coordinator for School Improvement, the Program Administrator for Assessment and Testing, and a representative from the Staff Development Department, so that meetings are working as well as planning sessions for those most directly involved with school improvement. Standing committees should be appointed with representation from outside the committee as needed, and public information meetings with a larger group of stakeholders should be designed to gather input on specific topic areas as needed.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The District Leadership Team should identify key members, using the new mission statement. September 1997
2. The Assistant Superintendent should ensure the implementation of the new bylaws. October 1997

FISCAL IMPACT

This recommendation can be accomplished within existing resources.

**EXHIBIT 4-29
MEMBERSHIP OF THE STEERING COMMITTEE FOR
SCHOOL IMPROVEMENT AND RESTRUCTURING**

GROUP	NUMBER	MEMBERSHIP	APPOINTED BY
Teachers	6	1 Elementary 1 SBDM Elementary 1 Middle 1 SBDM Middle 1 High 1 Special Center	Teachers Association of Lee County (TALC)
Principals	5	1 Elementary 1 Middle 1 High 1 Special Center 1 SBDM	Principals' Group
District Administrators	5	Assistant Superintendent for Curriculum, and Instruction	Superintendent
Parents	5	3 District Advisory Council 1 Parent Teacher Association (PTA) 1 SBDM	DAC PTA SBDM Schools
Community	1	(no specific identifier)	Superintendent
Business	1	(no specific identifier)	Superintendent with Input from Public School Foundation
Association	1	(no specific identifier)	Director
School Board	1	(no specific identifier)	School Board
Support Personnel	3	(no specific identifier)	SPALC
Students	2	2 from high school	Superintendent's Student Advisory Council
Total	30		

Source: "Operational Bylaws" of the District Steering Committee for School Improvement and Restructuring, 1995.

**EXHIBIT 4-30
ATTENDANCE AT THE DISTRICT STEERING COMMITTEE
FOR SCHOOL IMPROVEMENT AND RESTRUCTURING**

MEETING DATE	NUMBER PRESENT	NUMBER ABSENT
January 22, 1996	17	remainder unlisted
February 26, 1996	16	17
April 22, 1996	16	20
May 20, 1996*	12	23
June 17, 1996	7	27
September 24, 1996	15	19
October 22, 1996	11	19
January 28, 1997	14	17

Source: As reported in Minutes of the District Steering Committee for School Improvement and Restructuring, 1997.

*Meeting attendance reported here for all meetings during this time period for which minutes were available.

FINDING

During the 1994-95 school year, the Office of Accountability, Planning and Educational Equity created a database to summarize all School Improvement Plans. The database has the capacity to sort information about School Improvement Plans by various categories. The database allows the district to determine the emphasis each school places on each of the state's goals. Exhibit 4-31 provides a sample of the school improvement database.

**EXHIBIT 4-31
SAMPLE OF SCHOOL IMPROVEMENT DATABASE**

Location	State Goal	Improvement Objective	Evaluation Plan	Strategies
0081	3	By August 1995, a clear set of ...	A documented set of sequential skills...	Grade levels will meet to...

Source: Lee County Schools Elementary School 1994-95 School Improvement Objectives, Evaluation and Strategies Summary document.

At present, the Program Administrator for Assessment and Testing in the Department of Accountability, Planning and Educational Equity, provides data and data analysis services upon the request of the schools, on an as-needed basis.

No summaries or evaluations of the school improvement process have been requested of the Office of Accountability, Planning and Educational Equity for subsequent years. In 1995-96, however, the Staff Development Department researched and prepared its own summary of topics in improvement plans, for the purpose of planning supporting staff development activities for the schools. These data were not shared outside of the department or used as an evaluation tool for the school improvement process. Exhibit 4-32 identifies trends in school improvement for Lee County elementary schools.

**EXHIBIT 4-32
FREQUENCY DISTRIBUTION OF
ELEMENTARY SCHOOL IMPROVEMENT TRENDS**

IMPROVEMENT OBJECTIVE TOPIC	NUMBER OF SCHOOLS
Provide CTBS Preparation	16
Improve Student Reading	16
Improve Student Writing	16
Increase Instructional Training	9
Increase Technology Training	9

Source: Office of Staff Development, Lee County School District, 1997.

The district has not systematically gathered, summarized and evaluated data available in school improvement plans and plan evaluations. As a result, the district has not systematically studied the relationship of achievement in its schools to the various improvement efforts being made. In order to increase the capacity of schools to enhance achievement for all students through the school improvement process, a comprehensive evaluation process must be in place.

RECOMMENDATION

Recommendation 4-33:

Develop an annual summary and analysis of school improvement data.

A basic part of the plan-do-study-act cycle in a total quality approach to continuous improvement subscribed to by the district is the use of data and research to determine the best course of action. The information gathered from plans and evaluations, should serve as a basis for the committee to conduct more complex studies in successful models of a shared decision making needs for policy and procedural changes and the impact of particular curriculum materials on student achievement of the State Sunshine Standards. The summaries and analyses should be made available on line to all stakeholders.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Program Administrator for Assessment and Testing should create a database template compatible with the template used by schools, so that schools submit plans electronically, and data are entered for summary and research at the same time. August 1997
2. The Leadership Team, in conjunction with the Office of Accountability, Planning, and Educational Equity, should summarize criteria for current school improvement. September 1997
3. The Assistant Superintendent for Curriculum and Instructional Services, in conjunction with the District Steering Committee on School Improvement and Restructuring, should develop priorities for studying the long-term effects of school improvement initiatives on student achievement. October 1997-
March 1998
4. The Office of Accountability, Planning and Educational Equity should begin the annual cycle of providing SACs, as well as district departments, with summary data, known research data, and emerging questions and trends, as a resource for their own research and data analysis. May 1998
5. The Office of Accountability, Planning and Educational Equity should share summary data and research results with Board annually. September 1998

FISCAL IMPACT

This recommendation can be accomplished within existing resources.

RECOMMENDATION

Recommendation 4-34:

Hold schools accountable for the continuous quality improvement of key management skills such as site-based decision making and research-based school improvement practices.

Use the continuous improvement cycle as a model for schools to draw on to ensure their own growth and development. Schools should be accountable for data and analysis completed on school improvement to build sets of standards for successful performance.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent for Instructional Services, in conjunction with the District Steering Committee for School Improvement and Restructuring, should prepare a resource manual to accompany the school improvement procedures manual. The resource manual should include, but not be limited to: the plan-do-study act cycle of continuous improvement; characteristics of successful school advisory councils; guidelines for SAC members in communication with staff and citizens; tools and models of effective shared decision making; samples of useful models for reviewing students' achievement; and significant findings from the Steering Committee's summaries and research. This manual should be available on line to all stakeholders electronically. March 1998

2. The District Steering Committee for School Improvement and Restructuring, in conjunction with a broad base of representatives for SACs, should design a multi-year self-evaluation cycle and process for SAC, so that continuous growth of the council itself becomes an annual priority. The plan should identify participants in the evaluation process including SAC members, the District liaison, and independent observers. The evaluations should be used to identify training requirements, based on each self-assessment of training needs. May 1998

FISCAL IMPACT

This recommendation can be accomplished within existing resources.

FINDING

In the Lee County School District's system for school improvement, district staff are invited and assigned to participate in the school improvement process. In July 1996, the Executive Director of Curriculum and School Improvement asked both principals and the liaisons to review the current assignments of liaisons and carefully consider whether the position is effective and should be continued. The results this year indicated that 54 of the 65 liaison cadre members listed, remained with the same schools, between 1995-96 and 1996-97. This is a lower rate of turnover than in previous years.

The 1996-97 School Improvement Handbook for 1996-97, identifies the duties of the liaisons. On Tab H, page 1, each school is assigned a liaison to perform the following duties:

- advise and assist the school on the needs assessment process.
- attend SAC meetings;
- conduct the Mid-Year and Year-End reviews;
- review the needs assessment narrative and established priorities and make a recommendations to the Superintendent for approval if the criteria are met;
- review the priority proposals and action plan and assist the principal and SAC in aligning all parts of the School Improvement Plan;
- assist the school with developing waiver requests; and
- perform other duties as determined by the school and the liaison.

A review of the assignments of District Liaisons to schools in 1994-95 through 1996-97 shows turnover rates for liaisons (see Exhibit 4-33).

**EXHIBIT 4-33
TURNOVER RATES FOR SCHOOL IMPROVEMENT, LIAISONS
1994-95 THROUGH 1996-97**

NUMBER OF LIAISONS 1994-1997	NUMBER OF SCHOOLS	PERCENT OF SCHOOLS
1 Liaison	12	19%
2 Liaisons	31	50%
3 Liaisons	16	26%
4 Liaisons	3	5%
TOTAL	62	100%

Source: District Liaison Cadre lists 1994-95, 1995-96, and 1996-97.
Appendix E, Staff Liaison Assignments, 1993-94.

Interviews with both district and school personnel indicated that there is a wide range of effectiveness in the current district liaison positions. Some respondents described liaisons as helpful and even instrumental in the school improvement planning process. Others indicated that the position was unproductive and irrelevant to the school improvement efforts.

The present duties of the district liaisons are essentially administrative. The job description does not include a role for liaisons to serve as mentors related to continuous growth of the SACs in such areas as improving the decision making skills of the team, or determining the impact of previous and present plans on student achievement. While there is great potential in the use of liaisons to support changes in schools that will lead to gains in student achievement for all students, that potential has not been maximized.

COMMENDATION

The Lee County School District is commended for providing the opportunity to schools and liaisons to form lasting relationships.

More than two-thirds (69 percent) of the schools have maintained low turnover rates for liaisons. (i.e., 19 percent, no turnover; 50 percent only one change)

RECOMMENDATION

Recommendation 4-35:

Expand the liaison duties to include a strong mentoring role for SACs.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent for Curriculum and Instructional Services, in conjunction with the Steering Committee for School Improvement and Restructuring, should develop a annual questionnaire for the purpose of identifying liaison services which have been most beneficial to SAC and to the principals. Additionally, the questionnaire should specifically ask about ways in which the liaison position might provide mentoring help to the SAC and to schools in the school improvement process. This information should be gathered and summarized at the end of each school year. August 1997
2. The Assistant Superintendent should use the information gathered to revise the list of duties for the liaisons. September 1997
3. The Staff Development Office, in conjunction with the Steering Committee, should provide training for liaisons to increase their capacities to act as mentors. Beginning February 1997 Ongoing

FISCAL IMPACT

This recommendation can be accomplished within existing resources.

FINDING

The Lee County School District has initiated a variety of districtwide initiatives for school improvement during the past decade. These have included major study and implementation of the Effective Schools Model of School Improvement, site-based decision making as a proven strategy for improving student achievement, and adoption of the Total Quality continuous improvement model for evolutionary change and growth. The current district emphasis is on the Florida System of School Improvement and Accountability.

During the same time period there has been tremendous turnover in both personnel and administrative structures within the district. Some administrators and staff have taken the most useful of the models and blended their strengths in order to move forward with the goals of Blueprint 2000. Others are cautious or confused about whether the school improvement systems in place now will endure beyond a few years.

There is growing evidence from the Effective Schools research, that when parents, community and faculty fully share the vision for school improvement, and when they feel a high level of commitment towards the goals for school improvement, they will work directly to improve schools. The result of this wide participation and shared vision, is that the goals are accomplished. It is vital that the school improvement model created within each school expand to include all members of the school's community in an active role in school improvement.

RECOMMENDATION

Recommendation 4-36:

Expand the planning process for school improvement to include greater representation from administrators, teachers, parents, and members of the community.

The Lee County School District should build districtwide support for the change process by:

- creating a quality story of the vision for school improvement and the actions, initiatives, changes in administrative organization, and gains in student achievement that are linked to this process; and
- sharing the story throughout the district, with both employees and taxpayers, to bring the entire school community to a common understanding of the school improvement process and successful practices.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|--------------|
| 1. The Steering Committee should interview teachers, parents, building administrators and district employees, to gather first hand information about the history of planned change since 1984. | Fall 1997 |
| 2. The Steering Committee should create a complete set of minutes and notes from organization of, training for, and results of planned change since 1989. | January 1998 |
| 3. The Steering Committee should create the quality story in polished form. | Spring 1998 |
| 4. The Steering Committee should write a timeline for districtwide sharing of the quality story, and share the quality story. | Summer 1998 |

FISCAL IMPACT

This recommendation can be accomplished within existing resources.

FINDING

A district publication, *Changing Times* (November/December 1994, Vol. 4 No. 1), reported that waiver approvals are becoming a regular occurrence at Lee County School Board meetings. Annually, the Board reviews waiver reports, brought forward by schools, after the waiver has been processed by the District Steering Committee on School Improvement and Restructuring's waiver committee. Exhibit 4-34 shows the approximate number of waivers reviewed by the Board.

**EXHIBIT 4-34
APPROXIMATE NUMBER OF WAIVERS REVIEWED BY THE
SCHOOL BOARD OF LEE COUNTY SCHOOL DISTRICT
1990-91 THROUGH 1995-96**

SCHOOL YEAR	NUMBER OF WAIVERS
1990-91	1
1991-92	10
1992-93	4
1993-94	12
1994-95	10
1995-96	10

Source: Steering Committee for School Improvement and Restructuring, the Waiver Standing Sub-committee, and *Changing Times*, 1997.

Some waivers have been approved, others determined not to need waivers, others tabled, and still others denied in each of the years. Neither the Board's policy on school improvement, nor the administrative handbook make provisions for the "dispute resolution process" called for in the State's Blueprint 2000 document.

Actions taken in recent months, as well as discussions recorded in a variety of minutes, indicate that a subject for continued disagreement between the Board, Steering Committees, and schools is clear definitions of areas of school practice the Board considers "waiver-able." For example, the Board's current stance on the issues of release time for teacher planning is unresolved. This issue of early dismissal has been in contention for several years.

Discussions have been ongoing in the Steering Committee for School Improvement and Restructuring, the Board's Standing Committee on School Improvement, Board briefing meetings, School Board meetings, schools, and among district personnel for the past two years, in an attempt to resolve the issues which surround granting schools waivers for released time (i.e., when they are designated SBDM schools). Some SACs and school staff indicated that the waiver for released time is critical to the research and planning necessary to carry out School Improvement Plans. Others view the process of waivers with skepticism.

While schools and SACs have autonomy to propose changes, there is no support for significant innovation or change.

Two themes have been generated as a result of discussions on the waiver process. They include:

- criteria could be formulated which would identify negotiable and non-negotiable Board policies; and
- a waiver is a waiver of Board policy with accountability.

As of February 1997, the criteria or specific policies list had not been developed. In recent months, three SACs requesting waivers for weekly early dismissal, were denied the waiver.

RECOMMENDATION

Recommendation 4-37:

Prepare a list of policy areas which may be waived and update the list annually.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Superintendent should obtain comparative data about waiver policy areas from other districts in Florida who are using a waiver list. July 1997
2. The Superintendent should meet in joint session with the Board's Standing Committee and the district's Steering Committee for School Improvement, to develop the Lee Summer 1997

County list of allowable waiver areas.

3. The Superintendent should recommend to the Board for board approval a list of allowable waiver areas. August 1997
4. The new Coordinator for School Improvement should include the list of allowable waiver areas in the 1997-98 handbook. September 1997

FISCAL IMPACT

This recommendation can be accomplished within existing resources.

FINDING

The State's School Improvement Plan approval procedure mandates:

If the school advisory council determines that the board's suggested changes are not consistent with their goals and/or does not desire to modify the plan, then the council and board are asked to mutually agree to use a dispute resolution process which is to be described in school board rule. The school board is strongly encouraged to involve representatives of all the stakeholders in developing such a dispute resolution rule, and to offer the broadest range of options.

While the dispute resolution process is required, the Board has not taken action to fulfill these requirements.

RECOMMENDATION

Recommendation 4-38:

Develop a formal policy on the dispute resolution process for School Improvement Plans.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Superintendent should compile comparable data from other districts in Florida which have developed dispute resolution procedures. October 1997
2. The Superintendent should meet in joint session with the Board's Standing Committee for School Improvement and the District Steering Committee for School Improvement to develop the dispute resolution procedures. November 1997
3. The Superintendent should recommend the procedures to the Board for Board approval and adoption. The procedure should be sent to the SACs. December 1997

FISCAL IMPACT

This recommendation can be accomplished within existing resources.

4.4.2 Site-Based Decision Making

CURRENT SITUATION

In 1990, the State offered schools the chance to apply for grant funds to initiate a project within the school on “site-based decision making,” a way of organizing schools so that teachers, and to a lesser extent, staff, share with the principal the authority to make crucial decisions. After 1990, with the onset of Blueprint 2000, the site-based decision making initiative became less prominent at the state and district levels. The provisions for site-based decision making became a part of the board-teacher collective bargaining agreement in Lee County prior to the 1992-93 contract. A detailed set of procedures is contained in Article 17 (17.01, 17.02) of the current contract. In part it reads:

- *The parties to the Agreement endorse the concept of a participatory process through School-Based Decision Making. This is an opportunity for all teachers to have shared decision making at the school in which they work.*
- *The Board and the Association agree to have a joint task force on restructuring. The task force shall meet on a regular basis and review the implementation of this Article of the Agreement.*

A phase in cycle was created to allow schools to be established as school-based decision making sites. In 1995-96, there were nine schools participating. In 1996-97, that number decreased to seven schools.

FINDING

There is significant contradiction in the beliefs, written policy, contract language, Board actions, Steering Committee and Standing Committee discussions, and school practices with respect to innovative school improvement practices, school-based decision making, and the waiver review process. The lack of clarity and consistency has contributed to a lack of trust at the school level that there is any desire on the part of the Board for significant change leading to higher achievement. School administrators state that only safe, non-controversial, and quasi-mandated elements are included in plans, and that true school improvement is carried out and monitored outside of the formal school improvement process.

Recent Board actions mandating textbook purchase, and banning calculator use in certain programs are cited by school personnel as clear examples of the lack of trust the Board has in the initiatives like school-based decision making and the school improvement process. Mandates from a central level of specific school and classroom academic practices and materials by-pass the school-based decision makers steering

the improvement process toward individuals schools, individual needs and individual children to the greatest extent possible.

Survey results collected as a part of the MGT review also reflected this poor opinion of the sincerity and quality of authority delegated to the school level. More than half of the district-level administrators, school principals, and teachers who responded to the question disagreed or strongly disagreed with the statement that site-based management has been implemented effectively in the Lee County School District. In a different section of the survey, more than half of the same groups *disagree* or *strongly disagree* with the statement that authority for administrative decisions (is) delegated to the lowest possible level.

This opinion, expressed by personnel at the district level, as well as personnel from more than a dozen schools, is confirmed by the vote taken last spring at each school, in which no school vote resulted in the 80 percent majority needed to take on the site-based decision making initiative.

In the Lee County School District, any growth of the formal school improvement system into a significant vehicle for higher achievement for all students, is linked to clarity of expectation and consistency of actions on the part of the School Board with respect to authority delegated to the schools and their school advisory councils.

RECOMMENDATION

Recommendation 4-39:

Revise the Board policies on implementing participatory decision making at the school level.

Policy revisions should include:

- establish the school-based decision making model as a viable management tool for implementing the school improvement process;
- negotiate the elimination or modification of Article 17 in the TALC negotiated agreement related to the formal adoption of SBDM status;
- revise the School Improvement timeline and process to facilitate timely input from the Board each year on the approval of waivers;
- include a procedure for School Board and the SAC negotiations on changes in School Improvement Plans; and
- revise Board Policy 2.41 on School Improvement to include the mandate that decisions made by all participants, including the School Board in the school improvement process will be based on the research about student learning and achievement.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent of Instructional Services should ensure the Handbook of Administrative Regulations is revised to include specific guidelines for shared decision making within the school, identifying the roles and responsibilities held by faculty, staff, administrators, parent groups, and SACs. November 1997
2. The School Board should negotiate with the TALC bargaining unit during the next negotiations to remove Article 17 from the contract. Beginning November 1997
3. The District Leadership Team, in conjunction with Board's Standing Committee on School Improvement and the District Steering Committee for School Improvement and Restructuring, should jointly develop the criteria for evaluations of granting of waivers to school sites. The criteria should include a list of policies recommended which can be waived and those which cannot. March 1997
4. The Assistant Superintendent for Business and Administrative Services should ensure that a policy and procedural revision which outlines the procedures to be followed if the School Board and the School Advisory Council cannot agree on changes in the school's improvement plans is drafted and sent to the Board for approval. June 1998
5. The Assistant Superintendent of Business and Administrative Services should ensure that Policy 2.41, is revised under School Board responsibilities, listing research related to student learning and high achievement, when making decisions about school improvement matters. June 1998

FISCAL IMPACT

This recommendation can be accomplished within existing resources.

4.4.3 School Administration

CURRENT SITUATION

The schools in the Lee County School District are organized into elementary schools (K-5), middle schools (6-8), and high schools (9-12). In addition, the district operates special centers that offer a variety of special education and vocational services.

Principals meet regularly by level, with a variety of district-level administrators. Typically the purpose of the meetings is to learn about new or changed policies and procedures and to provide the support necessary for principals to administer and lead their schools. Significant authority for school management decisions rests with the principal of each building. This practice is partially a continuation of a decentralized way of operating the schools in the district. Interviews with building administrators indicate that the decentralization has increased in recent years as a result of the many changes in district-level administration.

The Lee County Controlled Choice Plan adopted by the School Board in January 1997, creates three Kindergarten through grade 12 zones for school attendance. The plan proposed the creation of a Zone School Improvement Advisory Councils.

The Lee County School District employs 66 principals. Principals meet by level--elementary, middle, and secondary---with the Directors on Elementary and Secondary Operations on a monthly basis. As changes in an administrative procedure, or when important briefings become available, information is distributed and discussed at principals' meetings, or routed to schools by mail.

The Lee County School District, when compared to other comparable districts in Florida, has a higher ratio of administrators to students. Exhibit 4-35 shows the ratio of school administrators per 1,000 students.

**EXHIBIT 4-35
SCHOOL-LEVEL ADMINISTRATORS PER 1,000 STUDENTS
LEE COUNTY SCHOOL DISTRICT AND COMPARISON DISTRICTS**

SCHOOL DISTRICT	1993-1994			1994-95			1995-96		
	# STUDENTS	# ADMIN	ADMIN/1000	# STUDENTS	# ADMIN	ADMIN/1000	# STUDENTS	# ADMIN	ADMIN/1000
	Lee	47,411	156	3.29	49,413	164	3.32	50,936	158
Brevard	62,655	187	2.98	64,595	194	3.00	65,619	193	2.94
Escambia	44,641	123	2.76	44,765	142	3.17	45,215	142	3.14
Pasco	38,266	120	3.14	40,114	123	3.07	41,781	126	3.02
Seminole	52,688	137	2.60	53,366	142	2.66	54,603	142	2.60
Volusia	53,957	126	2.34	55,530	135	2.43	56,788	196	3.45
Average	49,936	142	2.83	51,297	150	2.92	52,490	160	3.04
State	2,041,714	5,886	2.88	2,109,052	6,089	2.89	2,176,930	6,236	2.86

Source: Department of Education, 1997.

In the three years preceding 1996-97, there were 14 changes in principals resulting from retirements, promotions, demotions, or failure to gain reappointments. These changes, coupled with the addition of several new principalships in newly constructed schools, resulted in a total of 41 changes of leadership in schools at the principal level between 1993-94 and 1996-97. Of the principals now serving the district, 15 were first year principals in Lee County during the 1995-96. Of the principals now serving, 21 percent did not serve as an assistant principal in Lee County. Exhibit 4-36 displays the characteristics of principals.

**EXHIBIT 4-36
CHARACTERISTICS OF CURRENT PRINCIPALS
IN THE LEE COUNTY SCHOOL DISTRICT**

CHARACTERISTIC	NUMBER
Principals in current school starting in 1996-97	3
Principals in their current school for one year as of 1996-97.	21
Principals in their current school for two years as of 1996-97	6
Principals in their current school for three years as of 1996-97	11
Principals who have not served as assistant principals in the district	14

Statistics provided to MGT by the Human Resources Department, Lee County, February 1997.

The job description for principals was revised in 1996. The performance responsibilities are both more expansive than the former, 1977 edition, and more specific, placing

responsibility for both leadership and school management directly with the principal of the building.

Two job descriptions for assistant principal jobs were provided to the review team --- one for Student Affairs and one without a more specific title. The Assistant Principal job description was adopted in 1979, and the Assistant Principal for Student Affairs was adopted in 1974, with a title change indicated in 1993.

The District has a Procedures Manual for Human Resources Management Development. Section Two, *Preparing New Principals*, was last revised in 1995.

FINDING

Lee County School District has had significant turnover in principals over the last three years. Currently, no procedures manual exists for elementary schools, middle schools, or high schools. While schools have considerable autonomy, common procedures manuals containing up to date legal, procedural, and expected common practices are critical information for incoming principals.

RECOMMENDATION

Recommendation 4-40:

Create procedures manuals for elementary, middle and secondary principals.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|--------------|
| 1. The Directors of Elementary and Secondary School Operations should systematically create procedures, mandated guidelines, and commonly expected school practices, from all departments. | August 1997 |
| 2. The Directors of Elementary and Secondary School Operations should assign a task force to prepare on-line procedural manuals for principals to eventually replace the hardcopy manuals. | August 1997 |
| 3. The Task Force should ensure that procedural guidelines are linked to Board Policies. | January 1998 |

FISCAL IMPACT

This recommendation can be accomplished within existing resources.

FINDING

The draft job description for principal in the Lee County School District does not provide specific responsibilities for principals in the areas of development of standards-based curriculum; performance assessments; school-based decision making with staff, parents and community; or leadership in the school improvement process. These omissions are inconsistent with the shared leadership relationships implicit and explicit in school improvement work, and with the district's current initiatives in moving towards standards-based curriculum. The job responsibilities currently listed are heavily weighted towards the management and administrative aspects of the job, and do not reflect a priority for the curriculum, assessment, and student learning processes necessary to provide instructional leadership at each school site.

Interviews with personnel at the district level indicated that, in the past several years, revisions of the principal's job description have been submitted to the Board by the Superintendent. The Board has neglected to act on the job description.

RECOMMENDATION

Recommendation 4-41:

Revise the draft principal job description to include specific responsibilities for the development of standards-based curriculum, performance assessments, shared decision making, and the school improvement process.

The School Board should act on the job description until it is approved as a final adoption.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Director of Personnel Services, in conjunction with the principals, should revise the principal job description. July 1997
2. The Superintendent should recommend the revised job description to the School Board. August 1997
3. The School Board should act on the revised job description until final adoption is reached. August 1997

FISCAL IMPACT

This recommendation can be accomplished through existing resources.

FINDING

The job description for two of the three assistant principal positions now in use in the district were revised in the 1970s. There was no job description available for the Assistant Principal for Administration, a title which appears in the District's Personnel Directory and other official documents. The existing job descriptions also do not contain performance responsibilities related to either the School Improvement process and its use of data as a basis for school improvement, except in general terms. Further, the job description does not contain responsibilities related to the use of a standards-based curriculum process with performance assessments.

RECOMMENDATION

Recommendation 4-42:

Revise Job Descriptions A-36.01 and A-36.02 for assistant principals to more accurately describe the three types of Assistant Principal responsibilities which exist in the district.

The revised job description should include responsibilities in curriculum development and program planning specifically related to the long-term goals of the school improvement process, and responsibilities for the conversion of traditional curriculum structures to the State's Sunshine Standards, as a basis for curriculum planning and performance assessment.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Department of Personnel Services, in conjunction with the assistant principals and principals, should revise the job descriptions for the position of Assistant Principal, to describe performance responsibilities of Assistant Principals in schools where there is only one position, Assistant Principal for Student Affairs, for Curriculum, and for Administration, and submit the draft to the Superintendent for approval.

August 1997

FISCAL IMPACT

This recommendation can be accomplished within existing resources.

FINDING

In general, the language and processes in the Human Resources Manual do not reflect the district's recent initiatives when principals have substantial responsibilities. The Lee County Administrative Competencies identify 21 competencies that aspiring leaders must demonstrate in order to qualify for the principalship and other leadership roles in the district. The document does not identify performance indicators, needs assessment for personal/professional activities, or a clear statement of the competencies for site-based decision making.

The Principal Training Record for Level II Certification identifies the workshop training session categories offered for aspiring principals. There is no language in the competencies, performance criteria, or trainings, related specifically to either standards-based curriculum or to leadership for the school improvement process.

RECOMMENDATION

Recommendation 4-43:

Revise the HRMD Procedures Manual to reflect in all sections the competencies, trainings, and processes which are aligned with current district initiatives in quality management, site-based decision making, and leadership for the school improvement process.

The manual should include:

- training which distinguishes curriculum from standards, and specifically assists new principals in the use of standards in curriculum planning; and
- requirements for attendance at workshops on change in schools and change leadership.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|----------------------------------|
| <p>1. The Assistant Superintendent for Human Resources and Support Services should direct a revision of the HRMD Manual, bringing competencies and training for principals into alignment with the Board's goals and the district's major initiatives.</p> | <p>Commencing in August 1997</p> |
|--|----------------------------------|

FISCAL IMPACT

This recommendation can be accomplished within existing resources.

FINDING

The formulas used for allocation of assistant principal positions are based on current school enrollment. Exhibit 4-37 shows the ratios for each level.

**EXHIBIT 4-37
RATIOS FOR ASSISTANT PRINCIPALS**

School Enrollment	Number of Assistant Principals Allocated
<i>Elementary Schools</i>	
0 - 599	0
600 - 1099	1
1100 and up	2
<i>Middle Schools</i>	
0 - 799	1
800 and up	2
<i>High Schools</i>	
High Schools	1 Assistant Principal for Administration and 1 Assistant Principal for Curriculum
0 - 1799	2 Assistant Principals for Student Affairs
1799 and up	3 Assistant Principals for Student Affairs

Source: Lee County School District, 1997.

As shown in Exhibit 4-38, the allocation of assistant principals in four of the Lee County schools is higher than the district's formula at these locations.

**EXHIBIT 4-38
FORMULA VERSUS ACTUAL NUMBER OF ASSISTANT PRINCIPALS**

NAME OF SCHOOL	ALLOCATION NUMBER	SCHOOL ENROLLMENT	CURRENT NUMBER OF ASSISTANT PRINCIPALS	DIFFERENCE IN ASSISTANT PRINCIPALS
Edgewood Elementary	0	581	1	1
Michigan Elementary	0	500	1	1
Tanglewood Elementary	0	484	1	1
Trafalgar Middle School	2	1,425	3	1

Source: Enrollment data provided to MGT by Lee County School District; assistant principal assignments located in Personnel Directory.

RECOMMENDATION

Recommendation 4-44:

Eliminate the assistant principals at schools with enrollment significantly below the district's allocation formula.

The district should retain the assistant principal at Edgewood Elementary if the student population is expected to increase within the next two years.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|-----------|
| 1. The Board should reduce the number of assistant principals at schools to meet the district's allocation formula. | Fall 1997 |
| 2. The Assistant Principals should be reassigned or terminated. | July 1998 |

FISCAL IMPACT

The salary of the three assistant principals with benefits total \$166,062. The reduction in the total number of assistant principals should commence in July 1998.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Reduce by Three Assistant Principals	—	\$166,062	\$166,062	\$166,062	\$166,062

5.0 EDUCATIONAL SERVICE DELIVERY

This chapter addresses the most important function of the Lee County School District -- *the delivery of instruction and educational services to students*. The chapter examines the central administrative structures related to curriculum, instruction and educational programs to determine Lee County's effectiveness and efficiency in managing the services that support student achievement in the district's 67 schools. The chapter is divided into nine sections that address the entire range of services provided by the district. The nine sections include:

- 5.1 Educational Delivery System
- 5.2 Student Performance
- 5.3 Organization
- 5.4 Elementary and Early Childhood Programs
- 5.5 Secondary Programs
- 5.6 Special Programs
- 5.7 Student Services, Records and Conduct
- 5.8 Non-Traditional, Career and Technology Program
- 5.9 Textbook and Media Services

As stated in Chapter 4, many instructional issues in Lee County School District result from the high level of instability created by constant change in central office administration and corresponding changes in educational ideals and philosophies. While some individual programs in the district exhibit competent administrative practices, the capacity of administrators to create strong integrated instructional programs is hampered by constant shifts in roles and a lack of focus on the strategic management for the entire educational delivery system.

5.1 Educational Delivery System

A cost-effective instructional delivery system is one that provides effective learning for students without unnecessary expenditures for instructional personnel, managers, or materials and supplies. For effective management of instructional programs, it is vital that budgets and planning goals be carefully developed and regularly monitored by staff who are directly responsible for program implementation. Managers must be held accountable for ensuring that resources provided for a program produce improvements in student performance.

CURRENT SITUATION

According to the 1996-97 student enrollment report, educational services in Lee County are delivered to over 52,000 students. Enrollment figures for each school are displayed in Exhibit 5-1. The exhibit also illustrates the special programs and unique characteristics of Lee County students at each school and the percentage of students participating in each identified program.

Another important aspect of an effective instructional delivery system is that teachers are available to meet the instructional needs of students. Exhibit 5-2 illustrates the class sizes and student-staff ratios for Lee County School District, a set of five comparison districts, and the state.

**EXHIBIT 5-1
PERCENTAGE OF STUDENTS
ENROLLED IN THE LEE COUNTY SPECIAL PROGRAMS
1996-97 SCHOOL YEAR**

School	Enrollment ¹	% Minority Enrollment ²	% Special Education	% Bilingual/ESL	% Free & Reduced Lunch ⁴
Elementary Schools					
Allen Park	700	46.8%	20%	.08%	65%
Alva	431	19.2%	18%	.02%	57%
Bayshore	455	27.4%	25%	.03%	60%
Bonita Springs	283	38.4%	14%	24%	75%
Caloosa	831	25.6%	27%	.07%	50%
Cape	709	16.6%	15%	.05%	41%
Colonial	883	38.3%	21%	.06%	55%
Diplomat	925	23.5%	15%	.05%	50%
Edgewood	581	37.3%	23%	.03%	67%
Edison Park	470	33.4%	13%	.02%	33%
Fort Myers Beach	196	4.1%	18%	na	37%
Franklin Park	462	34.6%	17%	.002%	66%
Gateway	880	33.0%	12%	.06%	32%
Gulf	1131	16.8%	18%	.02%	33%
Hancock Creek	879	26.7%	20%	.05%	48%
Heights	928	22.8%	15%	.07%	41%
J.C. English	663	31.4%	29%	.03%	80%
Lehigh Acres	1108	20.5%	13%	.06%	53%
Littleton	920	31.0%	18%	.04%	45%
Michigan	500	47.4%	16%	.05%	74%
Orange River	749	46.2%	20%	.07%	69%
Orangewood	617	34.9%	37%	.08%	51%
Pelican	856	16.1%	23%	10%	39%
Pine Island	447	7.5%	17%	.04%	49%
Pinewoods	850	27.6%	20%	16%	47%
San Carlos Park	945	33.7%	18%	10%	50%
Sanibel	259	7.7%	14%	.01%	12%
Skyline	962	19.1%	17%	10%	48%
Spring Creek	986	32.9%	.09%	18%	60%
Suncoast	875	38.3%	28%	.05%	93%
Sunshine	984	27.5%	12%	10%	62%
Tanglewood ³	484	38.0%	29%	12%	50%
Three Oaks	991	18.1%	23%	14%	32%
Tice	827	53.1%	18%	19%	87%
Tropic Isles	880	41.4%	23%	.05%	71%
Villas	744	43.1%	20%	18%	75%
Elementary Total	26,391	29.6%	-----	-----	-----

EXHIBIT 5-1(cont'd)
PERCENTAGE OF STUDENTS
ENROLLED IN THE LEE COUNTY SPECIAL PROGRAMS
1996-97 SCHOOL YEAR

School	Enrollment ¹	% Minority Enrollment ²	% Special Education	% Bilingual/ESL	% Free & Reduced Lunch ³
Middle Schools					
Alva	617	19.3%	18%	na	51%
Bonita Springs	844	27.4%	13%	63%	43%
Caloosa	948	31.8%	24%	16%	49%
Cypress Lake	982	30.2%	15%	12%	39%
Fort Myers	927	34.8%	16%	11%	45%
Gulf	1,072	13.4%	13%	13%	31%
Lee	893	37.8%	15%	25%	50%
LeHigh Acres	834	27.0%	15%	32%	51%
P.L. Dunbar	1,053	40.4%	17%	31%	51%
Suncoast	1,060	21.2%	23%	18%	67%
Three Oaks	960	20.4%	15%	.01%	34%
Trafalgar	1,425	18.2%	13%	.08%	37%
Middle Total	11,615	26.5%	-----	-----	-----
High Schools					
Cape	1,472	22.8%	8%	4%	28%
Cypress Lake	1,468	18.9%	7%	4%	19%
Estero	1,601	19.2%	11%	7%	23%
Fort Meyers	1,576	33.5%	9%	11%	30%
Lehigh	1,356	29.5%	10%	6%	33%
Mariner	2,029	15.8%	.09%	.07%	24%
North Fort Myers	1,541	24.0%	11%	40%	28%
Riverdale	1,134	35.4%	13%	17%	29%
High Total	12,960	24.1%	-----	-----	-----
Alternative & ESE					
ALC - High	207	51.2%	23%	na	68%
ALC - Middle	75	56.0%	78%	na	na
Buckingham	59	50.0%	100%	na	72%
District Pre-K	166	0.0%	na	na	na
Edison Lrn Ctr	139	65.5%	100%	na	73%
LAMP	249	77.3%	.09%	na	79%
The Academy ND	318	37.4%	na	na	40%
Royal Palm	159	59.1%	100%	na	82%
Vo-Tech Central	85	25.9%	26%	na	na
Vo-Tech North	42	16.7%	33%	na	na
Alternative and ESE Total	1,499	50.6%	-----	-----	-----

Source: Lee County Schools District Records, 1996-97.

1 Cycle 4 Report-Enrollment totals includes all PreK students.

2 Minority percentages excludes all PreK students.

3 Free/Reduced Lunch Report as of Nov. 8, 1996, includes PreK. Percentages provided by Food Services Department

na - not available

**EXHIBIT 5-2
STUDENT-STAFF RATIOS FOR THE LEE COUNTY SCHOOL DISTRICT,
COMPARISON DISTRICTS, AND THE STATE
1995-96**

PERSONNEL RATIOS	Lee	Escambia	Brevard	Seminole	Volusia	Pasco	Comparison Average	State
Administrator to total instructional personnel	12.44	12.00	16.42	17.30	14.98	11.76	14.15	13.45
Administrators to total staff	13.70	13.10	17.85	18.82	16.73	13.44	15.61	14.88
Classroom teachers to students	24.11	24.44	31.12	31.89	31.73	24.26	27.59	27.30
Student-Teacher Ratio	18.34	17.27	17.59	19.35	16.55	17.67	17.80	17.67
Teacher aides to classroom teachers	7.66	4.75	7.00	5.01	4.06	5.10	5.60	4.51
Guidance to students	420.95	466.13	486.06	496.39	496.39	390.47	459.40	450.43

Source: Profiles of Florida School Districts 1995-96, Student and Staff Data, 1996.

FINDING

Exhibit 5-3 displays the board-approved student allocation formula for teachers in Lee County.

**EXHIBIT 5-3
TEACHER ALLOCATION FORMULA IN THE
LEE COUNTY SCHOOL DISTRICT
1996-97**

Grade(s)	Allocation ratio
Kindergarten	23.5
First	22.5
Second/Third	27.5
Fourth/ Fifth	29.5
Middle School	22.75 plus 2 additional teachers
Senior High Schools	27

Source: Lee County School District, 1997.

Data on average class sizes and course enrollment by teacher were not available when requested by MGT. Lee County's data system is unable to respond to queries requesting average class size and other enrollment report formats that would be useful in analyzing teacher utilization for course offerings and programs. The district recognizes that the student data system is out-of-date and has budgeted \$500,000 to replace the current system. This system is addressed in detail in Chapter 11.

RECOMMENDATION

Recommendation 5-1:

Evaluate class size on an annual basis.

Implementing an improved system for student data collection should enhance Lee County's ability to monitor teacher utilization and average class sizes on a regular basis. This will be a particularly important function under a controlled choice model for educational services delivery.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|-----------------------------------|
| 1. The Executive Director of Accountability, Planning and Educational Equity should work collaboratively with the MIIS Department to ensure that the student data system meets the districts needs for data collect for evaluation. | September 1997 |
| 2. Once installed the Executive Director should prepare an annual report for the Leadership Team and the Board summarizing class size and teacher utilization. | Annually, Beginning in March 1998 |

5.2 Student Performance

Students, parents, and the Lee County community have an expectation that appropriate learning is occurring in all schools. When student performance falls below the regional and state averages in certain subject areas, grade levels, entire schools or for certain groups of students, cost-effective improvement measures should be designed and implemented by school and district instructional managers.

CURRENT SITUATION

The Lee County School District uses several formal, standardized assessments to evaluate the progress and status of students. Exhibit 5-4 provides a description of each of these instruments.

**EXHIBIT 5-4
STANDARDIZED TESTS USED TO ASSESS STUDENTS
IN THE LEE COUNTY SCHOOL DISTRICT**

NAME OF TEST	TEST TYPE	TEST USAGE
Kindergarten Screening	Criterion-Referenced Test	Administered the first two weeks of school to determine student baseline knowledge
Gates-MacGinitie Reading Test	First Grade Reading Test	Screen reading problems for First Grade
Florida Writes	Criterion Referenced Test	Required by the State
High School Competency Test (HSCT)	Criterion Referenced Test	Required by the State
Comprehensive Test of Basic Skills (CTBS)	Norm Referenced Test	Required by the State for grades 4 and 8
Scholastic Assessment Test (SAT)	College Admissions Test	Required by colleges for admission
American College Testing Program (ACT)	College Admissions Test	Required by colleges for admission
Florida Comprehensive Assessment Test (FCAT)	Criterion-Referenced Test being piloted by the State to take the place of CTBS	Required by the State

Source: Lee County School District Testing and Assessment Unit, Department of Accountability, Planning and Educational Equity, 1997.

FINDING

Exhibit 5-5 shows the median national percentiles for students in the Lee County School District on the Comprehensive Test of Basic Skills (CTBS). The CTBS assesses skills in reading, language, and mathematics in grades two through eight. The State of Florida requires CTBS testing at grades four and eight. The Lee County School District administers the CTBS at all grade levels. Most grade levels in Lee County showed increases in scores from 1994-1995 to 1995-1996 school years. Only the math scores of sixth and eighth grade students decreased during the two-year period. All other scores either increased or remained the same.

**EXHIBIT 5-5
LEE COUNTY SCHOOL DISTRICT
CTBS MEDIAN NATIONAL PERCENTILES
1994-95 AND 1995-1996**

Grade	Reading Total			Language Total		
	1995	1996	Diff.	1995	1996	Diff.
Grade 2	50	53	+ 3	58	62	+ 4
Grade 3	60	60	+ 0	60	64	+ 4
Grade 4	51	54	+ 3	59	60	+ 1
Grade 5	51	54	+ 3	63	66	+ 3
Grade 6	49	50	+ 1	51	53	+ 2
Grade 7	53	54	+ 1	52	55	+ 3
Grade 8	55	55	+ 0	55	56	+ 1
Total District Gains			+ 11			+ 18
Grade	Math Total			Total Battery		
	1995	1996	Diff.	1995	1996	Diff.
Grade 2	67	68	+ 1	59	62	+ 3
Grade 3	69	71	+ 2	64	66	+ 2
Grade 4	64	69	+ 5	59	62	+ 3
Grade 5	62	65	+ 3	59	62	+ 3
Grade 6	56	53	- 3	52	53	+ 1
Grade 7	50	53	+ 3	53	54	+ 1
Grade 8	50	49	- 1	54	54	+ 0
Total District Gains			+10			+13

Source: Lee County School District Testing and Assessment Unit,
Department of Accountability, Planning and Educational Equity, 1997.

Exhibits 5-6 through 5-8 provide an overview of student achievement data for the Lee County School District, comparison districts, and the state.

Florida Writes Test scores are used as an indicator of writing competency in the Commissioner of Education's academic performance reports for schools. The Florida Writes Test is designed to assess students' writing skills in grades 4, 8, and 10. Scores on this test range between zero to six, with three or higher considered an acceptable level of performance. Exhibit 5-6 indicates that:

- Among comparison districts, the Lee County School District's 1996 combined average scores on the Florida Writing Assessment Program rank last in the district comparison for both grades 8 and 10 and at the state average for grade 4.
- The district's 1996 combined average scores equal the state's average for grade 4 and fall below the state averages for grade 8 and grade 10.
- Fourth grade scores continue to fall below the acceptable three point standard, as do many other Florida's districts.

**EXHIBIT 5-6
FLORIDA WRITING ASSESSMENT PROGRAM RESULTS
FOR LEE COUNTY, COMPARISON DISTRICTS, AND THE STATE
1995-1996**

DISTRICT	GRADE LEVEL FOR FLORIDA WRITING ASSESSMENT		
	Grade 4	Grade 8	Grade 10
Lee	2.5	3.2	3.1
Brevard	2.8	3.6	3.5
Escambia	2.4	3.5	3.3
Pasco	2.4	3.5	3.3
Volusia	2.4	3.6	3.2
Comparison District Average	2.5	3.5	3.3
State Average	2.5	3.5	3.3

Source: Lee County Department of Assessment and Testing, 1997.

Florida students must also pass the High School Competency Test (HSCT) in order to receive a high school diploma. Exhibit 5-7 indicates that Lee County ranks lowest in percentage of students passing the HSCT among comparable districts. At a 74 percent passing rate, Lee County also ranks 15 percent lower than the state average (89 percent).

**EXHIBIT 5-7
HIGH SCHOOL COMPETENCY TEST (HSCT) RESULTS
FOR LEE COUNTY, COMPARISON DISTRICTS, AND THE STATE
1996**

SCHOOL DISTRICT	PERCENT PASSING COMMUNICATION	PERCENT PASSING MATHEMATICS
Lee	74%	70%
Brevard	82%	80%
Escambia	79%	71%
Pasco	89%	88%
Volusia	83%	79%
Comparison District Average	81%	78%
State Average	89%	77%

Source: Lee County Department of Assessment and Testing, 1997.

The American College Testing Program (ACT) is used to determine student readiness for and ability to achieve in college. It is required by many colleges as part of the college admission package. Exhibit 5-8 shows the ACT scores for the Lee County School District, the state, and the nation's students from 1990 to 1996. As can be seen, Lee County students consistently score below both state and national averages.

**EXHIBIT 5-8
ACT SCORES FOR
LEE COUNTY, FLORIDA, AND NATIONAL TRENDS
1990-1996**

LEE COUNTY SCHOOL DISTRICT					
Year	English	Math	Reading	Science Reasoning	Composite
1990-91	19.5	19.4	20.6	20.0	20.0
1991-92	19.9	19.8	20.7	20.1	20.3
1992-93	19.8	19.7	21.0	20.2	20.3
1993-94	19.6	19.9	20.7	20.1	20.2
1994-95	19.2	19.7	20.6	20.2	20.0
1995-96*	19.3	19.2	20.6	20.1	19.9
Change 1991-96	- 0.2	- 0.2	Same	+ 0.1	- 0.1
FLORIDA					
	English	Math	Reading	Science Reasoning	Composite
1990-91	20.3	20.3	21.2	20.4	20.7
1991-92	20.3	20.4	21.1	20.4	20.7
1992-93	20.3	20.4	21.2	20.5	20.7
1993-94	20.2	20.5	21.3	20.6	20.8
1994-95	20.0	20.4	21.2	20.6	20.7
1995-96	19.9	20.3	21.2	20.6	20.6
Change 1991-96	-0.4	Same	Same	+ 0.2	- 0.1
NATION					
	English	Math	Reading	Science Reasoning	Composite
1990-91	20.3	20.0	21.2	20.7	20.6
1991-92	20.2	20.0	21.1	20.7	20.6
1992-93	20.3	20.1	21.2	20.8	20.7
1993-94	20.3	20.2	21.2	20.9	20.8
1994-95	20.3	20.2	21.3	21.0	20.8
1995-96	20.3	20.2	21.3	21.1	20.9
Change 1991-96	Same	+ 0.2	+ 0.1	+ 0.4	+ 0.3

Source: Lee County School District, Department of Assessment and Testing, 1997.

* The scores are for 797 students reported for the district during the 1995-96 school year. The range for each part of the ACT is 1 to 36.

Note: When conducting program evaluations, as recommended in Chapter 4, Lee County administrators should incorporate these test data and set goals for improvements.

5.3 Organization

5.3.1 Division Organization

CURRENT SITUATION

As described in Chapter 4, operational concerns and board initiatives have created a climate in the Lee County School District where staff energy has not been focused on students. The district's organizational structure is indicative of the lack of focus, with three of the four assistant superintendents overseeing functions not related to instruction. (see Exhibit 4-8 for the current organization of Lee County School District).

Exhibit 5-9 shows the current organizational structure of the Instructional Services Division. As can be seen, many functions related to students and instruction are dispersed throughout the organization and may not necessarily be found under the Instructional Services Division. For example, media services and student services are under Human Resources and Support Services Division. In addition, many offices under Instructional Services operate in isolation from one another yet serve similar populations,(i.e., ESE, Title 1, and ESOL).

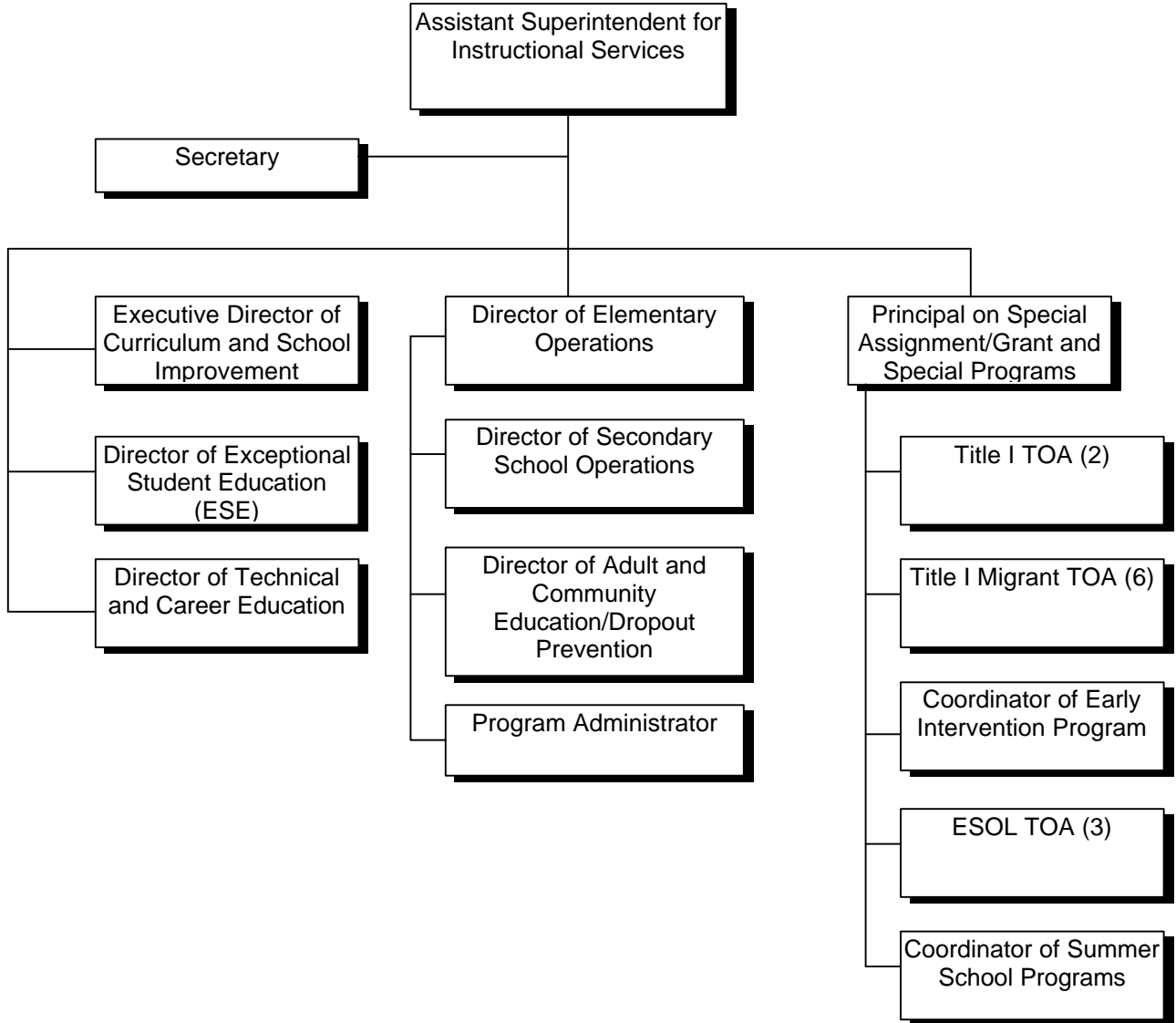
Lack of continuity in instructional leadership has plagued the Lee County School District for many years. Since 1990, the position of Assistant Superintendent of Instructional Services has changed hands five times. At the time of on-site review, this position was vacant and the Executive Director of Curriculum and School Improvement had assumed responsibility for functions related to both the Assistant Superintendent's role and the Executive Director's role.

FINDING

While attrition is a problem at all levels of the organization, the constant turnover in instructional positions has become the norm rather than the exception. The lack of instructional focus created by constant change is particularly apparent when one considers that Lee County School District has had no established curricula for 15 years. Additionally, the program accountability can be described as fragmented, at best. Some programs have received regular monitoring, while others operate without consistent evaluation. While the district has made remarkable gains in the last two years in moving instruction back on track, it has also faced many obstacles. Site visits at district schools and responses to the district survey revealed that schools operate, in many cases, in isolation of the central office.

Recent progress in focusing the educational services delivery system on the instruction of students includes the latest Superintendent implemented a *Contract for Success* which provided a vision for student performance based on school board goals and helped to establish a districtwide commitment to instruction as the district's number one priority. In addition, during the 1997 Board Retreat, members enhanced the vision with new goals for Lee County School District. The contract is displayed in Chapter 4.

**EXHIBIT 5-9
ASSISTANT SUPERINTENDENT
FOR INSTRUCTIONAL SERVICES**



Source: Lee County School District, 1997.

The vision and goals identified by the board and the district are intended to impact and guide schools to achieve academic and work-related success for all students. This is a sound initiative, but concrete activities associated with this initiative must also occur. The current organizational structure is not supportive of these vital initiatives. Too much emphasis is given to functions other than instruction. A revised District Improvement Plan has yet to be developed specifically outlining how the district will achieve each of the six goals. Without an action plan, district-level and school-based personnel will remain unclear of their responsibilities related to the initiative, unable to identify who is responsible for what and how the district and schools will work together.

RECOMMENDATIONS

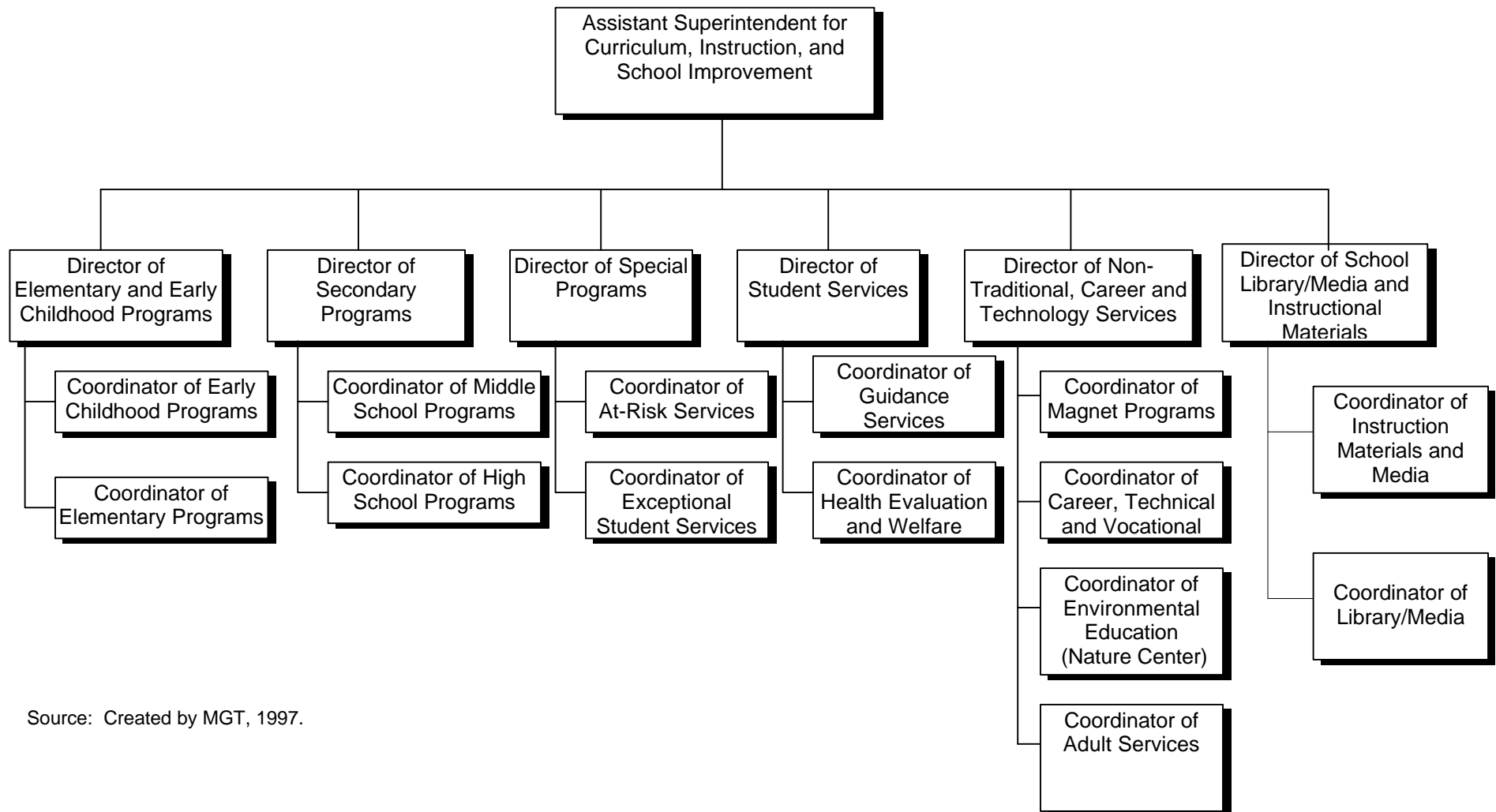
Recommendation 5-2:

Realign the organizational structure of the Division of Instruction Services to provide a comprehensive approach that supports instruction.

Exhibit 5-10 shows a proposed organizational structure that should improve the balance of functions at the district level and provide support, direction, and accountability for instructional initiatives at each school site. The remaining sections in Chapter 5 provide specific recommendations pertaining to each instructional unit in the proposed organizational structure. Specific modifications include:

- changing the title of the Assistant Superintendent of Instructional Services to the Assistant Superintendent for Curriculum, Instruction, and School Improvement (see Chapter 4);
- eliminating the Executive Director of Curriculum and School Improvement position (see Chapter 4);
- creating a Department of Elementary and Early Childhood Programs, appointing a director in charge of this unit and assigning coordinators for Early Childhood Programs and Elementary Programs to this department;
- creating a Department of Secondary Programs, appointing a director in charge of this unit, and assigning coordinators of Middle School Programs and High School Programs to this department;
- creating a Department of Special Programs, appointing a director in charge of this unit and assigning coordinators of ESE and At-Risk Services to this department;
- moving the Department of Student Services under the Division of Curriculum, Instruction and School Improvement, including the Coordinators of Guidance Services, Health Evaluation and Welfare;

**EXHIBIT 5-10
PROPOSED ORGANIZATIONAL STRUCTURE
LEE COUNTY SCHOOL DISTRICT**



Source: Created by MGT, 1997.

- creating a Department of Non-Traditional, Career, and Technology Services, appointing a director in charge of this unit and assigning the Coordinator of Magnet Programs, Career, Technology, and Vocational, Environmental Education and Adult Services to this department; and
- moving a portion of media services to this division, creating a Department of School Library/Media and Instructional Materials, appointing a director in charge of this unit and assigning a Coordinator of Instructional Materials and Media to this department.

The rationale for the proposed offices under the Assistant Superintendent of Curriculum, Instruction and School Improvement are discussed in detail in several sections of this chapter.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent for Instructional Services* should study the proposed organizational chart and recommend a new structure. July 1997
2. The Board should approve the proposed organizational chart. (See other sections for specific actions related to each unit.) August 1997

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

Recommendation 5-3:

Identify specific action tasks and benchmarks associated with student achievement and the district's goals, and include this action plan as part of the District Improvement Plan.

A clear action plan should outline how the district will achieve its goal and make clear which persons/offices/schools are responsible for specific tasks.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent for Instructional Services* should assign a task force of stakeholders to work with the Steering Committee to develop a work plan associated with the Board's goals. July 1997

* The title for the Assistant Superintendent for Instructional Services has been retitled Assistant Superintendent for Curriculum Instruction for School Improvement under the proposed organizational structure.

- | | |
|---|----------------|
| 2. Using a quality management model, (see last recommendation in this section), the task force should develop the work plan. | August 1997 |
| 3. The task force should request feedback on the work plan from district-level and school-based personnel, and revise the plan accordingly. | September 1997 |
| 4. The Assistant Superintendent should hold the Division accountable for implementing the plan. | Ongoing |

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

Recommendation 5-4:

Fill the position for Assistant Superintendent for Curriculum, Instruction and School Improvement.

The selection of a strong instructional leader for the position of Assistant Superintendent for Curriculum Instruction and School Improvement is critical. The person that eventually fills this position should have an extensive district-level background in curriculum, instruction, and program management. Specific knowledge of needs assessment, program planning, program implementation, and program evaluation is also essential. In addition, the Assistant Superintendent should have school-based experience in order to establish credibility within the school district and to make instruction a priority.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|----------------|
| 1. The Department of Human Resources and Support Services should conduct a national search for the position of Assistant Superintendent. | August 1997 |
| 2. The district should follow standard procedures to review the applicant pool and select the best applicants for interviews. | August 1997 |
| 3. The Superintendent should hire the most qualified applicant to fill the vacancy. | September 1997 |

FISCAL IMPACT

No fiscal impact since the district already has this position budgeted.

FINDING

To create a strong educational service delivery system, Lee County will require a clear action plan and a quality management model to constantly assess progress in achieving specific goals and to provide information to support modifications to programs. Presently the district shows little evidence that goals are planned, the status of goals is assessed on an ongoing basis, and goals are redefined to improve instruction. Void of formative information, systematic planning does not take place and quality programs cannot be assured.

RECOMMENDATION

Recommendation 5-5:

Implement a quality management model to support continuous improvement of student learning.

The model shown in Exhibit 5-11 indicates the typical steps necessary to have a systematic and effective approach to improved student outcomes. Such a process requires that the district plan, implement, evaluate, and then revise the plan based on an effective evaluation. Using this model, or one similar to it, the district can maintain a process that will enhance instruction for all students.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The new Superintendent should implement a quality management model as the overriding plan for school improvement. July 1998

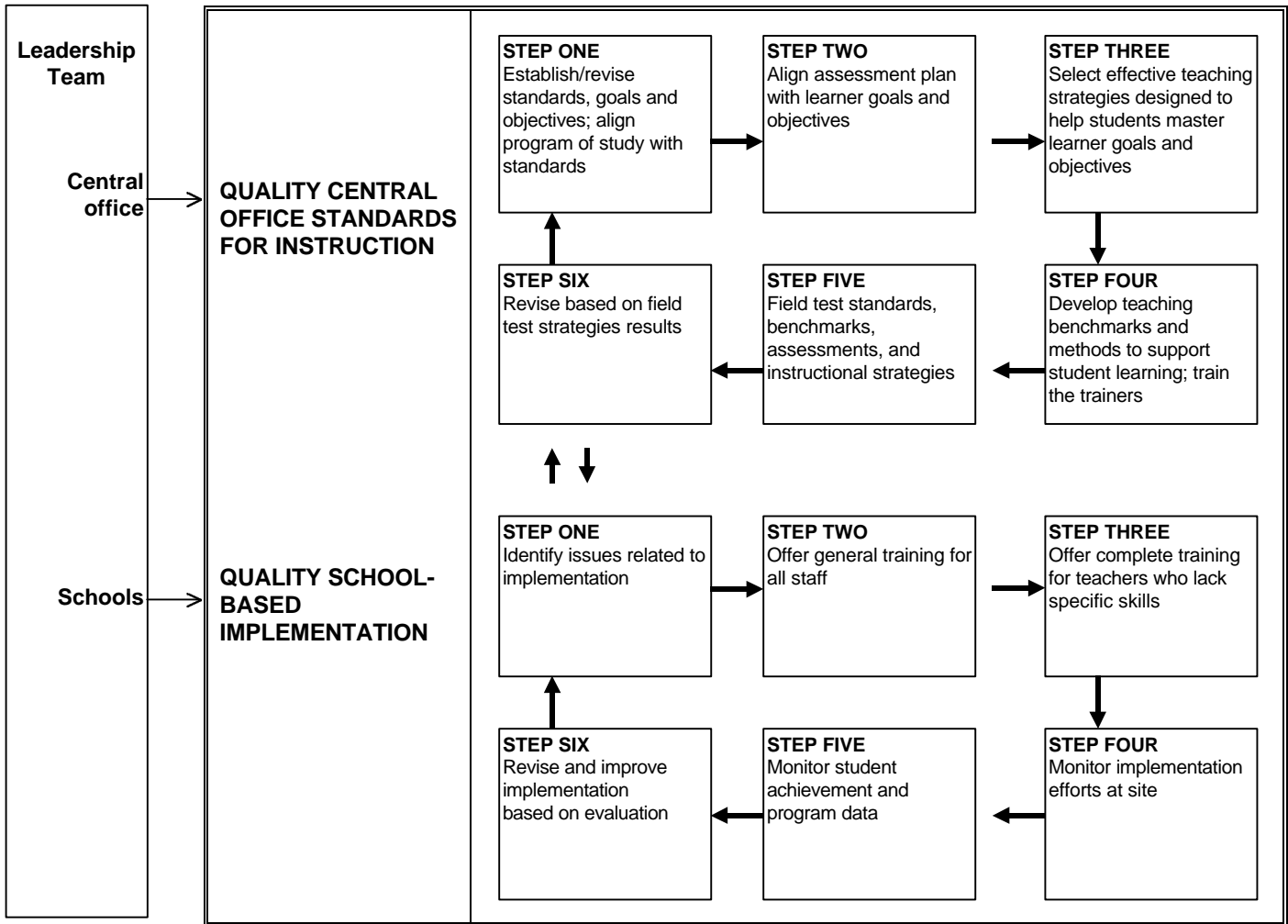
FISCAL IMPACT

This recommendation can be accomplished with existing resources.

5.3.2 K-12 Curriculum Services

Effective learning in any school district is the result of a well-planned curriculum that clearly communicates to teachers, staff, and the community what students are expected to achieve at each level of their educational process. Careful correlation of national, state, and district goals is essential. Focus must be on measurable student outcomes supported by adequate curriculum materials and guides. Support for curriculum development and implementation should be a priority of the school district.

**EXHIBIT 5-11
QUALITY MANAGEMENT MODEL FOR THE DESIGN AND IMPLEMENTATION OF
CONTINUOUS IMPROVEMENT OF STUDENT LEARNING EXPERIENCES**

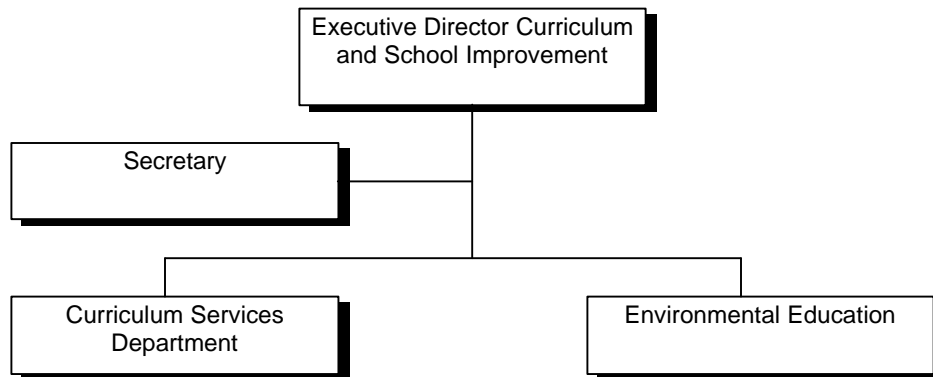


Source: Created by MGT, 1997.

CURRENT SITUATION

The Lee County School District provides support to the curriculum development process through the Curriculum Services Department. This department is shown in Exhibits 5-12 and 5-13.

**EXHIBIT 5-12
CURRICULUM AND SCHOOL IMPROVEMENT DEPARTMENT**

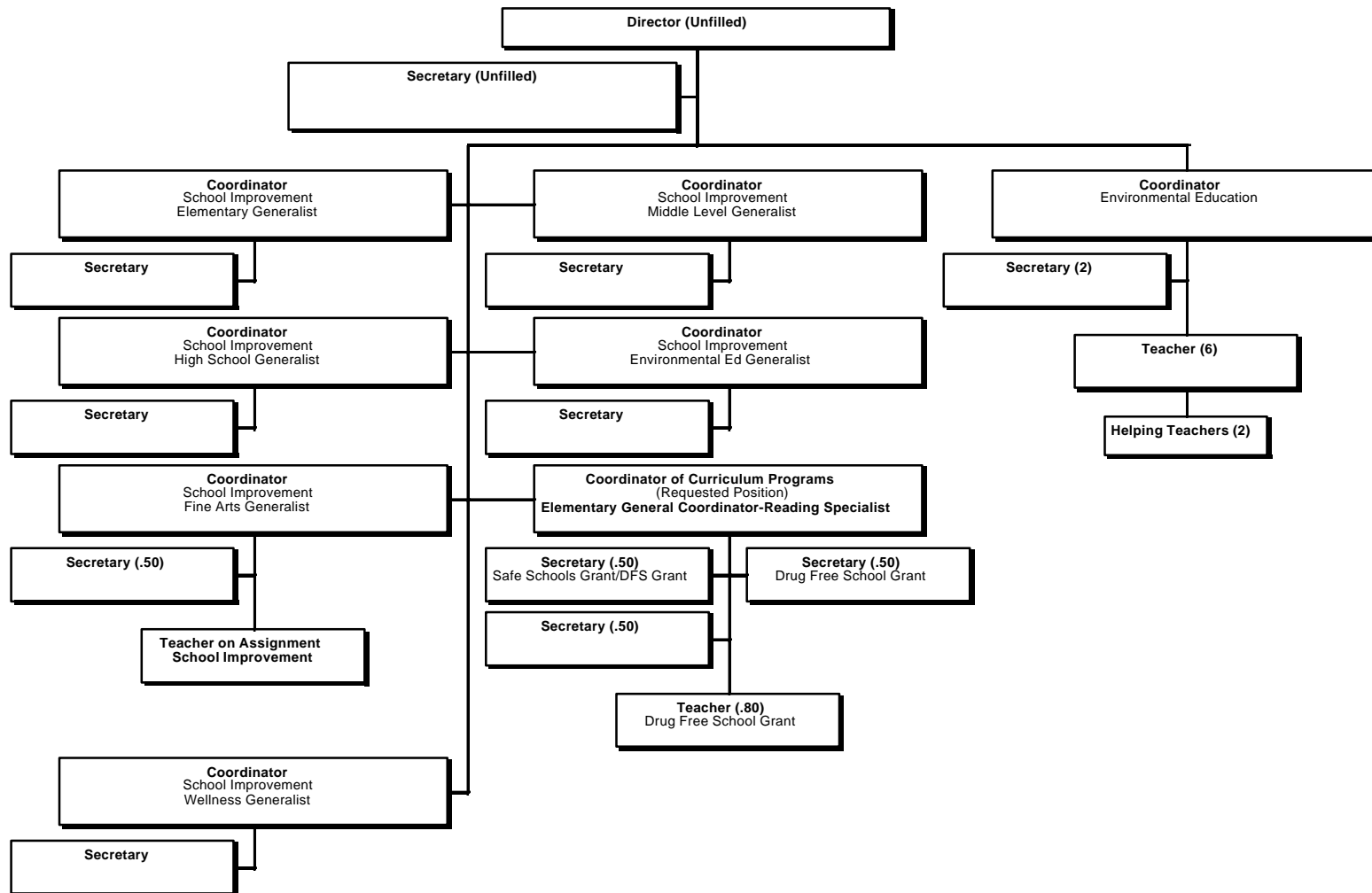


Source: Lee County School District, 1997.

The following positions are housed in this department:

- one Executive Director Position (the person filling this position is currently functioning as interim Assistant Superintendent for Instruction and School Improvement);
- one Director (vacant);
- one Coordinator of School Improvement Elementary Generalist;
- one Coordinator of School Improvement High School Generalist;
- one Coordinator of School Improvement Fine Arts Generalist;
- one Coordinator of School Improvement Wellness Generalist;
- one Coordinator of School Improvement Middle Level Generalist;
- one Reading Specialist;
- one Coordinator of Environmental Education (located at the Nature Center and supervises 6 Teachers and two Helping Teachers);
- one Coordinator of Environmental Education Position (# 9710-27-006 identified on organizational chart but could not be located. No one interviewed could explain the position);
- one Teacher on Special Assignment for School Improvement; and
- eleven secretarial positions.

**EXHIBIT 5-13
ORGANIZATION OF CURRICULUM SERVICES
IN THE LEE COUNTY SCHOOL DISTRICT**



Source: Lee County School District, 1997.

A Core Curriculum is in the process of being developed by the Curriculum Services Department using both national and state subject area standards for instruction. Many hours of research and development have been involved in the project. The Core Curriculum is the first comprehensive districtwide effort in curriculum development in 15 years. The draft document is dated March 1996 and identifies learner outcomes in the subject areas listed below.

- | | | |
|----------------------|------------------------------|------------------------------|
| ■ Language Arts | ■ Music | ■ Foreign Language |
| ■ Mathematics | ■ Theater Arts | ■ Technology Education |
| ■ Science | ■ Visual and Media Arts | ■ Business and
Technology |
| ■ Social Studies | ■ Dance | ■ Marketing |
| ■ Health | ■ Environmental
Education | ■ Employability/Diversified |
| ■ Physical Education | ■ Media Services | |

FINDING

The Core Curriculum documents are divided into three levels for each subject area: elementary, middle, and high school. Each level establishes a mission, goals and learner objectives. Some subject areas also contain the philosophy of the writers. There is little consistency from subject area to subject area in the format in which the curriculum information is presented. For example, in the introduction some documents have an overview, some have basic assumptions, and others do not. Each major subject area identifies the grade level, appropriate strands (for example, Language Arts: Speaking, Reading, Listening, Writing), competencies, and supporting objectives.

Exhibit 5-14 displays the various components contained in the various subject areas. The Core Curriculum has not been approved by the School Board nor distributed for the use in the district. Interviewees stated that the department intends to integrate the New Florida Sunshine State Standards with the Core Curriculum. This process has also delayed district efforts to implement the draft document.

RECOMMENDATION

Recommendation 5-6:

Develop measurable benchmarks and instructional strategies to support the learner objectives and to measure student progress based on the Core Curriculum.

The Core Curriculum should be completed and implemented as soon as possible. A process should be established to enhance and modify the curriculum to incorporate Sunshine State Standards. The format should be standardized to facilitate use by instructional personnel. The benchmarks should be developed to measure student achievement of learner objectives. Without benchmarks, there is no established criteria for measuring student progress. Similarly, instructional strategies should be available to educators to enrich and supplement the Core Curriculum.

**EXHIBIT 5-14
SUBJECT BY SUBJECT FORMAT
OF THE CORE CURRICULUM**

SUBJECT	AREAS COVERED IN SECTION
Science	<ul style="list-style-type: none"> ■ Preface ■ Recommendation ■ Subject area strands
Social Studies	<ul style="list-style-type: none"> ■ Recommendations of the Elementary Core Committee ■ Social Studies Habits of Mind ■ Elementary Level Overview ■ Social Studies Resources ■ Lee County Social Studies Themes ■ Generic Social Study Skills ■ Subject Area Strands
Music	<ul style="list-style-type: none"> ■ Guidelines for the New Art Education ■ Subject Area Strands
Physical Education	<ul style="list-style-type: none"> ■ Vision ■ Mission ■ Physical Education Core Curriculum Strands ■ Physical Education Progressive Paths
Health	<ul style="list-style-type: none"> ■ Introduction ■ Subject Area Strands
Media Services	<ul style="list-style-type: none"> ■ Resource List ■ Subject Area Strands
Environmental Education	<ul style="list-style-type: none"> ■ Subject Area Strands
Dance	<ul style="list-style-type: none"> ■ Subject Area Strands
Theater Arts	<ul style="list-style-type: none"> ■ Mission ■ Subject Area Strands
Visual and Media Arts	<ul style="list-style-type: none"> ■ Guidelines for the New Art Education ■ Subject Area Strands
Employability Skills/Diversified Education	<ul style="list-style-type: none"> ■ Proposal for Required Course in Employability Skills ■ Rational for Cooperative Education ■ Blueprint 2000 Prerequisite Grade 7-8 ■ Blueprint 2000 Mandates Grades 9-12
Marketing	<ul style="list-style-type: none"> ■ Recommendations ■ Subject Area Strands
Language Arts	<ul style="list-style-type: none"> ■ Subject Area Strands
Technology	<ul style="list-style-type: none"> ■ Role of Technology in Education ■ Subject Area Strands
Foreign Language	<ul style="list-style-type: none"> ■ Subject Area Strands

Source: Lee County School District Core Curriculum, 1997.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent for Instructional Services* should complete the Core Curriculum and obtain School Board approval. September 1997
2. The Assistant Superintendent for Instructional Services should develop measurable benchmarks to support the Core Curriculum learner objectives and to measure student progress. February 1998
3. The Assistant Superintendent should identify appropriate personnel to review all of the Core Curriculum and identify areas that are not consistent across subject areas. July 1998
4. The Assistant Superintendent should develop a consistent format so that all subjects include the same components. January 1998
5. The Assistant Superintendent should revise the Core Curriculum implementing consistent format. July 1998
6. The Assistant Superintendent should provide training to school staff on the Core Curriculum. August 1998

FISCAL IMPACT

This recommendation can be accomplished within existing resources.

FINDING

Interviews with principals and other staff indicate that the district staff is focused on daily operations and crisis management instead of students and instruction. The Offices of Elementary and Secondary Operations are focused on school management, gathering information for school board members and attending to crises which occur.

The current Division organization separates the functions of curriculum support and school operations separates these two functions. This separation leads to fragmentation in the support and direction provided to schools. The directors who supervise principals have little control over curriculum development. In addition, the Director of Curriculum and School Improvement has little control over principal implementation or lack of implementation of district goals, objectives, and curriculum initiatives.

* The title for the Assistant Superintendent for Instructional Services has been retitled Assistant Superintendent for Curriculum Instruction for School Improvement under the proposed organizational structure.

RECOMMENDATION

Recommendation 5-7:

Reconfigure the Curriculum Services and Operations Departments into two units - the Early Childhood and Elementary Programs and the Secondary Education Programs.

Both program directors should be placed under the Assistant Superintendent of Curriculum, Instruction, and School Improvement.

Combining the curriculum and operations functions under the leadership of two directors -- one for early Childhood and Elementary Education and one for Secondary Education -- should improve the overall focus of the division on instruction and curriculum development.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|----------------|
| 1. The Superintendent should reconfigure the Instructional Services Division into two departments -- Early Childhood and Elementary Education and Secondary Education Programs. | September 1997 |
| 2. The Superintendent should ensure that both units report to the new Assistant Superintendent. | September 1997 |
| 3. The directors of the new departments should meet with the Assistant Superintendent and develop a unified set of priorities. | October 1997 |

FISCAL IMPACT

This recommendation can be implemented with existing resources. Two director positions are already allocated for elementary and secondary operations.

FINDING

The Student Support Services and Curriculum and Instruction Departments currently report to different Assistant Superintendents. Interviews indicate limited collaboration and communication between the units. This adversely affects the educational service delivery to students, and does not provide the structure for a smooth instructional delivery system.

The units are also housed in separate buildings. The coordination of program functions is further hampered by conflicting priorities as established by the two different Assistant Superintendents.

RECOMMENDATION

Recommendation 5-8:

Maximize collaboration between Curriculum and Instruction, Student Services, and Special Programs.

The proposed organizational structure, as shown in Exhibit 5-10, integrates the areas of Secondary Instructional Programs, Early Childhood and Elementary Instructional Programs, Special Programs, Student Services, and Non-Traditional, Career and Technology Programs under one Assistant Superintendent.

This proposal should assist the district in establishing a unified educational leadership structure at the district level that will ultimately support instruction at the school level in the classroom.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Leadership Team should make formal plans to implement the proposed reorganization. December 1997
2. The Leadership Team should implement the proposed reorganization. January 1998

FISCAL IMPACT

This recommendation can be accomplished within existing resources.

FINDING

The current structure of the Curriculum Services Department has one director, seven coordinators, one teacher on assignment, and one specialist. There are currently 11 secretary or clerk positions serving these professionals.

RECOMMENDATIONS

Recommendation 5-9:

Eliminate the Director of Curriculum Services position that is currently vacant.

The Director of Curriculum position will no longer be necessary as the proposed Director of Early Childhood and Elementary Education and proposed Director of Secondary Education will absorb the functions of the position.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The new Superintendent should reorganize the instructional functions under two directors. January 1998

2. The new Superintendent should eliminate the position of Director of Curriculum Services. January 1998

FISCAL IMPACT

Since this position is currently vacant, a mid-range salary figure of \$74,655 including a 28 percent benefits package was used to provide the estimate of cost savings.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Eliminate the Director of Curriculum Services	\$37,327	\$74,655	\$74,655	\$74,655	\$74,655

Recommendation 5-10:

Eliminate three secretarial positions.

Assign a secretary to each proposed director and half-time secretary to each professional staff. As an alternative, the district could develop a secretarial pool where some work with budgets, others with travel and others with word processing.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent for Instructional Services should develop a plan for secretarial allocation. January 1998
2. The Assistant Superintendent should recommend the elimination of three secretarial/clerk positions to the Board. February 1998

FISCAL IMPACT

This cost savings is based on an average salary of \$30,000 and a 28 percent benefits package.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Eliminate Three Secretarial Positions	\$57,600	\$115,200	\$115,200	\$115,200	\$115,200

FINDING

The Coordinator of Environmental Education, who is located at the Nature Center, supervises six teacher positions and two helping teacher (individuals that are not certified, but able to assist in field trips and with other activities) positions. This unit serves pre-K through grade 12 students and is partially funded through both local and state grants. The Nature Center provides curriculum development, field trips and instructional support for teachers in the area of environmental education. Since the proposed reorganization eliminates the unit which currently houses this program, a new location for the unit is necessary.

RECOMMENDATION

Recommendation 5-11:

Assign the Environmental Education Nature Center to the new proposed Department of Non-Traditional Programs.

Other units which are proposed to be assigned to the Non-Traditional Programs Department serve K-12 students. They also are unique programs with needs similar to those of the Environmental Education Program.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Environmental Education Nature Center should be assigned to the proposed Department of Non-Traditional Programs. January 1998

FISCAL IMPACT

This recommendation can be accomplished within existing resources.

5.4 Elementary and Early Childhood Programs

5.4.1 Early Childhood Programs

Effective early childhood programs provide a safe and nurturing environment that promote the physical, social, emotional, and cognitive development of young children. A major factor in determining the quality of an early childhood program is the extent to which knowledge of child development is applied in program practices.

CURRENT SITUATION

The Lee County School District's Early Childhood Programs are organized under the Director of Early Intervention. The Director is responsible for program coordination, grant planning, management, budget and supervision of unit staff. Two Teachers-on-Assignment (TOAs) coordinate the early childhood programs: one for Head Start

Programs and one for First Start Programs. In addition, the unit is assigned a nurse/health services specialist, literacy teacher, parent involvement specialist, education specialist, half-time disabilities specialist, a social worker and 35 school-based teachers. Exhibit 5-15 displays the current organization of the Early Intervention unit. The program coordinator reports to the Principal-on-Assignment who also directs the ESOL, Grants and Special Programs Unit.

The district's Early Intervention Programs include Head Start, Prekindergarten Early Intervention, Prekindergarten Head Start, and Florida First Start. The Florida First Start program is funded through a competitive grant from the state totaling \$113,713 during the 1996-97 school year. First Start serves 0-3 year old disabled and at-risk infants, toddlers, and their families.

The state Prekindergarten Early Intervention Categorical Discretionary Grant was funded for \$2,138,660 and the Federal Head Start Competitive Grant was funded for \$2,192,135. These two grants total \$4,330,795. District in-kind services are valued at \$564,938.

Exhibit 5-16 displays the number of program sites and the number of children served for Florida First Start and Prekindergarten Head Start.

FINDING

The instability created by constant change in central office administration and the relocation of programs within the district has had a dramatic impact on some services for students. Some district program administration offices have been relocated several times within the last four years at a significant cost to the district. A good example is the Early Intervention Program shown in Exhibit 5-17.

The total cost for moving this program over a four-year period is approximately \$225,000. The cost to the program in terms of effectiveness cannot be measured. Parents, teachers, administrative staff, and others involved with the program reported having to pack and unpack materials, and notify parents and the community. The chaos of preparing a new site leaves very little time and energy for the district's preschool children.

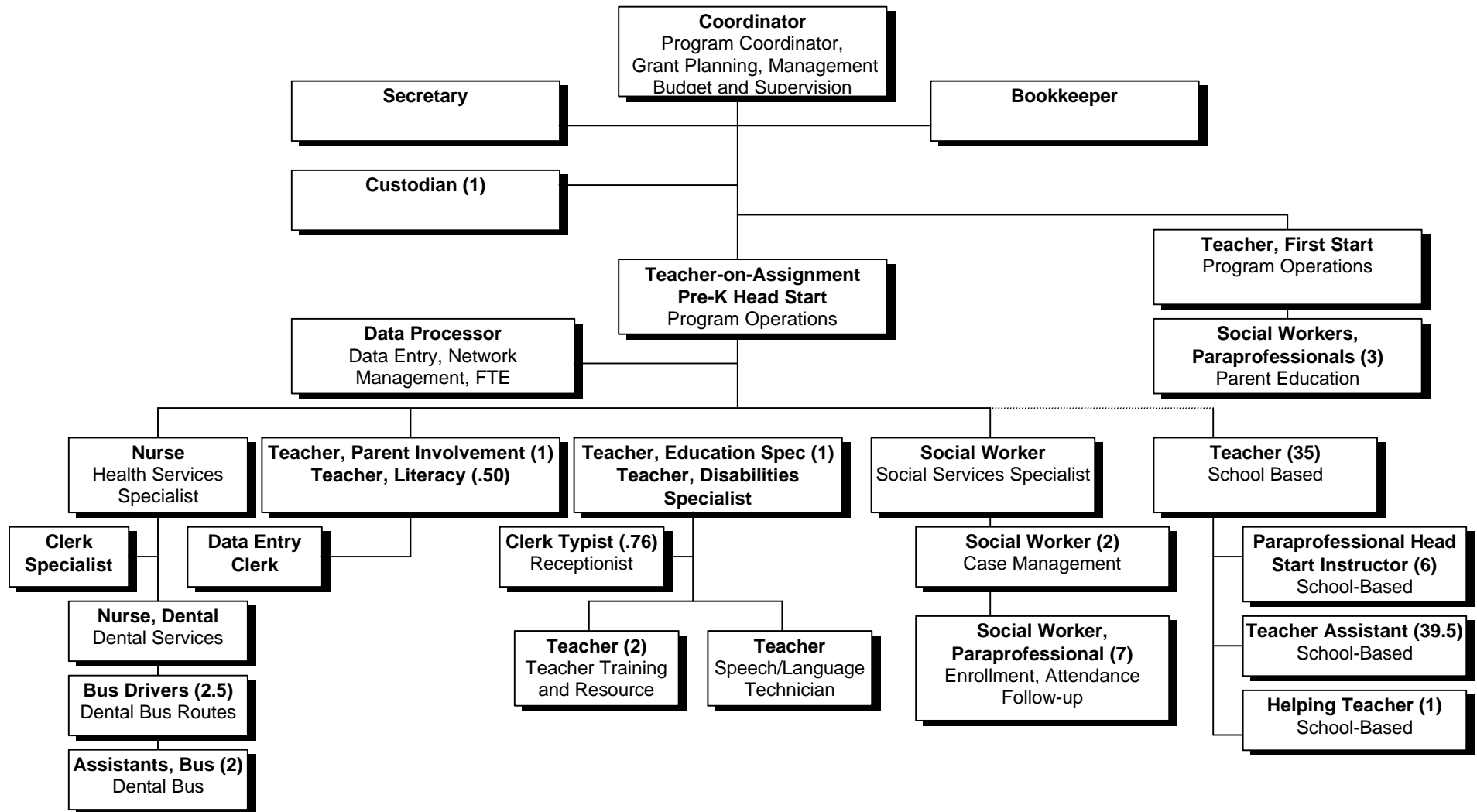
RECOMMENDATION

Recommendation 5-12:

Eliminate frequent office relocations.

Frequent relocations of vital services for children, such as early childhood programs, interrupts continuity in program for staff and students. Valuable staff time is lost to reestablish the program during each move.

**EXHIBIT 5-15
EARLY INTERVENTION ORGANIZATIONAL STRUCTURE**



Source: Lee County School District, 1996-97 Budget.

**EXHIBIT 5-16
OVERVIEW OF LEE COUNTY SCHOOL DISTRICT
EARLY CHILDHOOD PROGRAMS**

Program	Number of Sites	Number Served
The Florida First Start	<ul style="list-style-type: none"> ■ four sites 	62 families and 74 children (one percent of the eligible children)
Prekindergarten Head Start	<ul style="list-style-type: none"> ■ 26 district elementary schools ■ six contracted child care centers 	1,014 Children (26 percent of eligible children)

Source: Lee County School District Early Intervention Office Records, 1997.

**EXHIBIT 5-17
MOVING COSTS FOR THE EARLY INTERVENTION PROGRAM
1991-92 to 1995-97**

Year	Activities Required	Cost of Move*
1991-92 Moved to Lee Middle	<ul style="list-style-type: none"> ■ Purchased Portables ■ Build steps, connect water, sewer, electricity to portables, install fence, create driveway, and parking lot ■ Install security system ■ Purchase and set, up telephone system 	\$ 90,265 27,816 4,000 8,718
SUBTOTAL		\$ 130,799
1992-93 Moved to Blount Street	<ul style="list-style-type: none"> ■ Undo, move, setup, level and block portables ■ Build steps, decks, ramps, connect water sewer, electricity to portables ■ Reconnect security system* ■ Move copy machine ■ Set, up telephone system* 	\$8,820 5,000 2,500 250 4,000
SUBTOTAL		\$ 21,070
1994-95 Moved to Behind the Police Academy	<ul style="list-style-type: none"> ■ Undo, move, setup, level and block portables ■ Rebuild steps, decks, ramps, connect water ,sewer, electricity to portables, ■ Build storage shed (no cost for labor—maintenance dept.) ■ Hire movers ■ Semi-trailer lease for storing equipment and supplies ■ Reprogram security radios ■ Reconnect security system* ■ Move copy machine ■ Use of personal cell phones ■ Set, up telephone system* 	\$13,230 4,000 1,380 140 275 90 3,000 250 300 4,000
SUBTOTAL		\$ 26,415
1996-97 Moved to New Directions	<ul style="list-style-type: none"> ■ Parking lot for Alternative Learning Centers (ALC) ■ Telephone activation and service charge ■ Gulf Coast telephone setup* ■ Supplemental contracts for employees ■ Hire movers ■ Semi-trailer lease for storing equipment and supplies ■ Reprogram security radios ■ Move copy machine ■ Reconnect security system* ■ Letterhead and envelopes ordered before notified of the move. ■ Address stickers for letterhead and envelopes ■ Loss of landscaping ■ Sealing tape 	\$ 16,538 552 3,000 17,623 2,088 275 70 150 3,000 2,341 246 2,000
SUBTOTAL		\$ 44,861
GRAND TOTAL		\$ 223,145

Source: Lee County School District, Early Intervention records. 1997.

*Cost is estimated by district staff.

To eliminate unnecessary office relocations, the district should implement the following steps:

- develop a five-year location plan;
- document the cost of all moves of staff offices;
- include in the district annual report the cost of every office relocation; and
- develop a comprehensive relocation procedure to include:
 - how decisions to relocate should be made and who has authority to make them
 - who will be involved in the procedure
 - the estimates for time of notification of involved staff and parents or other stakeholders, packing time, actual move, and reassembling equipment and supplies.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|------------------|
| 1. The Leadership Team should develop a five-year location plan to minimize office relocation. | Fall 1997 |
| 2. The Assistant Superintendent of Business and Administrative Services should document the cost of all moves of staff offices. | Ongoing |
| 3. The Leadership Team should include in the district annual report the cost of every district office relocation. | Annually in June |
| 4. The Leadership Team should develop a comprehensive office relocation procedure. | January 1998 |

FISCAL IMPACT

This recommendation can be accomplished within existing resources and may potentially save costs related to moving programs.

FINDING

The district has a reputation for providing excellent preschool programs. An article entitled *Early Learning Program Wins National Achievement Award* appeared in the March 18,1996 *Dateline* which is published by the Lee County School District. This designation is only awarded to programs which can serve as a model to other school districts.

Prekindergarten Centers have adopted the standards of the National Association for the Education of Young Children (NAEYC) and have been awarded accreditation. This accreditation process is nationally accepted as an indication of a high quality program.

Lee County's Early Childhood Programs meet or exceed all state and federal quality standards as evidenced by the 1993-94 Lee County Pre-kindergarten Head Start Performance Statistics Report. The report compares State Region IV, Florida, and Lee County School District statistics. Exhibit 5-18 displays the comparisons. As can be seen, Lee County ranks higher in services provided in every area.

**EXHIBIT 5-18
LEE COUNTY PREKINDERGARTEN HEAD START
PERFORMANCE STATISTICS REPORT
1993-94**

HEALTH SERVICES	LEE	REGION IV	FLORIDA
Children medically screened (% of actual enrollment)	100%	97%	91%
Children needing medical treatment (of % screened)	40%	22%	23%
Children Receiving Medical Treatment (% of Needing Treatment)	100%	96%	99%
Children Completing Dental Exams (% of actual enrollment)	100%	97%	91%
Children Needing Dental Treatment (% of screened)	45%	37%	42%
Children Receiving Dental Treatment (% of Needing Treatment)	100%	98%	96%
Children With Up-to-Date Immunizations	100%	98%	98%
ENROLLMENT			
Average Daily Attendance (% of Funded Enrollment)	91%	84%	82%
SOCIAL SERVICES			
Families Completing Needs Assessment (% of All Enrolled Families)	100%	95%	93%
Families Needing Social Services (% of All Enrolled Families)	100%	61%	60%
Families Receiving Social Services (% of All Enrolled Families)	100%	93%	89%
DISABILITY SERVICES			
Children Professionally Diagnosed With a Disability (% of Funded Enrollment)	17%	13%	11%
Children with Disabilities Receiving Special Services (% of Needing Special Services)	100%	98%	94%
PARENT INVOLVEMENT			
Parent Involvement (number current and former parents involved)	na	935	na
Total Volunteer Hours of Parents	na	13,613	na

Source: Lee County Pre-kindergarten Head Start Statistics Report, 1993-94.
na - Information not contained in report.

COMMENDATION

The Lee County School District is commended for its award winning Head Start Program.

FINDING

The Early Intervention Unit is currently reporting to the Assistant Principal on Assignment who also directs the ESOL and the Grants and Special Programs (i.e., Title I, Title I Migrant). Interviews and survey data indicate that limited communication occurs between the district's early intervention and elementary education programs. To effectively serve the needs of students placed in PreK and elementary school, a clear continuum of services should be in place.

RECOMMENDATION

Recommendation 5-13:

Assign the Early Intervention Unit to the proposed Early Childhood and Elementary Education Department and combine services under one director.

This recommendation should ensure that the district's Early Childhood and Elementary Programs are well coordinated and provide a consistent continuum of programs that address the needs of students.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|-----------|
| 1. The Assistant Superintendent for Instructional Services* should assign the Early Intervention Unit to the proposed Director of Early Childhood and Elementary Education. | July 1997 |
| 2. The Director of Early Childhood and Elementary Education should ensure the coordination of early intervention and elementary programs. | Ongoing |

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

5.4.2 Elementary Programs

An effective elementary instructional program must provide focus for students, teachers, school administrators, and parents. Everyone involved must be aware of the mission, goals, objectives and policies of the instructional system. Instructional leadership and support from the district office should provide continuity and leadership

* The title for the Assistant Superintendent for Instructional Services has been retitled Assistant Superintendent for Curriculum Instruction for School Improvement under the proposed organizational structure.

in the essential tools for learning, subject area content, reading, writing and mathematics. Students and their unique instructional needs must come first.

CURRENT SITUATION

The Lee County School District operates 36 elementary schools. Principals meet monthly with the Director of Elementary Operations. The director evaluates principals and provides operational support to school level functions. In addition, curriculum and school improvement support are provided by the Executive Director of Curriculum and School Improvement addressed earlier in this chapter.

FINDING

The Curriculum Services Unit has recently hired a reading specialist. The reading specialist provides support for reading and language programs K-12 with a primary emphasis on elementary education. Specialized reading support for at-risk students and students with disabilities is provided through the district's Title 1 and special education programs. Without a curriculum for language arts in place, the programs offered to students vary from school-to-school and among the special services used to supplement general education reading and language arts instruction. In a district with a relatively large number of at-risk students and a high mobility rate (students moving among schools), a clear continuum of reading and writing services is essential for effective instruction.

RECOMMENDATION

Recommendation 5-14:

Establish a clear continuum of reading/language arts services for all students.

A clear continuum of language arts services goes beyond establishing standards for instruction and a corresponding framework for curriculum development. A continuum includes benchmarks for measuring student performance in reading and writing and establishes strategies for meeting the unique needs of students through enrichment and remedial support activities.

IMPLEMENTATION STRATEGIES AND TIMELINE:

- | | |
|--|--------------|
| 1. The new Director of Elementary and Early Childhood Programs should create a Language Arts Task Force to study the current reading and language arts practices used by the district. | October 1997 |
| 2. The Language Arts Task Force should develop a framework that describes existing services. | January 1998 |
| 3. The Language Arts Task Force should make recommendations to enhance the existing services. | March 1998 |

4. The Leadership Team should approve plan for enhancing language arts services.

June 1998

FISCAL IMPACT

This recommendation can be accomplished within existing resources.

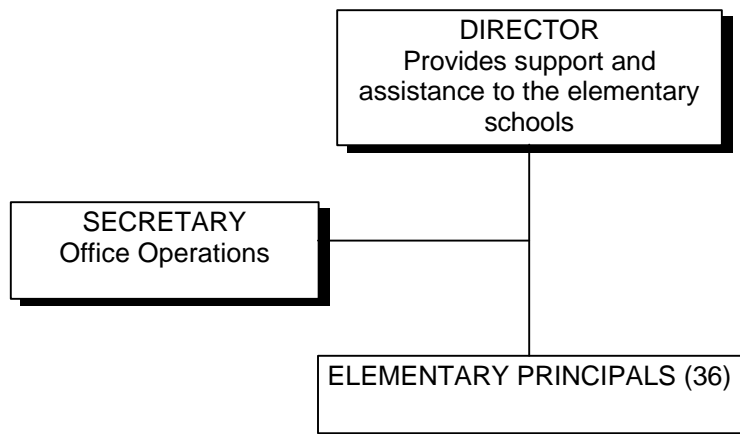
5.4.3 Organization of Elementary and Early Childhood Education

CURRENT SITUATION

As stated earlier in this chapter, there is no stability of central office staff in many areas of curriculum and instruction. As a result, personnel at the school level have little confidence that they can obtain consistent assistance from the district, and many work in isolation of each other and the district office.

The Office of Elementary Operations includes a director and a secretary. The Director of Elementary Operations supervises principals and is responsible only for administrative activities related to operations. Much of the director's time is spent in responding to parents, filling Board members requests for information, completing required reports, and assisting the Superintendent and senior administrators in issues related to schools. Exhibit 5-19 displays the organization chart for Elementary Operations.

**EXHIBIT 5-19
ELEMENTARY OPERATIONS IN
THE LEE COUNTY SCHOOL DISTRICT**



Source: Lee County School District, 1997.

FINDING

Interviews with school-based and district staff indicated some significant weaknesses in the curriculum, instruction, and school improvement support systems at the central office level. The duties of the director do not include such essential functions as instructional leadership, curriculum development, and school improvement monitoring. Principals and teachers reported that instructional initiatives established at the central office have little or no longevity.

A comparison survey responses within Lee County Schools indicates that only 26 percent of the teachers consider school district administrators to be above average while 30 percent of teachers rating them below average. Additionally, on a question regarding schools access to the materials and supplies necessary for instruction in basic skills programs (such as writing and mathematics) 69 percent of administrators, 88 percent of principals, and 43 percent of teachers rated the district below average.

RECOMMENDATION

Recommendation 5-15:

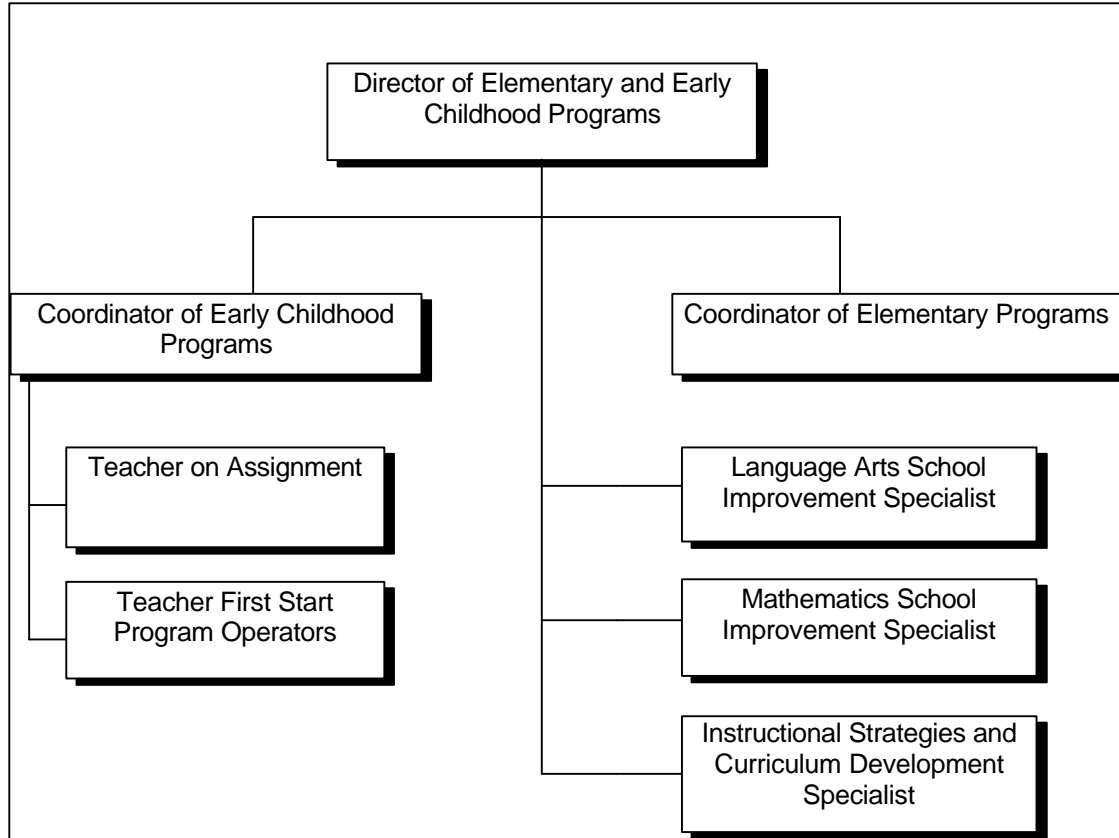
Establish consistent educational leadership at the district level for elementary and early childhood programs.

The new Assistant Superintendent for Curriculum, Instruction, and School Improvement Services should:

- seek commitment by the School Board to establish consistent leadership at the district office. Personnel should remain in positions and locations long enough to bring stability to district leadership. This consistency should give personnel time to accomplish projects and move the district forward towards enhanced student outcomes;
- provide leadership focus for students and learning;
- provide support for teachers and principals both in operations and curriculum and instruction; and
- ensure that the recommended director position is responsible for educational and instructional leadership.

Exhibit 5-20 displays the proposed organizational structure for the Early Childhood and Elementary Education Department.

**EXHIBIT 5-20
PROPOSED DEPARTMENT OF ELEMENTARY AND EARLY CHILDHOOD
PROGRAMS**



Source: Created by MGT, 1997.

The proposed organizational structure makes the following changes:

- retitles the Director of Elementary Operations position as Director of Early Childhood and Elementary Programs;
- renames the Coordinator of School Improvement Elementary Generalist position as Coordinator of Elementary Programs;
- renames the Coordinator of Early Intervention as the Coordinator of Early Childhood Programs;
- eliminates the positions of School Improvement Fine Arts Generalist and School Improvement Wellness Generalist;
- assigns the Drug-Free Schools Program to the Coordinator of Guidance Services;

- retitles the Elementary Reading Specialist as the Language Arts School Improvement Specialist;
- hires a Mathematics School Improvement Specialist;
- hires an Instructional Strategies and Curriculum Development Specialist; and
- assigns elementary principals to this unit.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|--------------|
| 1. The Assistant Superintendent for Instructional Services* should seek the Board's commitment to bring stability to the Division. | August 1997 |
| 2. The Board should approve the hire of the new positions. | October 1997 |
| 3. The Assistant Superintendent should work with the Division of Human Resources and Support Services to hire the new employees. | January 1998 |
| 4. The Assistant Superintendent should provide leadership that focuses on students and learning. | Ongoing |
| 5. The Director of Elementary and Early Childhood Programs should provide support for teachers and principals. | Ongoing |

FISCAL IMPACT

Recommendation	1997-98	1998-99	1999-00	2000-01	2001-02
Eliminate two Generalists Positions	\$44,737	\$89,474	\$89,474	\$89,474	\$89,474
Hire a Mathematics School Improvement Specialist	(\$20,451)	(\$40,902)	(\$40,902)	(\$40,902)	(\$40,902)
Hire an Instructional Strategies and Curriculum Development Specialist	(\$20,451)	(\$40,902)	(\$40,902)	(\$40,902)	(\$40,902)
TOTAL	\$3,835	\$7,670	\$7,670	\$7,670	\$7,670

* The title for the Assistant Superintendent for Instructional Services has been retitled Assistant Superintendent for Curriculum Instruction for School Improvement under the proposed organizational structure.

FINDING

The role of the Director of Elementary School Operations is designed to focus on school operations with few job responsibilities support provided for the curriculum or instructional components. Many activities performed by this Director of Elementary School Operations include crisis management functions (e.g., student discipline, parent contacts) leaving little time for curriculum and instructional support activities. During interviews, principals and teachers reported a need for increased collaboration on curriculum and instruction among elementary schools.

RECOMMENDATION

Recommendation 5-16:

Expand the functions of the New Director of Elementary and Early Childhood Instructional Programs to include responsibility for educational leadership in curriculum, instruction, and school improvement.

This new position requires a major shift in the relationship between schools and central office personnel. A clear statement of the functions of this new position should be shared with all school level staff.

IMPLEMENTATION STRATEGIES AND TIMELINES

- | | |
|---|----------------|
| 1. The Assistant Superintendent for Instructional Services, in conjunction with Elementary Principals, should develop a job description to reflect the new focus. | September 1997 |
| 2. The Board should approve the job description. | October 1997 |

FISCAL IMPACT

This recommendation can be accomplished within existing resources.

RECOMMENDATION

Recommendation 5-17:

Enhance communication among principals.

During the implementation of Controlled Choice, zone councils will be formed. Through zone collaboration principals should establish regular meetings to share instructional practices and programs.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent for Instructional Services should establish regular meetings for each of the three controlled choice zones and emphasize the sharing of exemplary practices and programs during these meetings.

August 1998

FISCAL IMPACT

This recommendation can be accomplished within existing resources.

5.5 Secondary Programs

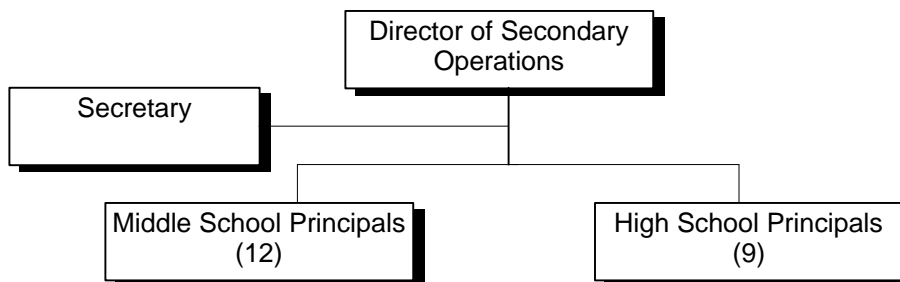
An effective instructional program at the secondary level must provide focus for students, teachers, school administrators, and parents. All secondary personnel must be aware of the mission, goals, objectives and policies of the instructional process system. Instructional leadership and support should be provided by the school district. Planning must occur to meet the needs of all students incorporating academic, technical and career components.

5.5.1 Organization of Middle and High School Programs

CURRENT SITUATION

The Office of Secondary Operations is comprised of a director and a secretary. The former Office of Middle School Operations was eliminated and the duties of the office were merged under the Director of Secondary Operations. The Director of Secondary Operations supervises 21 principals and is responsible for administrative activities. Similar to the Director of Elementary Operations, much of the director's time is spent in resolving conflicts, responding to parent and board requests, completing required reports, and providing information and secondary instruction to the Superintendent and senior administrators of the school district. Exhibit 5-21 displays the current organization chart of Secondary Operations.

**EXHIBIT 5-21
LEE COUNTY SCHOOL DISTRICT
SECONDARY OPERATIONS ORGANIZATION**



Source: Lee County School District, 1997.

FINDING

As previously discussed in the Early Childhood and Elementary Education Section, the current organizational structures that support curriculum and instruction for students in Lee County have substantial weaknesses. Interviews with school-based and district staff indicate that curriculum, instruction and school improvement systems of the district do not consistently meet the needs of Secondary Personnel. Principals indicated that at times, support from the central office is unavailable due to personnel reductions or fragmented implementation of districted initiatives. Constant turnover and shifts of personnel responsibilities, and extensive central office activities that are nonrelated to school functioning contribute to this lack of support.

RECOMMENDATION

Recommendation 5-18:

Establish consistent educational leadership at the district level for middle school and high school programs.

The new Assistant Superintendent for Curriculum, Instruction and School Improvement services should:

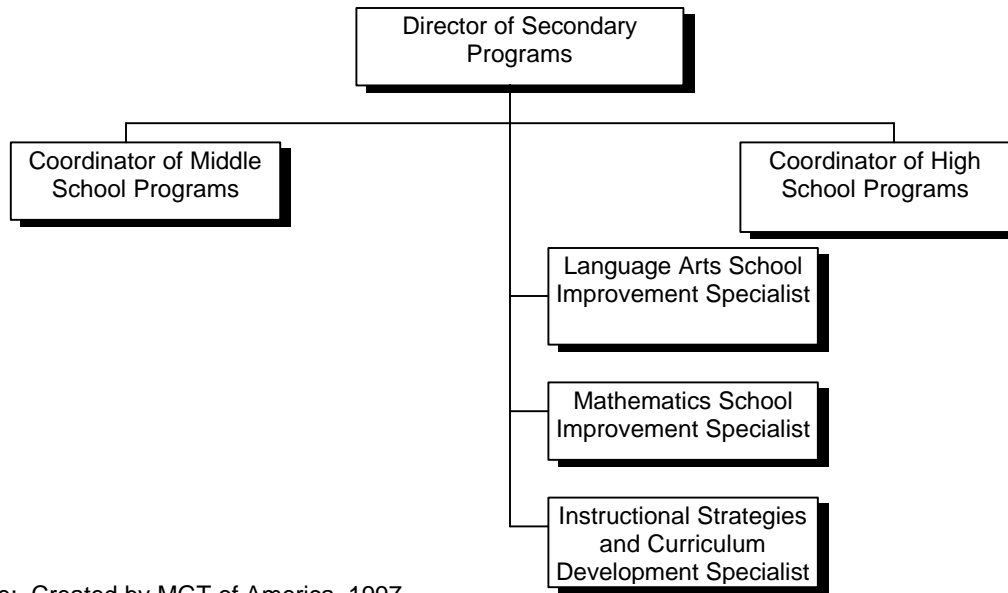
- seek commitment by the School Board to establish consistent leadership at the district office. Personnel should remain in positions and locations long enough to bring stability to district leadership. Personnel should have time to accomplish projects and move the district forward towards enhanced student outcomes;
- provide leadership focus for students and learning;
- provide support for teachers and principals both in operations and curriculum and instruction;
- reorganize the Department of Secondary Operations to more accurately reflect the responsibilities assigned to this new role and retitle the position to reflect the emphasis on curriculum, instruction and program; and
- ensure that the proposed director position is responsible for educational and instructional leadership.

Exhibit 5-22 displays the proposed reorganization for the Office of Secondary Operations.

The proposed organizational structure makes the following changes:

- retitles the Coordinator of School Improvement Middle Level Generalist as Coordinator of Middle School Programs.

**EXHIBIT 5-22
PROPOSED OFFICE OF SECONDARY PROGRAMS**



Source: Created by MGT of America, 1997.

- retitles the Coordinator of School Improvement High School Generalist as Coordinator of High School Programs;
- eliminates the Coordinator of School Improvement Environmental Education Generalist Position;
- hires a Language Arts School Improvement Specialist;
- hires a Mathematics School Improvement Specialist;
- hires an Instructional Strategies and Curriculum Development Specialist; and
- assigns high school and middle school principals to this unit.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent for Instructional Services should seek a commitment by the Board to bring stability to the Division. July 1997
2. The Board should approve the hire of the new positions. October 1997
3. The Assistant Superintendent should work with the Human Resources and Support Services Division to hire the new employees. January 1998

- | | |
|---|---------|
| 4. The Assistant Superintendent should provide leadership that focuses on students and learning. | Ongoing |
| 5. The Department of Secondary Educational Programs should provide support for teachers and principals. | Ongoing |

FISCAL IMPACT

Recommendation	1997-98	1998-99	1999-00	2000-01	2001-02
Eliminate one Generalist Position	\$22,369	\$44,737	\$44,737	\$44,737	\$44,737
Hire a Language Arts School Improvement Specialist	(\$20,451)	(\$40,902)	(\$40,902)	(\$40,902)	(\$40,902)
Hire a Mathematics School Improvement Specialist	(\$20,451)	(\$40,902)	(\$40,902)	(\$40,902)	(\$40,902)
Hire a Curriculum Development Specialist	(\$20,451)	(\$40,902)	(\$40,902)	(\$40,902)	(\$40,902)
Total	(\$38,985)	(\$77,969)	(\$77,969)	(\$77,969)	(\$77,969)

FINDING

The role of the Director of Secondary Operations is also designed to focus on school operations with few job responsibilities support provided for the curriculum or instructional components. Many activities performed by this Director also include crisis management functions (e.g., student discipline, parent contacts) leaving little time for curriculum and instructional support activities. During interviews, principals and teachers reported a need for increased collaboration on curriculum and instruction among secondary schools.

RECOMMENDATION

Recommendation 5-19:

Expand the functions of the New Director of Secondary Operations to include responsibility for educational leadership in curriculum, instruction and school improvement.

This new position requires a major shift in the relationship between schools and central office personnel. A clear statement of the functions of this new position should be shared with all school level staff.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The Assistant Superintendent for Instructional Services, in conjunction with Secondary Principals, should develop a job description to reflect the new focus. September 1997
2. The Board should approve the job description. October 1997

FISCAL IMPACT

This recommendation can be accomplished within existing resources.

FINDING

Lee County continues to fall below average on the number of students passing the HSCT. As described in Section 5.6.3 of this chapter, despite the interventions provided through the district's dropout prevention programs, the dropout rates continue to increase and are generally higher than the state average.

RECOMMENDATION

Recommendation 5-20:

Establish a comprehensive action plan for improving the district's secondary education programs.

The plan should include:

- an evaluation of the existing courses and career pathways that includes input from students, parents, staff and community employers; and
- a five-year plan to increase course options for students at risk (e.g., Tech Prep, School-to-Work, community-based experience).

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Director of Secondary Operations, in conjunction with the Office of Accountability should create a task force to design a comprehensive evaluation. October 1997
2. The task force should establish an evaluation design and schedule the evaluation. November 1997
3. The Leadership Team should review the complete evaluation. March 1998
4. The task force should draft the plan. Summer - Fall 1998

5. The Leadership Team and Board should review the draft and make recommendations for revisions. January 1999
6. The plan should be implemented. September 1999

FISCAL IMPACT

This recommendation may require additional resources once course offerings are analyzed and adjusted to meet student needs.

5.6 Special Programs

Students with special needs are served by a variety of programs such as Exceptional Student Education (ESE), Title I, English for Speakers of Other Languages (ESOL), and Alternative Education. Districts are provided extra funding from state and federal sources to offset the additional cost of delivering special programs.

This section is organized to reflect the recommended structure of the proposed Department of Special Programs. As such, ESOL, Title I, Title I Migrant and Alternative Education programs are discussed under At-Risk Services and the ESE subsection reviews ESE programming including Gifted and Special Education Programs.

5.6.1 English for Speakers of the Language (ESOL)

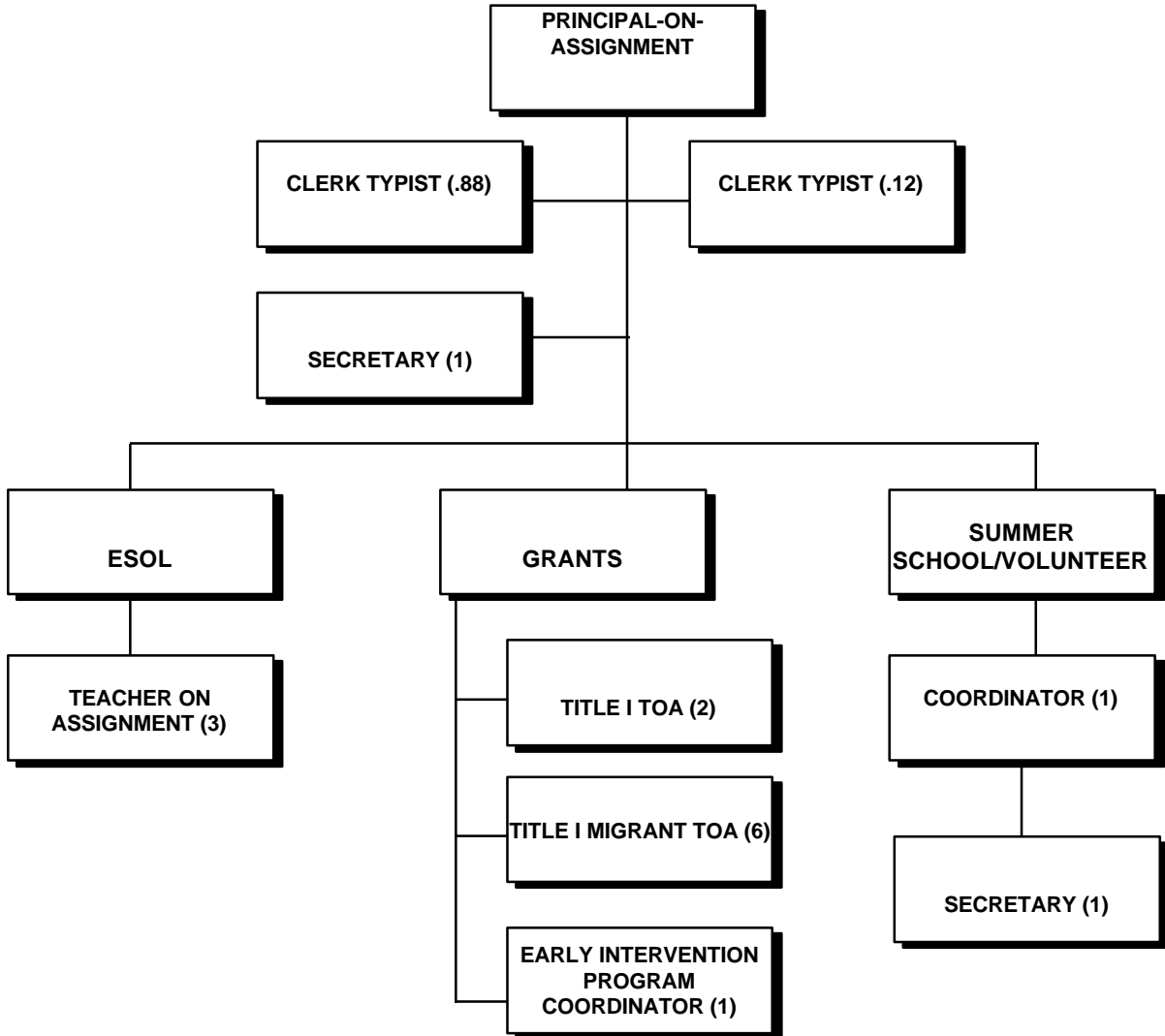
ESOL is a program for students, pre-kindergarten through grade 12, whose native language is other than English and who are classified as less than proficient in English according to state standards.

CURRENT SITUATION

Lee County serves over 4,000 ESOL students. District support of ESOL programs is located under the Office of Grants and Special Programs. This office is headed by a Principal on Special Assignment that, in addition to ESOL, directs Title I and Summer School programs. Exhibit 5-23 shows the current organization of the Office for Grants and Special Programs.

In Lee County School District, Spanish speaking students represent the largest limited English population followed by Haitian Creole students, and German students. Exhibit 5-24 illustrates the student population growth in ESOL programs in the district for the 1992-93 and 1995-96 school years.

**EXHIBIT 5-23
CURRENT ORGANIZATIONAL STRUCTURE FOR THE
OFFICE OF GRANTS AND SPECIAL PROGRAMS**



Source: Lee County School District, 1997.

**EXHIBIT 5-24
ESOL ENROLLMENT IN THE LEE COUNTY SCHOOL DISTRICT
1992-1996**

YEARS	ESOL STUDENTS	TOTAL ENROLLMENT
1992-93	2,660	46,648
1993-94	3,291	47,557
1994-95	3,985	49,036
1995-96	4,400	50,394

Source: Lee County School District ESOL Annual Report - District Self-Assessment, 1997.

Exhibit 5-25 shows the average length of time ESOL students spend in programs in Lee County in relation to the comparison districts and the state. All comparison groups have an approximate range of two to two and a half years enrollment in ESOL programs. On the average, Lee County students spend less time in ESOL programs than other students around the state.

**EXHIBIT 5-25
AVERAGE LENGTH OF STAY IN ESOL PROGRAM
1994 and 1995**

School District	Average Years in Program 1994	Average Years in Program 1995
Lee	1.95	2.21
Brevard	1.52	1.62
Escambia	2.67	2.19
Pasco	1.58	1.84
Volusia	2.15	2.38
Comparison District Average	1.97	2.00
State Average	2.44	2.48

Source: Lee County School District Annual Status Report on the Consent Decree, 1995.

Exhibit 5-26 indicates the reclassification rate (the placement of former students back into the ESOL program) for Lee County students, the comparison districts, and the state. As can be seen, Lee County students are less likely to return to ESOL programs once dismissed than students from three out of the four comparable districts.

While the Lee County reclassification rate is lower than comparable districts, student performance measures of former ESOL students indicate that the dropout rate for former ESOL students is higher than comparison districts and the state average. Exhibit 5-27 shows performance indicators for Lee County School District, comparison districts, and the state.

**EXHIBIT 5-26
ESOL RECLASSIFICATION RATES FOR
LEE COUNTY SCHOOL DISTRICT, COMPARISON DISTRICTS,
AND THE STATE
1994 AND 1995**

SCHOOL DISTRICT	RECLASSIFICATION RATE
Lee	1.10%
Brevard	1.55%
Escambia	1.39%
Pasco	3.50%
Volusia	.31%
District Average	1.57%
State	1.83%

Source: Lee County School District Annual Status Report on the Consent Decree, 1995.

**EXHIBIT 5-27
PERFORMANCE INDICATORS FOR FORMER ESOL STUDENTS
IN THE LEE COUNTY SCHOOL DISTRICT, THE COMPARISON DISTRICTS
AND THE STATE
1994-95**

School District	Average High School GPA	Graduation Rate	Dropout Rate	Retention Rate
Lee	2.3	83%	12%	2%
Brevard	Data not available			
Escambia	Data not available			
Pasco	2.1	71%	2%	1%
Volusia	2.2	69%	6%	5%
District Average	2.2	74%	7%	3%
State	2.3	82%	5%	4%

Source: 1994-95 Annual Status Report on the Consent Decree

FINDING

The district conducts an ESOL Self-Monitoring Study annually on one-third of its schools. During these assessments, the ESOL Specialist conducts on-site visits to determine if the district has established and implemented policies, procedures, and programs that ensure the protection of student rights. In addition, student records are chosen randomly and reviewed to ensure that the program meets federal and state requirements.

District personnel distribute an end-of-year evaluation survey to the ESOL Contact Educators in the schools to determine strengths and weakness of district support and the ESOL program.

COMMENDATION

The Lee County School District is commended for a proactive approach to program accountability in the ESOL program.

5.6.2 Title I Programs

Title I is the largest federally funded program for at-risk children. This program provides extra support to schools that have a majority of students receiving free or reduce priced lunch. Schoolwide Title I programs enable principals and teachers to spend federal dollars for identified needs of the schools.

CURRENT SITUATION

Title I functions are currently found in the Office for Grants and Special Programs. Exhibit 5-23 shows that the district office has one Principal on Special Assignment in charge and two teachers on special assignment (TOAs) providing services to schools. Together, district staff offer support for curriculum, school improvement plans, parent involvement, and compliance to federal mandates.

For 1996-97, Lee County allocated \$4,301,719 in Title I funds to 8,216 students in eleven elementary schools and one middle school. All of these schools found at least 60 percent of their student population to be economically disadvantaged. Exhibit 5-28 shows Lee County's schoolwide Title I programs.

**EXHIBIT 5-28
SCHOOLS RECEIVING TITLE I FUNDING
1996-97**

School	Number Students Attending	Number Students from Low Income Families	Mobility Rate
Suncoast Elementary	825	89%	55%
Tice Elementary	699	86%	63%
J. Colin Elementary	603	78%	61%
Michigan Elementary	587	75%	43%
Villas Elementary	687	72%	64%
Bonita Springs Elementary	237	70%	59%
Orange River Elementary	687	69%	36%
Tropic Isles Elementary	819	68%	42%
Edgewood Elementary	550	68%	29%
Sunshine Elementary	935	62%	35%
Allen Park Elementary	431	60%	44%
Suncoast Middle	1043	61%	55%

Source: Lee County School's 1996 Targeted Assistance/Schoolwide Project Application, 1996.

Each project school is required to write an individual plan to improve the total school program after conducting a needs assessment and receiving input from school staff, parents, and community. Federally-mandated Title I components include increased staff development, parent involvement and student achievement.

Exhibit 5-29 shows student scores on the Florida Writing Assessment for all Title I schools. Overall, Title I schools have shown improvement on the Florida Writes assessment but average scores remain below district and state scores.

**EXHIBIT 5-29
LEE COUNTY'S TITLE I SCHOOLS
SUMMARY OF FLORIDA WRITING ASSESSMENT**

School	1993*	1994*	1995*	1996*
Allen Park	2.1	2.2	2.3	2.5
Bonita Springs	2.1	2.2	2.5	2.4
Edgewood	1.7	1.7	2.0	2.5
J. Colin English	2.0	2.1	2.5	2.5
Michigan	2.0	2.3	2.5	2.6
Orange River	1.8	2.0	1.8	2.2
Suncoast	2.1	1.9	2.0	2.0
Sunshine	1.8	1.8	2.3	1.9
Tice	1.7	2.0	2.0	1.9
Tropic Isles	2.2	2.0	2.1	2.5
Villas	1.9	2.2	2.2	2.1
Title I Elementary Schools	1.9	2.0	2.2	2.3
District Grade 4 Scores	2.1	2.2	2.4	2.5
State Grade 4 Scores	2.0	2.2	2.4	2.5
Suncoast Middle	2.8	2.6	2.7	3.1
District Grade 8 Scores	2.9	2.7	2.9	3.2
State Grade 8 Scores	3.0	2.7	3.1	3.5

Source: Lee County School District Data, 1997.
*Combined scores

Exhibit 5-30 shows the percent of students in each Title I school scoring above the national median on the CTBS. Many schools showed fewer students above the national median in 1996 in comparison to 1995. However, Exhibit 5-28 points out that many of these schools have a mobility rate that far exceeds the state average. Therefore, each school's population may be very different from one year to the next, making academic improvement difficult to achieve and track.

In addition to schoolwide services, the Title I Migrant program provides supplemental educational and social services to migrant children and their families. Early childhood programs, including language development and school readiness, are offered to four-year-old migrant children at three school sites --- Pinewoods, Tice, and Spring Creek. Dropout prevention is the goal at the elementary, middle, and high school levels where after-school tutoring, advocacy, counseling, social services, and summer programs are provided.

**EXHIBIT 5-30
TITLE I PERFORMANCE ON THE CTBS
1995-1996**

School	Percent Above National Median in Reading Comprehension		Percent Above National Median in Mathematics	
	1995	1996	1995	1996
Allen Park	66	57	75	59
Bonita Springs	39	33	76	48
Edgewood	31	38	60	69
J. Colin English	46	34	63	62
Michigan	46	54	39	47
Orange River	29	49	52	68
Suncoast	39	19	33	43
Sunshine	41	48	50	58
Tice	37	32	42	30
Tropic Isles	39	44	52	52
Villas	46	46	65	60
Suncoast Middle	49	46	49	53

Source: Florida Department of Education Vital Sign Report, 1996.

FINDING

Title I Migrant Program has initiated many collaborative efforts with areas such as Pre-kindergarten Head Start, Even Start, and Adult Education. For example, Title I Migrant funds supplement the Pre-kindergarten Head Start Program where there are three classrooms of migrant children. By providing this extra resource, Head Start is able to serve more four-year-old children.

In addition, resources contributed by Title I Migrant and Adult Education make it possible to run the Even Start Program during summer months. The migrant dollars help provide programming for the children while Adult Education resources are used to support instructional programs for parents.

COMMENDATION

The Lee County School District is commended for collaborative efforts between programs which serve at-risk students and creative use of resources.

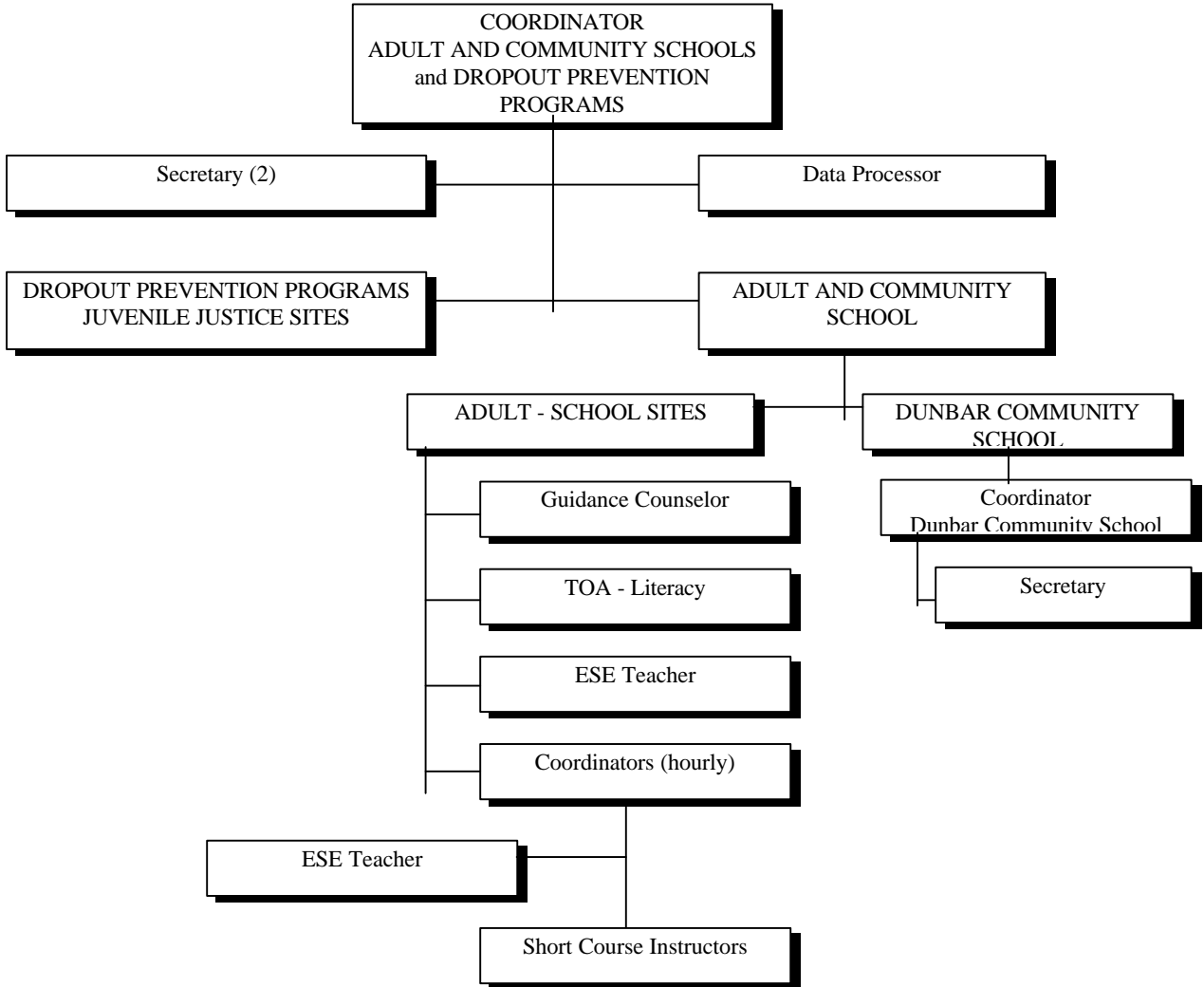
5.6.3 Dropout Prevention Programs

Dropout Prevention Programs provide a continuum of services to at-risk students including alternative centers, and full-time and part-time programs in regular schools. Though programs vary, they are all designed to help students be successful and stay in school.

CURRENT SITUATION

Lee County School District's Dropout Prevention Programs are currently housed under the Office of Adult and Community Schools and Dropout Prevention. Exhibit 5-31 shows the organization of this unit.

**EXHIBIT 5-31
LEE COUNTY DROPOUT PREVENTION PROGRAM**



Source: Lee County School District, 1997.

Students are identified as at-risk using a combination of indicators such as:

- number of retentions
- achievement scores
- failed subjects
- absenteeism
- tardiness
- excessive transfers

The Lee County School District provides a continuum of alternative education programs. Exhibit 5-32 provides a brief description of each option.

In addition to these programs, Lee County School District provides educational services in coordination with several local and state agencies. These include:

- Vince Smith Substance Abuse Center
- Southwest Florida Juvenile Detention Center
- Price Halfway House
- Southwest Florida Marine Institute
- NAFI Boot Camp

FINDING

Frequent change in program leadership has resulted in lack of focus and accountability in Dropout Prevention Programs. In the last five years, there have been four different Directors of Dropout Prevention Programs. Though Dropout Prevention offers a variety of options for at-risk students, little has been done to assess whether or not these programs are effective. Exhibit 5-33 shows that dropout rates continue to increase and are higher in general than comparable districts and the state average.

RECOMMENDATIONS

Recommendation 5-21:

Conduct ongoing program evaluation of Dropout Prevention Programs.

Continual monitoring of program outcomes and processes will allow district administrators to make informed decisions and recommendations concerning Lee County's dropout prevention programs. Those programs not resulting in positive student outcomes should be redesigned or eliminated. In addition, the dropout rate should be monitored and needs assessed in terms of developing new programs.

Recommendation 5-22:

Provide consistency in leadership for Dropout Prevention.

Consistent leadership will provide stability and direction for program initiatives, goals, and objectives. In addition, a system of accountability in which stakeholders' plan, implement, and evaluate the outcomes should be created.

**EXHIBIT 5-32
ALTERNATIVE EDUCATION PROGRAMS IN THE
LEE COUNTY SCHOOL DISTRICT**

Program	Description	Approximate Number of Students*	Sites
Alpha Program	Elementary school program targeting 4 th and 5 th graders in a self-contained classroom.	50	2 Elementary Schools
Omega Program	Elementary school program targeting 4 th and 5 th graders in a self-contained classroom.		6 Elementary Schools
PASS Program	Middle school program where students attend between 2 to 6 class periods per day for a minimum of 9 weeks. Classes are small and a variety of strategies are used to enhance academic and social skill instruction.	825	8 Middle Schools
Student Support and Assistance Plan Program	Students are assigned a case manager in addition to receiving instruction in small classes with innovative strategies for 2 to 6 classes per day.	160	4 Middle Schools 1 High School
Enhancement High School Program	Competency-based program which provides high school students an alternative option for obtaining their diploma.	675	8 High Schools
In-School Suspension Program	Program designed as an alternative to out-of-school suspension.	1000	3 High Schools
The Compact Program	Program providing accelerated credits, computer-generated remediation, career-focused opportunities and projects.	100-140	1 High School
The Academy at New Directions Learning Center	High School program for students with average to above average potential. Instruction is competency-based with an emphasis on workplace readiness.	93	1 High School
Employment Skills Diploma Program	Performance-based program for high school students. Emphasis on basic skills and a chosen vocational area.	240	New Directions Center
Lee Adolescent Mothers Program (LAMP)	Program for pregnant and parenting students who want to continue their education.	150 students 120 babies	New Directions Center
LAMP - High School Based	Program for pregnant and parenting students who want to continue their education at a high school placement.	100 students 80 babies	2 High Schools
Alternative Learning Center at New Directions	Program for students grades 6-12 that provides an alternative to expulsion.	270	Lee County Alternative Learning Center at New Directions

Source: Lee County Dropout Prevention Plan, 1996-97.

* Estimate of the number of student's served annually.

**EXHIBIT 5-33
DROPOUT RATE FOR LEE COUNTY,
COMPARISON DISTRICTS, AND THE STATE
1992-1996**

District	1992	1993	1994	1995	1996
Lee	5.65	5.55	5.74	5.72	6.15
Brevard	1.82	2.20	2.48	2.79	2.73
Escambia	1.58	1.96	1.76	2.50	3.06
Pasco	4.20	4.58	4.93	4.95	4.70
Volusia	3.38	5.46	4.40	5.55	2.95
Comparison District Average	3.33	3.95	3.86	4.30	3.92
State	4.56	4.86	5.63	5.24	5.02

Source: Florida Department of Education Records, 1996.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent for Instructional Services* should designate one person as Dropout Prevention Specialist and maintain that individual in the position for an extended period of time. July 1997

2. The Dropout Prevention Specialist, in conjunction with the Department of Accountability, Planning, and Educational Equity, should conduct ongoing program evaluation of all Dropout Prevention programs. 1997-98
school year

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

5.6.4 Exceptional Student Education Programs

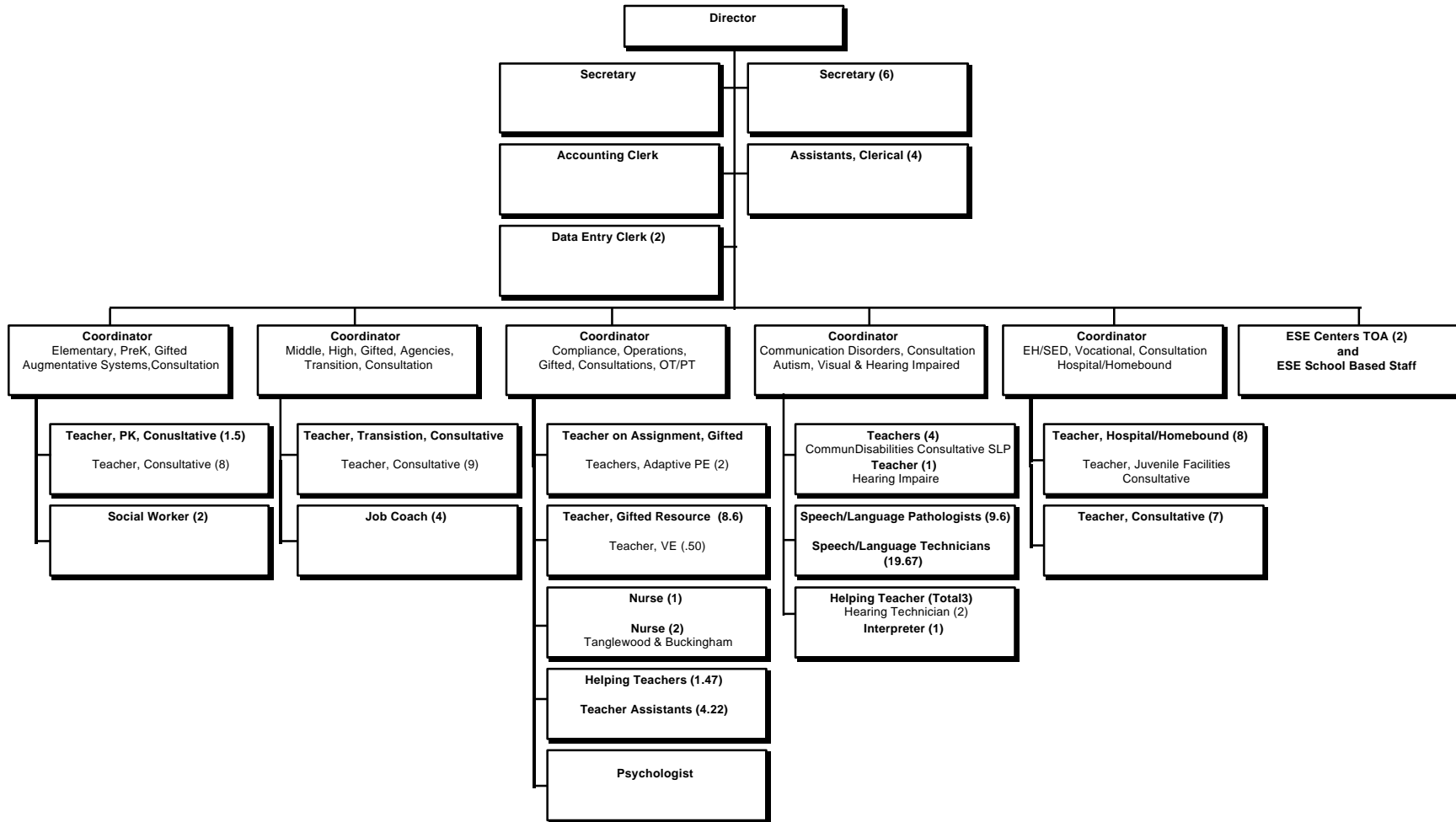
The Individuals with Disabilities Education Act (IDEA) requires that disabled individuals be provided appropriate education in the least restrictive environment (LRE). Students referred for Exceptional Student Education (ESE) services proceed through a specified assessment procedure to determine proper placement. If identified as needing services, individuals receive appropriate programming as outlined in their Individualized Education Plan.

CURRENT SITUATION

The ESE district office is administered by a director and five coordinators with each coordinator supporting several disability areas in addition to acting as zone administrators. Exhibit 5-34 shows the current organization of the ESE district office.

* Note: In the proposed organizational structure this position is titled Assistant Superintendent for Curriculum, Instruction and School Improvement.

**EXHIBIT 5-34
CURRENT ESE ORGANIZATIONAL STRUCTURE**



Source: Lee County School District, 1996-97 Budget.

Lee County School District provides ESE programs for all students who qualify between the ages of three and 22. Services are provided in a variety of settings such as:

- Cooperative Consultation, where students, teachers and parents are provided assistance by an ESE certified teacher;
- Resource Services, where students receive ESE services for a short period each day to provide assistance in targeted areas of need. The assistance may occur within a co-taught regular classroom or in a separate classroom;
- Self-contained classroom in a regular school;
- Self-contained classroom in a center-based school; and
- Homebound Instruction.

Occupational therapy and physical therapy are also available for children enrolled in or eligible for an ESE program.

Lee County's ESE program provides services to approximately 12,000 students, including gifted students. Exhibit 5-35 shows student enrollment by disability from 1994 to 1997.

**EXHIBIT 5-35
PERCENT OF TOTAL STUDENT ENROLLMENT BY CLASSIFICATION
IN THE LEE COUNTY EXCEPTIONAL STUDENT EDUCATION PROGRAM
1994-1997**

Exceptionality	1994-95	1995-96	1996-97
Educable Mentally Handicapped	1%	1%	1%
Trainable Mentally Handicapped	.001	.002	.002
Physically Impaired	.003	.004	1%
Occupational/Physical Therapy	.0003	.0004	0
Speech and/or Language Impaired	4%	4%	4%
Visually Impaired	.0006	.0005	.0005
Emotionally Handicapped	1%	1%	2%
Specific Learning Disability	7%	7%	8%
Profoundly Mentally Handicapped	.004	.005	.006
Hospital/Homebound	.0003	.0001	.001
Gifted	6%	7%	8%
Total	20%	21%	24%

Source: Department of Education, 1994-1997.

Though most ESE students attend classes in a regular school setting, Lee County has four center-based schools for students with severe disabilities. Exhibit 5-36 identifies the Exceptional Education Centers and provides information on types of disabilities and number of students served at each center.

**EXHIBIT 5-36
EXCEPTIONAL STUDENT EDUCATION CENTER ENROLLMENT**

CENTER	TYPE OF DISABILITY SERVED	1996-97 ENROLLMENT	PERCENT OF TOTAL ESE
Buckingham	Physically Impaired, Profoundly Mentally Handicapped, Trainable Mentally Handicapped, Developmentally Delayed	67	.01%
Riverside	Physically Impaired, Profoundly Mentally Handicapped, Trainable Mentally Handicapped, Developmentally Delayed, Educable Mentally Handicapped, Severely Learning Disabled	124	.01%
Royal Palm	Severely Emotionally Disturbed, Physically Impaired	172	.01%
Edison Center	Educable Mentally Handicapped, Severely Learning Disabled, Physically Impaired	127	.01%

Source: Lee County School District Records, 1997.

FINDING

The ESE Program offers a Co-teaching and Cooperative Consultation service delivery model for ESE within its continuum of services. Co-teaching is a collaborative effort between an ESE and general education teacher in which both are present and responsible for a classroom of general and ESE students. Cooperative Consultation is a structured process by which an ESE instructor along with a basic or vocational education teacher plan alternatives for ESE students enrolled in a general education setting. Using these models, the district is able to provide many students services within a general education setting - the least restrictive environment.

Exhibit 5-37 shows the number of students served using these models.

**EXHIBIT 5-37
NUMBER OF STUDENTS SERVED IN LEE COUNTY
COOPERATIVE CONSULTATION AND CO-TEACHING MODELS
1992-1996**

Year	Co-Teaching	Percent of Total Program	Cooperative Consultation	Percent of Total Program
1992-93	-----	-----	1455	18%
1993-94	988	11%	2348	26%
1994-95	1360	14%	2827	29%
1995-96	1655	16%	2974	28%

Source: Lee County ESE Records, 1997.

The ESE district office monitors these models by surveying all participating regular and ESE teachers. Feedback on these survey instruments has been favorable with a large majority of instructors indicating both models as having a positive impact on the academic skills and behavior of students.

RECOMMENDATION

Recommendation 5-23:

Continue to expand the consultative and cooperative teaching models.

Continued expansion of the models should ensure that a maximum amount of students are being provided services in a manner that is consistent with the federally mandated Least Restrictive Environment requirements. Expansion should occur by providing more awareness of the models and the necessary professional development opportunities.

IMPLEMENTATION STRATEGIES TIMELINE

1. The Director of Special Programs should implement processes necessary to expand the Consultative and Cooperative Teaching Models by training more teachers and encouraging extensive use of these models. July 1997

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

FINDING

Federal law requires that districts complete a re-evaluation of each student with a disability within three years of the most recent evaluation or more frequently if conditions warrant. In Fall 1996, Lee County was out of compliance with federal staffing regulations due to an inadequate number of district-level staff to coordinate and execute summer placements. While district psychologists continue to assess new students over the summer and conduct three-year evaluations on current students, four out of five ESE district coordinators are on leave due to their 11-month contracts. Coordinator contracts were cut from 12 to 11 months in 1996 when the district was making reductions in several programs. The lack of ESE staff makes it difficult for the necessary re-evaluations and staffings to take place during the summer months.

Exhibit 5-38 shows the number of past and projected summer placements.

**EXHIBIT 5-38
ESE SUMMER PLACEMENTS IN THE
LEE COUNTY SCHOOL DISTRICT**

	New Students	Three-Year Reevaluations	Total
Summer 1995	264	226	490
Summer 1996	302	226	528
Projected 1997	300	226	526
Total	866	678	1,544

Source: Lee County ESE Records, 1997

In addition, the responsibilities of ESE Coordinators are expanding due to a number of reasons such as the continuing increase of the ESE population, expansion of the Co-teaching and Consultative models, management of zone offices, medicaid implementation, and preparation for Sunshine State Standards. These activities require more time from coordinators in terms of paperwork, program development, and support for the day to day challenges which arise in ESE.

RECOMMENDATION

Recommendation 5-24:

Return ESE coordinators to 12-month contracts.

With this recommendation in place, the ESE department should be able to perform responsibilities related to summer staffings and provide adequate services to the growing number of ESE students. This recommendation will also assist the district to ensure that mandated compliance requirements are met under the Controlled Choice Plan.

IMPLEMENTATION STRATEGIES TIMELINE

- 1. The Lee County School Board should reappoint ESE Coordinators to 12-month contracts. Summer 1997

FISCAL IMPACT

This fiscal impact will be discussed under Recommendation 5-28.

FINDING

Lee County School District's ESE population continues to expand. In comparison to districts of comparable size, Lee County's growth from 1995 to 1997 was twice as much as other districts. Exhibit 5-39 shows ESE enrollment from 1995 to 1997 for Lee County and other districts. Lee County's ESE program growth for Special Education students is approximately nine percent. A substantial portion of this increase is due to increases in the disability categories of Speech and Language, Emotionally Handicapped, and Specific Learning Disabilities between the 1995-96 and 1996-97 school years. Additionally, Lee County has seen significant increases in total ESE membership as a result of implementing Plan B for the identification of gifted students.

**EXHIBIT 5-39
GROWTH IN ESE ENROLLMENT IN THE LEE COUNTY SCHOOL DISTRICT
1995-1997**

District	1995-96	1996-97	Percent Change
Lee	10,667	12,149	14%
Brevard	14,819	14,882	.004%
Escambia	8,379	8,925	7%
Pasco	9,108	9,815	8%
Volusia	9,981	10,450	5%
Comparison District Average	10,591	11,244	6%

Source: Florida Department of Education, BEES Records, 1995-97

Although certain interventions are in place for students referred for behavior problems, there is no formal screening/intervention model implemented to reduce the large number of students referred for ESE services. Intervention/screening typically provides positive alternatives to students while in a general education setting.

RECOMMENDATION

Recommendation 5-25:

Develop a screening process for at-risk students.

Principals, teachers, and child study team members should be trained in implementing the screening process. A screening process should assist school-based child study teams in identifying at-risk students and implementing specific interventions that may avoid unnecessary referrals for ESE service. This should also provide a documentation process to facilitate the referral process and potentially reduce referral rates for special education services.

IMPLEMENTATION STRATEGIES TIMELINE

- | | |
|--|----------------|
| 1. The Superintendent should convene a group of experts (including ESE and support services personnel) to develop an extensive and comprehensive screening plan. | July 1997 |
| 2. Intervention teams should pilot the screening plan. | September 1997 |
| 3. Identified district personnel, with members of the intervention teams, should evaluate the process. | November 1997 |
| 4. Identified district personnel should finalize the screening plan. | December 1997 |

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

FINDING

The district's ESE office receives many calls pertaining to operational procedures that can be addressed at the school level. The district provides information to parents at the beginning of the year outlining the protocol for questions and concerns. Parents, teachers, and principals are encouraged to first contact their ESE consultative teachers located in the zone offices when issues in need of attention arise, but in many instances individuals call the district. Much time is used to address these school-related issues.

In addition, district personnel take on particular responsibilities that may be more efficiently handled by school administrators. For instance, the district has 50 speech pathologists that are required to have two observations a year. At present, principals perform one of the two observations, while the district-level speech pathologist administrator is responsible for the second observation of all 50 persons annually.

RECOMMENDATION

Recommendation 5-26:

Provide ESE inservice training to principals on ESE and increase the level of responsibility assigned to schools.

A needs assessment should be implemented to discern what responsibilities can be required at the school level prior to principal training. Due to the complexities of ESE regulations, principal training should be considered an annual and continuous task. Principals and school-based staff must be knowledgeable of their roles and responsibilities for ESE students and their families. While district-level personnel should serve as resources to facilitate and monitor compliance of ESE functions, costly mistakes in implementation of ESE regulations are best avoided when those closest to students and families are knowledgeable of the process.

IMPLEMENTATION STRATEGIES TIMELINE

- | | |
|--|----------------|
| 1. The Director of ESE should convene a group consisting of district personnel and principals to develop and implement a needs assessment of district services/principal training. | July 1997 |
| 2. ESE district staff should develop inservice training for principals. | September 1997 |
| 3. ESE district staff should deliver inservice training to principals. | November 1997 |

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

FINDING

Lee County's Gifted Program has increased enrollment of minority students substantially since implementation of its Plan B. Exhibits 5-40 and 5-41 show the gifted student enrollment since 1990.

**EXHIBIT 5-40
FULL-TIME GIFTED PROGRAM ENROLLMENT IN THE
LEE COUNTY SCHOOL DISTRICT
1990-1997**

Ethnicity	1990-91	1991-92	1992-93	1993-94	1994-95	1995-96	1996-97
White	93%	94%	90%	90%	84%	83%	83%
Black	.19%	2%	4%	4%	7%	7%	7%
Hispanic	.34%	2%	3%	3%	4%	5%	6%
Asian	5%	2%	3%	3%	4%	4%	4%
Indian	0%	0%	.12%	.22%	.38%	.5%	.51%

Source: Lee County District Records, 1997.

**EXHIBIT 5-41
PART-TIME GIFTED PROGRAM ENROLLMENT IN THE
LEE COUNTY SCHOOL DISTRICT
1990-1997**

Ethnicity	1990-91	1991-92	1992-93	1993-94	1994-95	1995-96	1996-97
White	95%	91%	88%	85%	84%	82%	81%
Black	2%	3%	6%	7%	8%	10%	11%
Hispanic	2%	3%	3%	5%	6%	6%	7%
Asian	1%	2%	3%	3%	2%	2%	2%
Indian	0%	.11%	.16%	.15%	.3%	.3%	.4%

Source: Lee County District Records, 1997.

COMMENDATION

The Lee County School District is commended for successful implementation of Plan B.

The district should continue efforts to encourage minority participation in gifted programs.

FINDING

During the 1996 school year, the Exceptional Student Education Advisory Council developed and analyzed a Parent Survey in order to gain information about the quality of services provided by the ESE Department. A number of topics were covered in this protocol including Individual Education Plans, appropriateness of placement, access to computers, materials available, communication with teacher(s), interaction with general education students, and transportation. In general, responses were favorable for all areas. It should be noted, however, that while surveys were sent to all parents, there was a low return rate. Apparently, surveys were sent and returned via ESE teachers and some parents may not have felt there was adequate confidentiality to respond to the instrument.

COMMENDATION

The Lee County School District is commended for its collaborative efforts to gather formative information on its ESE programs.

RECOMMENDATION

Recommendation 5-27:

Explore alternative distribution and collection methods for parent survey to ensure confidentiality.

A more confidential distribution and collection system should help improve the return rate of the Parent Survey.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Director of ESE and representatives of the Student Education Advisory Council should meet to determine alternative strategies for collecting parent surveys. July 1997
2. This Student Education Advisory Council should implement the recommended distribution and collection methods. January 1998

FISCAL IMPACT

This recommendation can be implemented with existing resources.

5.6.6 Organization of Special Programs

CURRENT SITUATION

As described in Section 5.6, Lee County's Special Programs are housed throughout the district organization. Title I, Title I Migrant, and ESOL are located in the Office of Grants and Special Programs, Dropout Prevention is in the Office of Adult and Community Schools and Dropout Prevention, and ESE is found in its own separate unit. An effective management approach for these special programs should allow for at least one person to oversee the scope of these programs, coordinate resources and services, and communicate to the Board and Superintendent about special program issues that ensure an effective continuum of services for students.

FINDING

While ESOL, Title I, Title I Migrant, Dropout Prevention and Exceptional Student Education all provide services to students with special needs, Lee County's organizational structure does not easily facilitate communication and collaboration among these areas. During administrative interviews, it was disclosed that while many students are receiving services from more than one of these programs, a better use of resources could occur if the organizational structure encouraged more collaboration and a more extensive emphasis on a comprehensive continuum of services for students.

Exhibit 5-10 shows the current Instructional Services organizational structure. ESOL, Title I, and Title I Migrant all function under a Principal on Special Assignment in charge of ESOL/Grant and Special Programs. Alternative Education is found under School Operations in Adult and Community Schools/Dropout Prevention, and ESE operates in isolation from all other programs. While the Assistant

Superintendent of Instructional Services provides information about all instructional programs to the cabinet, there is no specific focus from any particular individual concerning students with special needs.

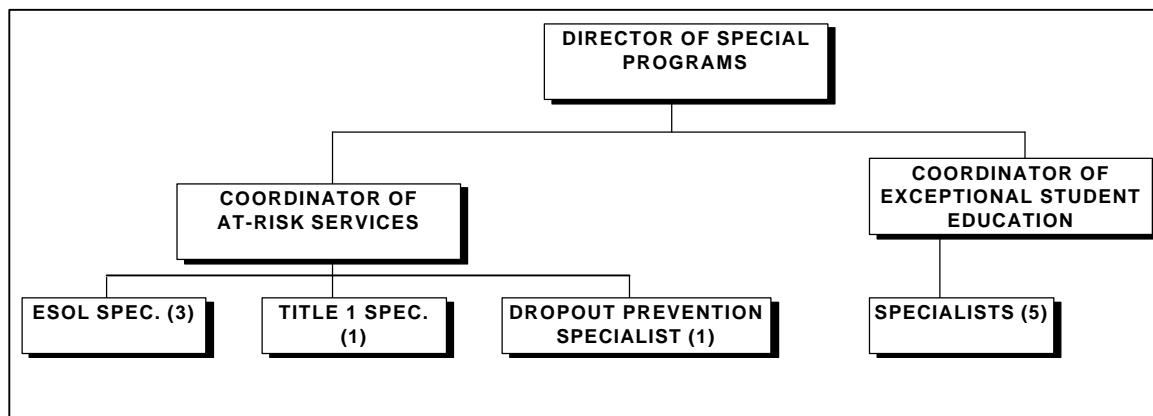
RECOMMENDATION

Recommendation 5-28:

Merge Alternative Education, ESOL, Title I, and Title I Migrant Programs under a new unit called At-Risk Programs.

At-Risk Programs and ESE should be placed together in one office called Special Programs. Exhibit 5-42 shows the proposed organizational structure. Merging these areas under one director will enhance collaboration between programs and provide a centralized focus for special program options available to students. This centralized focus on the continuum of special programs offered to Lee County students will be essential to support the district's proposed Controlled Choice Plan. Many large districts across the nation provide ESE and at-risk services through an integrated services delivery model such as the model shown in Exhibit 5-42.

**EXHIBIT 5-42
OFFICE OF SPECIAL PROGRAMS**



Source: Created by MGT, 1997.

Under this structure, the following actions should occur:

- create a Director of Special Programs. The Director of Special Programs will have administrative responsibility for all ESE and at-risk programs and should be knowledgeable in the legal aspects of implementing these programs (See Chapter 4);
- change the title and functions of Principal on Special Assignment for ESOL/Grants and Special Programs to Coordinator of At-Risk Services. At-Risk Services should include ESOL, Title I, Title I Migrant, and Alternative Education, including programs for adjudicated students;
- eliminate the Director of ESE and move appropriate functions to a newly created Coordinator of ESE;
- change the ESE Coordinators to Specialists. This reclassification is consistent with a new role that provides more indirect services to schools rather than direct

interventions for student programs. The specifications for this new role should be developed in detail by the new Director of Special Programs.

- maintain three ESOL Specialists;
- change one Title I TSA title and functions to Title I Specialist. The specifications for this new role should be developed in detail by the new Director of Special Programs;
- eliminate one Title I TSA position and redirect funding to schools;
- maintain six Title I Migrant positions; and
- assign the Coordinator of Adult and Community Schools to the Office of Non-Traditional, Career and Technology Services Department and retitle the position as Coordinator of Adult Services. Realign Dropout Prevention functions under the newly created Dropout Prevention Specialist.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|----------------|
| 1. The Assistant Superintendent for Instructional Services* should coordinate services provided by At-Risk Programs and ESE by placing them together in one office called Special Programs. | August 1997 |
| 2. The Assistant Superintendent should merge Alternative Education, ESOL, Title I, and Title I Migrant programs under a new unit called At-Risk Programs. | September 1997 |
| 3. The Assistant Superintendent should designate one person as Director of Special Programs. | September 1997 |
| 4. The Director of Special Programs should commence with ongoing activities required to administer all Alternative Education, ESOL, Title I, Title I Migrant, and ESE programs. | September 1997 |

* The title for the Assistant Superintendent for Instructional Services has been retitled Assistant Superintendent for Curriculum Instruction for School Improvement under the proposed organizational structure.

FISCAL IMPACT

The fiscal impact include salaries and a 28 percent benefits rate. In 1997-98, a one-half cost or savings is projected.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Hire a Director of Special Programs	(\$29,172)	(\$58,344)	(\$58,344)	(\$58,344)	(\$58,344)
Eliminate the Director of ESE	\$29,172	\$58,344	\$58,344	\$58,344	\$58,344
Hire Coordinator of ESE	(\$22,369)	(\$44,737)	(\$44,737)	(\$44,737)	(\$44,737)
Change five ESE Coordinators to Specialists	\$8,118	\$16,235	\$16,235	\$16,235	\$16,235
Extend ESE Specialists to 12-Month Contract	(\$12,508)	(\$25,016)	(\$25,016)	(\$25,016)	(\$25,016)
Eliminate one Title I TSA	\$23,756	\$47,512	\$47,512	\$47,512	\$47,512
Hire Dropout Prevention Specialist	(\$20,451)	(\$40,902)	(\$40,902)	(\$40,902)	(\$40,902)
Total(Cost)/Savings	\$3,305	\$6,610	\$6,610	\$6,610	\$6,610

Note: Savings from grants or entitlements should be redirected toward school programs.

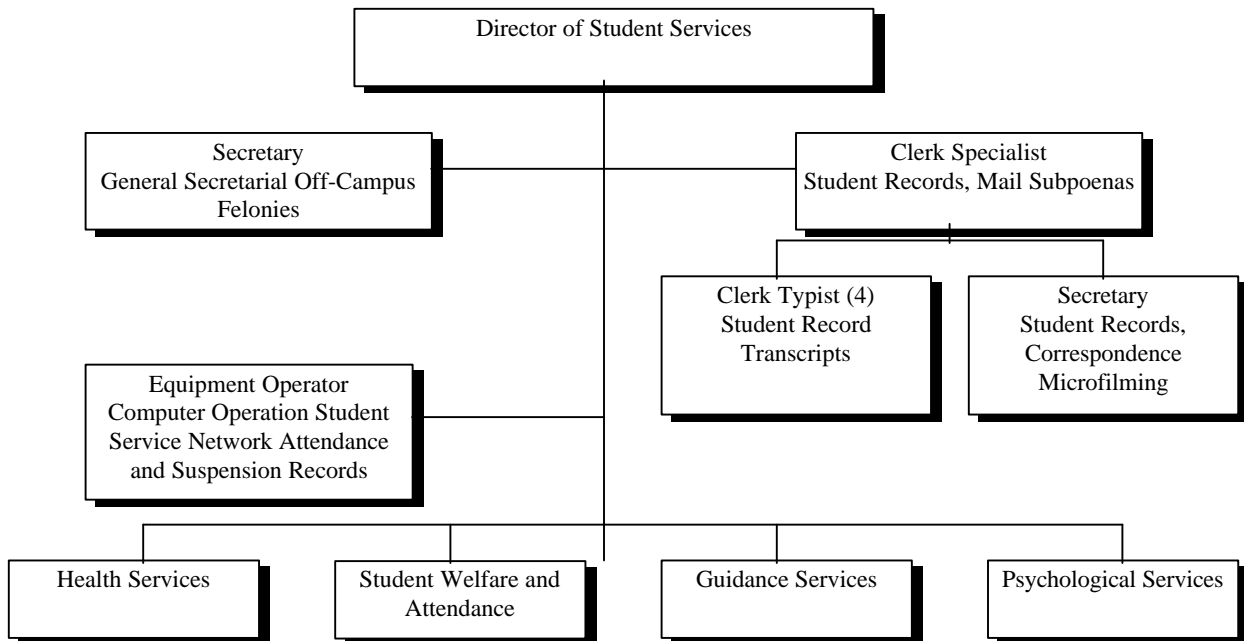
5.7 Student Services, Records and Conduct

A quality educational program provides services for the whole student. A student who faces learning challenges due to physical or mental health is handicapped in the learning process and must receive additional support in order to benefit from the general education program. Student Services incorporates a diverse support system for both students and their parents. In addition, as students move from grade to grade, school to school, and often district to district, effective and accurate student records must be maintained.

CURRENT SITUATION

The Student Services Department is located in the Division of Human Resources and Support Services. Health Services, Student Welfare and Attendance Guidance Services and Psychological Services are all part of the unit. The department is under the supervision of the Assistant Superintendent for Human Resources. There are diverse support services available for students within the Lee County School District. Exhibit 5-43 displays the current organizational structure and is followed by descriptions of each support area.

**EXHIBIT 5-43
STUDENT SERVICES/STUDENT RECORDS**



Source: Lee County School District, 1997.

Guidance Services

Through the activities of the Coordinator of Guidance Services, site-based counselors, and occupational specialists the program provides orientation of new students; individual and group counseling to students and parents; testing and interpretation of test scores; educational, vocational, career, college, and financial aid for students, parents, and teachers; and scheduling sessions with students to set career goals and prepare plans for achieving goals.

Health Services

Through the activities of Registered Nurses (RNs), License Practical Nurses (LPNs), clerk specialists, and clinic assistants, Health Services:

- assures compliance with health requirements for enrollment;
- identifies potential and actual health problems of individuals and groups of students with appropriate referral and follow-up;
- provides immediate care for ill and injured students; and
- serves as resource to faculty and staff of sites assigned.

Student Welfare and Attendance

The Student Welfare and Attendance Department works with Lee County schools in order to bring about a better understanding of, and a more effective relationship between, the home, school and the community.

The school social worker, through case work procedure, works to empower all students to attend school daily, with a positive attitude toward learning.

Psychological Services

Psychological Services is responsible for the comprehensive psycho-educational and consultation of students ages 3-21 who are or are not enrolled in the Lee County School District. Therapeutic and counseling services are provided to students by school psychologists as needed. School psychologists participate in ESE staffings and are consultants on the Child Study Team at their assigned schools.

During the 1991 downsizing, the unit had the following reduction in staff:

- six administrators reduced to five;
- 25 percent of social workers;
- 50 percent of nurses; and
- three coordinators reduced from 12 to 11 months.

After the staff reductions there were no student to nurse or student to social worker ratios reestablished. The student to psychologist ratio is 1,980:1. Exhibit 5-44 indicates ratios of the number of students to psychologists for five comparable districts and the current Lee School District status. As indicated by the exhibit, Lee County employs more psychologists per student than any of the comparison groups. Exhibit 5-45 provides the comparison for nurses and Exhibit 5-46 shows the comparison for social workers.

**EXHIBIT 5-44
STUDENT TO PSYCHOLOGIST RATIOS**

DISTRICT	PSYCHOLOGISTS EMPLOYED	MONTHLY RATIO OF STUDENTS SERVED PER PSYCHOLOGIST*
Brevard	12.0	283
Volusia	10.0	252
Seminole	10.9	203
Lee	10.0	183
Escambia	12.0	286
Pasco	11.0	228
Comparison District Average	11.0	239
State Average	11.0	226

Source: MGT Analysis of Florida School Districts, 1995 Student and Staff data.

*Since school districts vary in the length of psychologist contracts, this calculation provides a monthly ratio.

**EXHIBIT 5-45
STUDENT PER NURSE ALLOCATION
1996-97**

DISTRICT	STUDENTS PER NURSE
Pasco	3,000
Escambia	3,200-3,500
Volusia	4,100
Seminole	5,800
Lee	4,166-4,200

Source: Lee County School District, Director of Student Services, 1997.

The Lee County School District ratio is considerably below the state average of the number of students seen per month by a school psychologist.

Five Florida school districts with similar student enrollments (between 44,000 and 65,000) to the Lee County School District were surveyed regarding their student to nurse levels. Exhibit 5-45 illustrates these data.

Comparison districts were also surveyed regarding their ratio of school social workers to students. Exhibit 5-46 illustrates that the school social worker numbers and ratios range from 33 percent fewer students to 66 percent more students than Lee County.

**EXHIBIT 5-46
RATIO OF SCHOOL SOCIAL WORKERS TO STUDENTS
1996-97**

School District	Student Enrollment	Number of School Social Workers	Number of School Sites	Students per Social Worker	Sites Served per Social Worker
Brevard	62,000	6	101*	10,333	N/A
Escambia	45,000	15	80*	3,000	N/A
Lee	52,000	18	62	2,889	2-5
Pasco	44,000	24	44	1,833	1-2
Seminole	55,000	16	50	3,438	4-6
Volusia	57,000	22	62	2591	1

Source: Lee County School District, Department of Student Services, 1997.

*All schools in the district

In addition to Health Services, Guidance, and Psychological Services, the Student Services/Student Records Office maintains all of the Lee County's student records. Recent advances in record keeping technology have been well received by the Support Services staff; however, on-site interviews indicate that adequate personnel for data entry is unavailable (micro and other student records). In addition, the district is quickly using up all allocated storage space. Staff are concerned that soon office space will need to be converted to storage space. At the time of the on-site visit, staff indicated that the district is unable to transfer records through the Florida Automated Student Transfer of Educational Records (FASTER) system except on an experimental basis.

FINDING

In-state transfers of student records are done by mail. Student permanent records are processed and then mailed to the receiving district. The process is time consuming and does not utilize currently available technology, specifically the Florida Automated Student Transfer of Educational Records (FASTER) System.

RECOMMENDATION

Recommendation 5-29:

Automate the transfer of student records in accordance with state standards.

The district should set as a priority the completion and implementation of the FASTER System. Automation should greatly increase staff time for other activities.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|--------------|
| 1. The district should complete the software development required to automate this process. | January 1998 |
| 2. MIIS staff should implement training necessary to make effective use of the Statewide Automated Transfer System. | January 1998 |

FISCAL IMPACT

This recommendation can be achieved with current resources.

FINDING

Archived records are stored by use of microfilm. Preparation of records for the photographs and subsequent processing is time consuming. A new group of records are added to the archive every graduation and space to store records before and after processing is becoming a problem.

RECOMMENDATION

Recommendation 5-30:

Explore options for storage of student records including possible use of compact disks.

The Director of Student Services should research methods of record storage including possible use of compact disc, and develop a plan based upon results of the research.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|--------------|
| 1. The Director of Student Services should contact districts of similar size to see how they are solving the record storage problem. | January 1998 |
| 2. The Director of Student Services should gather information regarding using compact discs and other methods to archive records. | January 1998 |
| 3. The Director of Student Services should develop a plan to improve the record storage problem without having to take space designed | June 1998 |

for personnel.

FISCAL IMPACT

This recommendation can be achieved with current resources.

FINDING

There is no current ratio adopted by the school board for allocating nurses and social workers. The student to psychologist ratio is 1,980:1. During the recent staff reductions, the School Board eliminated the ratios because reductions in staff did not enable them to provide the numbers of personnel necessary to support the established ratios.

Currently, there is a backlog of students who have been referred for psychological examination. According to the 1995 ESE Program Delivery Performance Measures, shown in Exhibit 5-44, the district exceeds the number of psychologists found in comparison districts of similar size. The district has reviewed contracting for these services and found the district can evaluate students for \$250 each, while contracting for evaluation services would cost \$700-\$900 per each assessment.

The ESE placement rate of students given psychological tests ranges consistently between 42 percent and 52 percent. The desired percentage of referrals to placement is 62 percent or greater. It appears that the screening for referral for psychological testing is identifying too many students who do not qualify.

RECOMMENDATION

Recommendation 5-31:

Reestablish ratios per student for psychologists, nurses, and social workers.

The re-establishment of these ratios will provide the Department of Student Services with needed information for planning. Ratios that can reasonably be maintained by the district should be approved by the Board.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|---------------|
| 1. The Director of Student Services should present the proposed ratios to the School Board for approval. | October 1997 |
| 2. The School Board should establish and approve ratios. | November 1997 |

FISCAL IMPACT

The fiscal impact cannot be determined until after ratios are established.

FINDING

As shown in Exhibit 5-47, the Lee County School District has a guidance counselor ratio of 420.95 students for each counselor. The state average is 450.43 students per guidance counselor. If the Lee County School District were to staff guidance counselors at the same percentage as the state or peer group average, they could potentially decrease their 124 guidance counselors by eight positions.

Maintaining a high ratio of guidance counselors per student can be desirable for schools that serve a high percentage of at-risk students as is the case with several Lee County schools.

**EXHIBIT 5-47
RATIO OF STUDENTS PER GUIDANCE COUNSELOR
IN LEE COUNTY, COMPARISON DISTRICTS
AND THE STATE
1995-96**

DISTRICT	RATIO OF STUDENTS PER GUIDANCE COUNSELOR
Lee	420.95
Escambia	466.13
Brevard	486.06
Seminole	496.39
Volusia	496.39
Pasco	390.47
Comparison Average	459.40
State Average	450.43

Source: Profiles of Florida School Districts, 1995-96, Student and Staff Data, 1996.

RECOMMENDATION

Recommendation 5-32:

Evaluate the guidance counselor position and set clear criteria to substantiate schools need for additional guidance counselors.

Establishing clear guidelines for assign higher ratio of guidance counselors should ensure that guidance counselor assignments are based on student needs.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|--------------|
| 1. The School Board should establish guidelines for assigning a district ratio of students per guidance counselor. | July 1997 |
| 2. The Assistant Superintendent for Instructional Services should ensure that the guidelines of the guidance counselor positions are implemented. | October 1997 |

FISCAL IMPACT

This recommendation can be accomplished within existing resources.

5.8 Non-Traditional, Career and Technology Programs

5.8.1 Organization of Non-Traditional, Career and Technology Programs

Magnet program staff report to the Office of Accountability, Planning and Educational Equity in the Division of District Operations. The staff in the Career and Technology Unit, report to the Assistant Superintendent for Instruction, in the Division of Instructional Services. Many of the magnet programs directly or indirectly relate to careers and technology (e.g., Science Technology and Environmental Studies, Science and Technology). Magnet and Academy Programs are listed in Exhibit 5-48.

FINDING

In order for both the Magnet Program and the Career and Technology Program to be effective, close coordination is essential. Currently coordination and planning are restricted as each unit reports to different assistant superintendents, in different divisions. In addition, the units are housed in separate buildings.

Magnet Programs and the career technology academics have overlapping concerns, issues, and needs. Time and energy could be saved and service duplication eliminated or reduced by these units working closely together.

The Environmental Education (Nature Center) is also involved in many of the same projects as the Magnet, and Career and Technology Units.

**EXHIBIT 5-48
MAGNET AND ACADEMY PROGRAMS IN THE
LEE COUNTY SCHOOL DISTRICT**

ELEMENTARY SCHOOL PROGRAMS	
Edgewood Renaissance Academy Global Studies - Foreign Language - Telecommunications	Grades K-5
Edison Park Elementary School Creative and Expressive Arts	Grades K-5
Franklin Park Elementary School STEM: Science - Technology - Environmental Studies - Mathematics	Grades K-5
Gateway Elementary School Global Studies - Foreign language - Multiple Intelligences	Grades K-5
Michigan Montessori Elementary School Montessori Education in the public school	Grades K-5
Robinson Littleton Academy Basic Studies - Environmental studies	Grades K-5
MIDDLE SCHOOL PROGRAMS	
Cypress Lake Middle School (School-Within-A-School Program) Creative and Performing Arts	Grades 6-8
Fort Myers Middle Academy Global studies - Foreign language Telecommunications	Grades 6-8
Lee Middle School STEM: Science - Technology Environmental Studies - Mathematics	Grades 6-8
HIGH SCHOOL PROGRAMS	
Cypress Lake Center for the Arts (dual enrollment at Cypress lake High for non-art classes) Fine and Performing Arts	Grades 9-12
North Fort Myers High School (School-Within-A-School Program) STEM: Science - Technology Environmental Studies - Mathematics	Grades 9-12

Source: Magnet Schools, The School District of Lee Parent/Student Handbook, 1997.

RECOMMENDATION

Recommendation 5-33:

Administer the Magnet Program, Career and Technological Education, Environmental Education and Adult Education Programs under the proposed Non-Traditional Education Department.

All units should report to the same Assistant Superintendent for Curriculum and Instruction, be in the same division, and function in a more coordinated fashion. This new department is displayed in Exhibit 5-49. The new organizational structure makes the following changes:

- assigns the Coordinator of Magnet Programs and existing staff to this office;
- retitles the Director of Technical and Career Education as Coordinator of Career and Technology Programs;
- retitles the School-to-Work Coordinator as a Specialist; and
- assigns the Coordinator of Environmental Programs and related staff to this department.

IMPLEMENTATION STRATEGIES AND TIMELINE

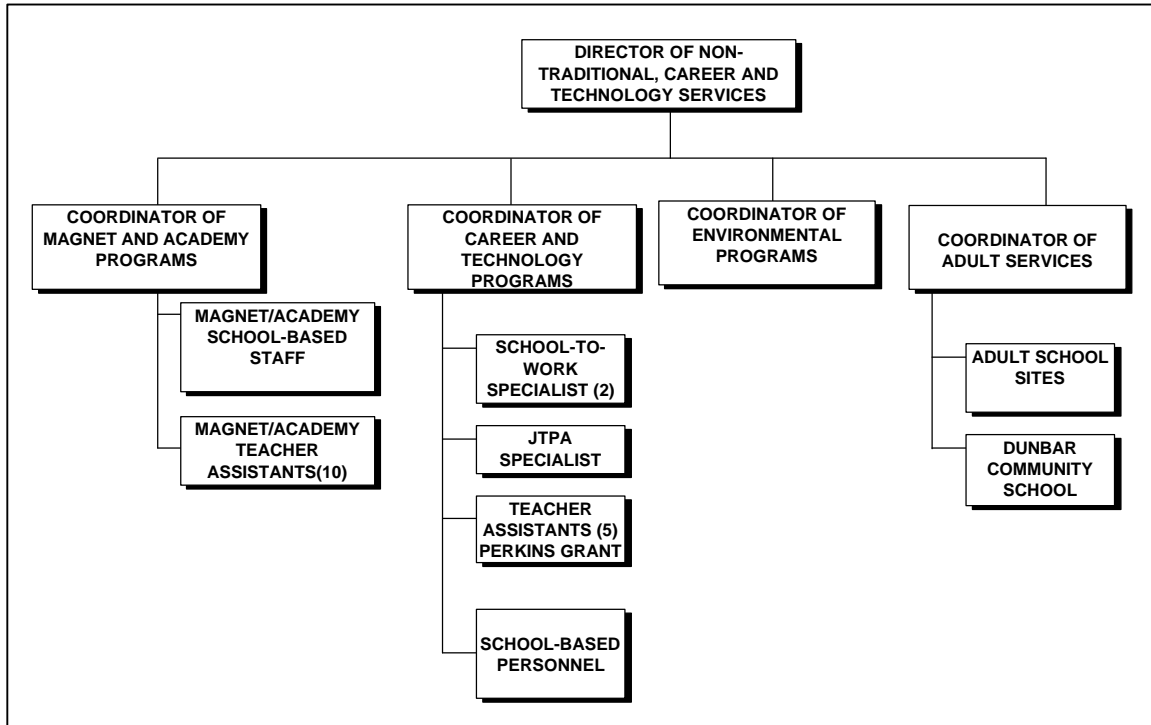
- | | |
|--|--------------|
| 1. The Superintendent should make formal plans to move the Magnet Program, the Career and Technical Education Program, and the Environmental Education Program into the proposed Non-Traditional Education Program Unit. | January 1998 |
| 2. The Superintendent should move the Magnet Program and the Technical and Career Education into the proposed Non-Traditional Education Department. | July 1998 |

FISCAL IMPACT

Reclassifying the Director of Technical and Career Education as a Coordinator results in an estimated annual savings of \$13,606 for salaries and benefits. Reclassifying the Coordinator of School-to-Work as a Specialist results in an estimated annual savings of \$3,247 for salaries and benefits.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Change Director to Coordinator	\$6,803	\$13,606	\$13,606	\$13,606	\$13,606
Change Coordinator to Specialist	\$1,624	\$3,247	\$3,247	\$3,247	\$3,247
Total	\$8,427	\$16,853	\$16,853	\$16,853	\$16,853

**EXHIBIT 5-49
PROPOSED OFFICE OF NON-TRADITIONAL, CAREER AND
TECHNOLOGY SERVICES**



Source: Created by MGT of America, 1997.

5.8.2 Magnet and Academy Programs

CURRENT SITUATION

The Lee County School District obtained a Magnet Schools Assistance Program (MSAP) grant and is in the process of implementing magnet programs at all levels K-12. The Magnet Program Office is currently housed in the Director of Operations Department with the Accountability, Planning and Educational Equity Unit.

During the first school year (1995-96) of the MSAP grant, the district implemented a new Magnet School Program at Edgewood Renaissance Academy and converted the School Within a School Magnet Program at Fort Myers Middle Academy into a full School Magnet Program. The program at Fort Myers Middle Academy includes all students attending the school.

Also, the first year funded planning activities converted Michigan Montessori into a Montessori Magnet School. In addition, the grant paid for the school within a school program at Lee Middle School to be converted into a full School Magnet Program.

The goals of the first year implementation were to raise the minority level in the schools and to raise CTBS scores. The program at Fort Myers Middle Academy exceeded its desegregation objective by enrolling a student body that is approximately 35 percent minority. In their first year of implementation,

both Edgewood Renaissance Academy and Fort Myers Middle Academy were able to reach their academic objectives by raising achievement on the CTBS.

The first year MSAP program was evaluated by an external consultant who made the following recommendations:

- strengthen marketing and recruitment of elementary students;
- take steps to improve minority achievement;
- continue efforts to improve understanding between racial and ethnic groups at the schools;
- develop program activities that engage student interest and motivate them toward more active learning; and
- get central curriculum staff more involved in the implementation of magnet programs.

Exhibit 5-48 shows the district's participating schools and their theme area.

FINDING

The district's magnet programs currently serve students throughout the district. Under the Controlled Choice Plan all schools within each zone will have open enrollment. The student assignment and transportation functions are complex and will be costly particularly during the phase of the Controlled Choice Plan. The district has made plans to develop parallel programs for Exceptional Student Education in all three Controlled Choices zones, but has not made similar plans for magnet programs.

RECOMMENDATION

Recommendation 5-34:

Evaluate options to create similar magnet programs in each of three controlled choice zones.

The creation of similar themes for magnets will equalize the options available for students in each zone and reduce busing across zones.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Office of Accountability, Planning and Educational Equity should evaluate options for creating magnet programs across zones. January 1998

FISCAL IMPACT

This recommendation has no fiscal impact.

5.8.3 Technical and Career Programs (Vocational, Adult and Community Education)

An instructional delivery system in the area of Career and Technology Programs must meet the increased demands of the workplace. Students may change jobs and careers a number of times during their lifetime. A quality program emphasizes employability skills, career planning and preparation in addition to high academic accomplishments.

CURRENT SITUATION

Schools are implementing various programs to prepare students for further education and jobs. These programs include middle school and high school instructional programs (e.g., Technology Education, Family and Consumer Sciences, Marketing, Diversified Education and Agribusiness). Other specialized Career and Technology Programs are accomplished through an academy structure and magnet programs. The Technical and Career Department provides district-level support for these programs through curriculum development, staff development and administering more than \$800,000 in federal and state grants and designated equipment budgets.

The district also has two technical centers -- High Tech Central in Fort Myers and High Tech North in Cape Coral. The Lee County School District is the fiscal agent for the Southwest Florida School-to-Work Consortium and receives grant funding. There are approximately 11,250 students receiving some type of school-to-work services through the program. The following high schools are participating to some degree in the initiative.

- Fort Myers High School
- Fort Myers High-Edison Center
- Lehigh Senior High School
- North Fort Myers High School
- Cypress Lake High School
- Lee County High Tech Center Central
- New Directions Center
- Riverdale High School
- Cape Coral High School
- Mariner High School
- Estero High School

Several specialized programs are provided by the district. These are displayed in Exhibit 5-50.

**EXHIBIT 5-50
SPECIALIZED PROGRAMS IN THE LEE COUNTY SCHOOL DISTRICT**

<p style="text-align: center;">Special Needs Programs</p> <p style="text-align: center;">Job Training Partnership Act (JTPA) Edison Center Summer Youth Afternoon Exploratory Programs</p>
<p style="text-align: center;">Career Academies</p> <p style="text-align: center;">Tourism Career Academy Employability Skills Program (ESP) Finance Career Academy New Directions Academy</p>
<p style="text-align: center;">Specialized Business, Industry and Government Training</p> <p style="text-align: center;">Business and Industry Services Southwest Florida Criminal Justice Academy Southwest Florida Public Works Academy Security Officer Training (Class D) Trade Extension</p>
<p style="text-align: center;">Hands-On Program</p> <p style="text-align: center;">Adult Trade Apprenticeships Youth Apprenticeships Internships School-To-Work Partnerships</p>

Source: Lee County School District Magnet Brochures, 1997.

Typical of most large school districts in Florida and across the nation, the Technical and Career Education Department authors, administers and supervises state and federal funding (approximately \$1,700,000 annually) for Technical and Career Education Programs (e.g., Perkins Act, Job Training and Partnership Act, School-to-Work, Tech Prep, Summer Youth and Performance-Based incentive funding).

FINDING

Specialized career and technology training is available primarily to students attending schools with academies. The Coordinator of Magnet Programs and the Director of Career and Technical Education provide some degree of sharing between schools. Schools personnel indicated that they need additional assistance in implementing Academies and other innovative programs designed to provide specialized alternatives for students with diverse Technical and Career needs.

RECOMMENDATION

Recommendation 5-35:

Increase the career and technology options available for all students through increasing district support, coordination, and program options.

The district should hire a second program specialist to provide additional support and sharing among school-based programs (magnet and academies). By providing a district person with the assigned responsibility of school-to-school program coordination and sharing, the district will save considerable school-based personnel time in reinventing policies, procedures and implementation strategies. This should encourage innovation and facilitate progress within magnet programs, academies, and new instructional models developed under the Controlled Choice Plan.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent should identify all existing career and technology opportunities for students. Summer 1997
2. The Magnet and Career and Technology Coordinator should develop a procedure for sharing successful programs from school to school. September 1997
3. The Superintendent should hire a program specialist to work in the office of Career and Technical Education, and assign school based and district program coordination activities to the position. January 1998

FISCAL IMPACT

This estimate is based on an annual salary of \$32,000 with a 28 percent benefits.

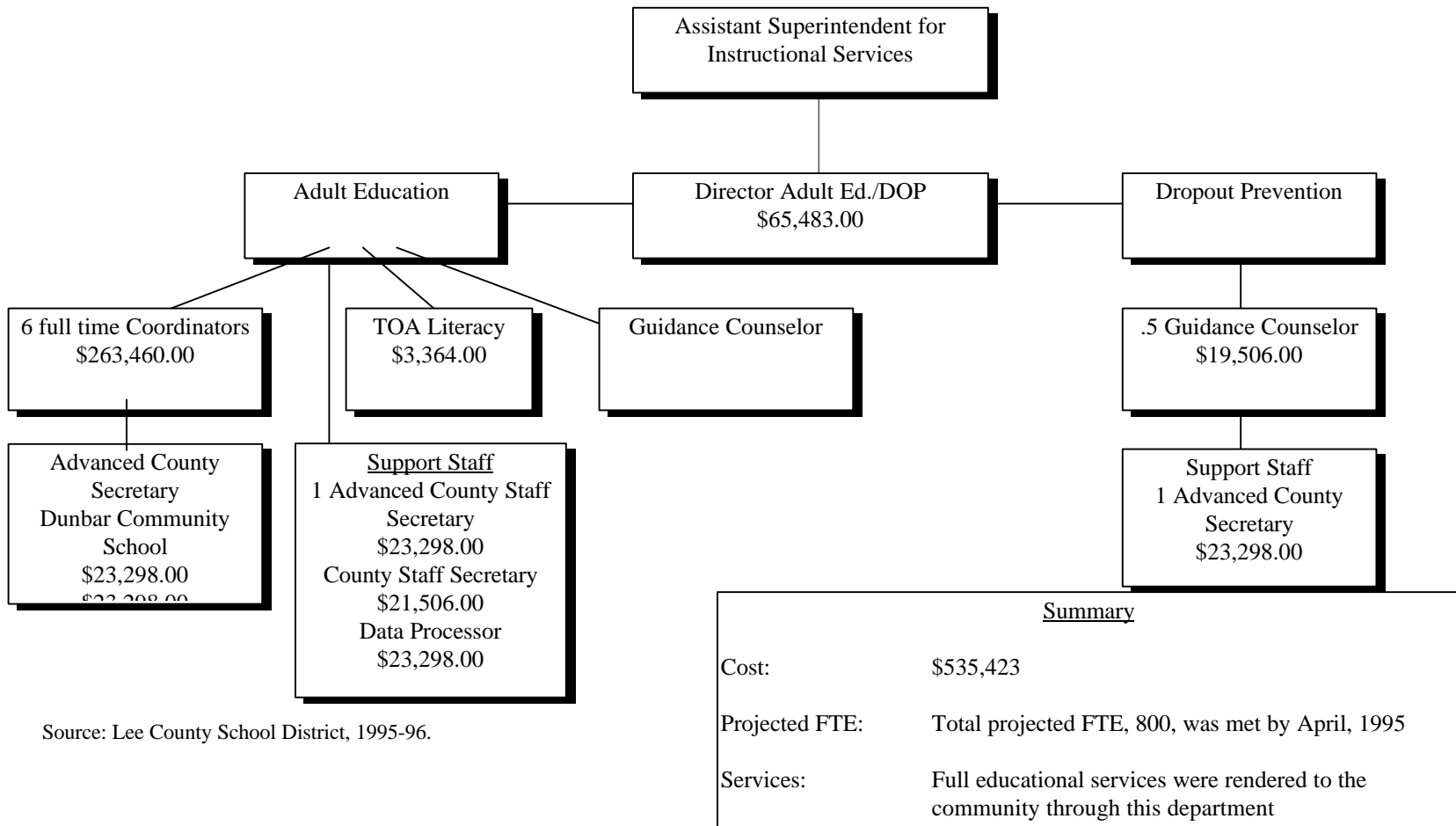
Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Hire Program Specialist	(\$20,480)	(\$40,960)	(\$40,960)	(\$40,960)	(\$40,960)

5.8.4 Community Education

CURRENT SITUATION

The recent staff reductions in the Lee County School District in 1995-96 significantly affected the Community Education and Dropout Prevention Programs. One district position was eliminated and where previously there had been a coordinator for each program, the units were combined under one coordinator. Exhibit 5-51 provides an overview of the Adult Education and Dropout Prevention units before the reorganization in 1995-96.

**EXHIBIT 5-51
LEE COUNTY SCHOOL DISTRICT ADULT EDUCATION AND DROPOUT PREVENTION
BEFORE 1995-96 REORGANIZATION**



Source: Lee County School District, 1995-96.

FINDING

Community Schools are capable of generating more revenue than they are currently producing. The lack of a full-time coordinator adversely affected the ability of the community schools program. Insufficient recruiting and support was in place to allow for the programs to function to capacity. Additional FTE could have been raised had adequate recruiting been possible. As shown in the summary section of Exhibit 5-52, the projected FTE was not met. This caused a shortfall of FTE funding which the Lee County School District estimated to be \$338,878 for the 1995-1996 school year. Exhibit 5-52 displays the combined and reduced unit. The Dropout Prevention Program is discussed at length in the Special Programs Section of this report and the Adult and Community Schools programs is discussed in this section.

RECOMMENDATION

Recommendation 5-36:

Increase revenues from Community Schools by providing a full-time Adult and Community Schools Coordinator who is assigned the recruiting responsibilities.

In the Dropout Prevention Section of this chapter (Section 5.6), a position is requested for a Coordinator of Dropout Prevention. This position would allow the Coordinator of Adult and Community Schools to spend full-time on recruiting and support Adult Education programs.

IMPLEMENTATION STRATEGIES AND TIMELINE

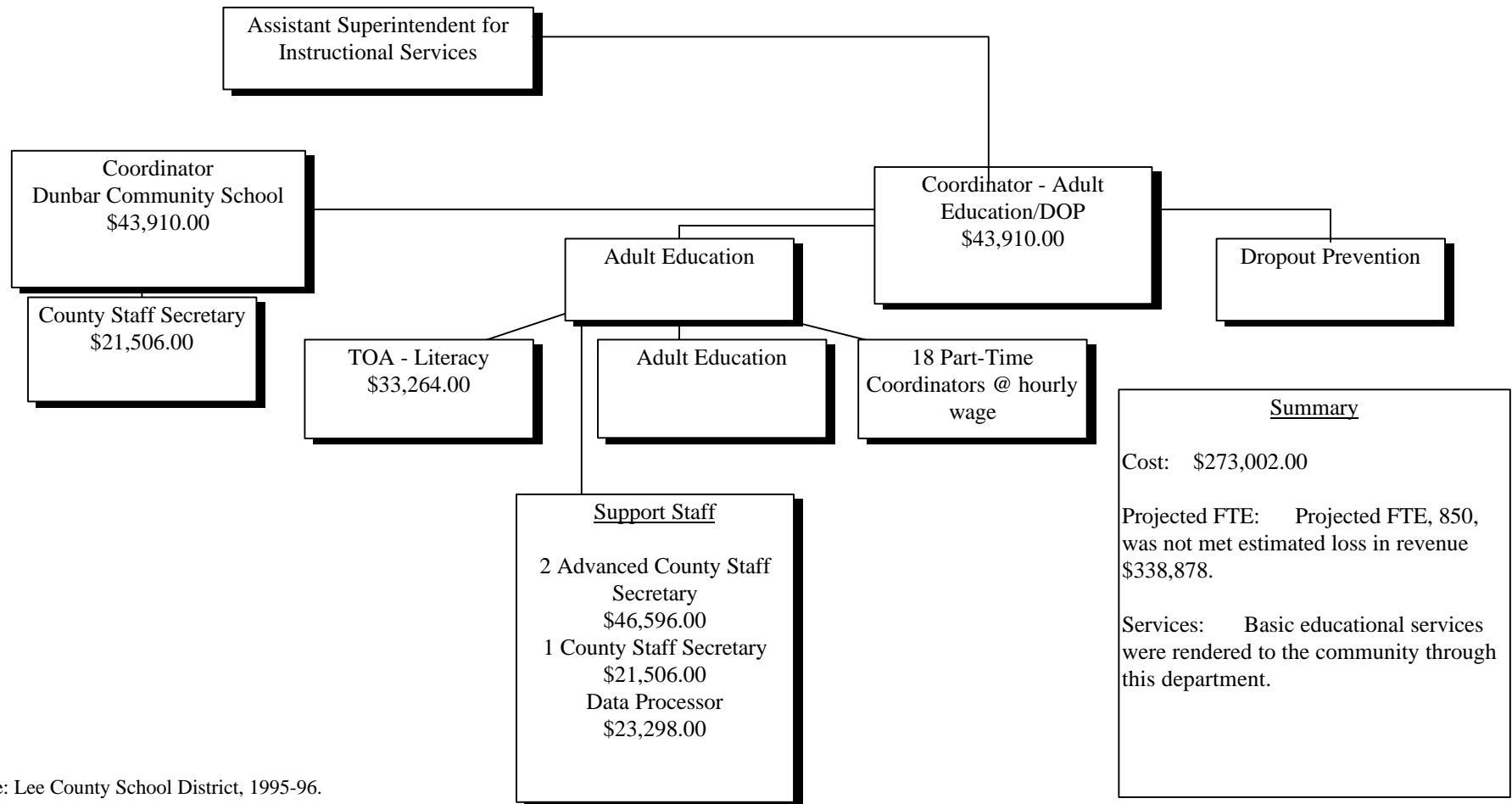
1. The Assistant Superintendent for Instruction should assign responsibilities for the Dropout Prevention Program to someone other than the Coordinator of Adult and Community Schools (See Recommendation 5-22 in the Dropout Prevention Section of this chapter). July 1997
2. The Coordinator of Adult and Community schools should increase activities to recruit and support the adult program. July 1997

FISCAL IMPACT

The figures shown (\$338,878) in Exhibit 5-52 were based upon the amount estimated by the Department of Adult Education for the Lee County School District.

If the recruiting activities increased the FTE funding by half of the estimated loss, the revenue generated to the district would still be significant (about \$170,000). This revenue would more than offset the additional position recommended in the Dropout Prevention Section of this report.

**EXHIBIT 5-52
LEE COUNTY SCHOOL DISTRICT ADULT EDUCATION AND DROPOUT PREVENTION
AFTER 1995-96 REORGANIZATION**



Source: Lee County School District, 1995-96.

Recommendation	1995-96	1996-97	1997-98	1999-00	2000-01
Generate Revenue for Community Education	\$170,000	\$170,000	\$170,000	\$170,000	\$170,000

5.9 Textbooks and Media Services

Instructional materials are important tools in any educational delivery system. These tools should include the latest technology as well as an ample supply of textbooks and library resources. In addition, district leadership should keep abreast of recent innovations and trends within the area of media services. Educational media program and support for individual teachers and schools should be a priority.

CURRENT SITUATION

The Media Department is housed in the Division of Human Resources and Support Services. The current organization of the Media Department contains:

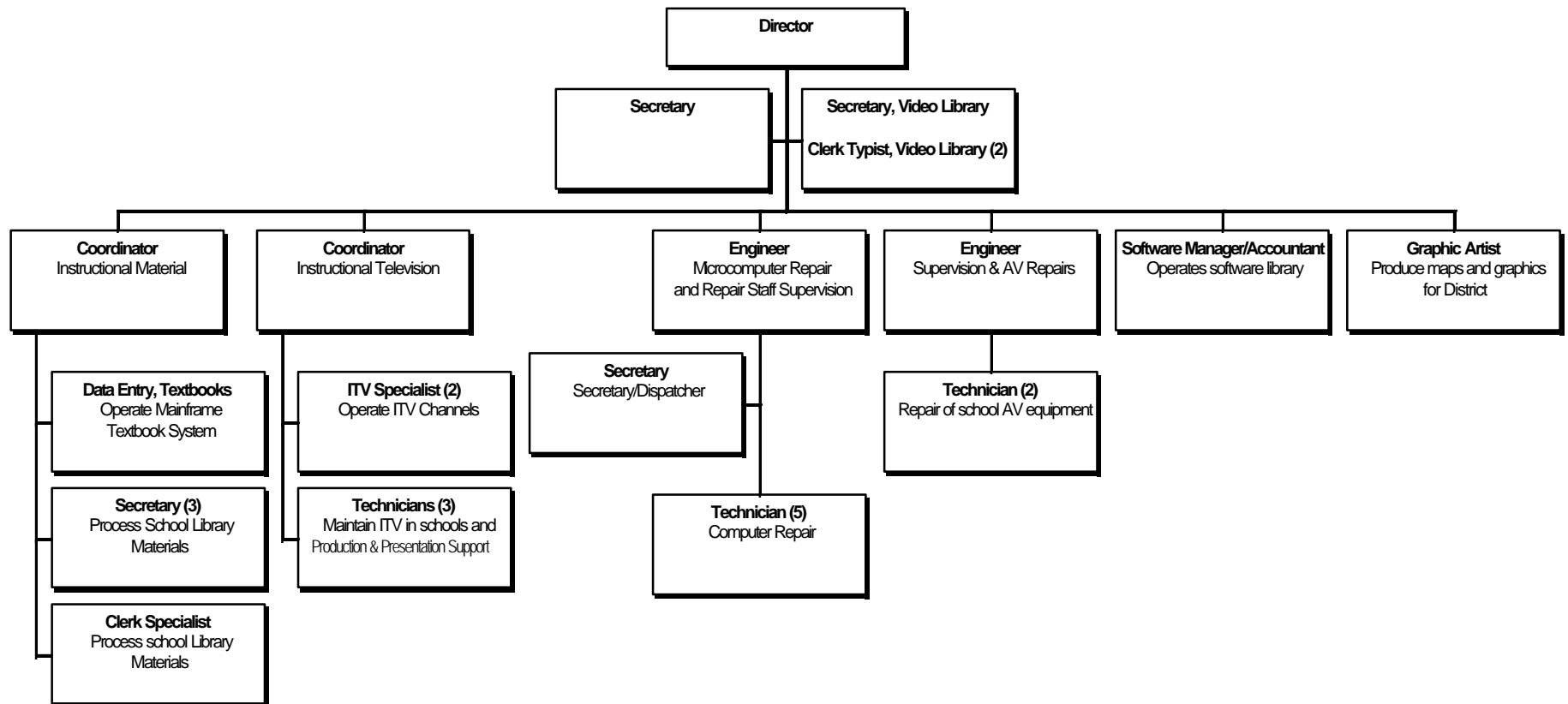
- one director
- two coordinators
 - instructional materials; data entry, textbooks; secretaries (3); clerk specialist
 - instructional television; ITV specialist (2); technicians (3)
- a technical branch that houses
 - engineer microcomputer repair; technician (5); computer repair
 - engineer supervision and AV repairs; technicians (2)
 - software manager/accountant
 - graphic artist

The organization of the Media Department is displayed in Exhibit 5-53.

CURRENT SITUATION

The unit operates an automated book purchase system from schools, through the budget office directly to the Florida School Book Depository for textbooks. Under the current district school-based management system, each school is free to select any text they choose. There is no consistency from class to class nor from school to school in the selection of textbooks. Recently the Lee County School District has begun to narrow the selection process and has begun to implement a district textbook adoption process.

**EXHIBIT 5-53
ORGANIZATIONAL STRUCTURE OF THE MEDIA DEPARTMENT
IN THE LEE COUNTY SCHOOL DISTRICT**



Source: Lee County School District, 1996-97.

In addition, the School Board has implemented a policy requiring schools to provide every student with a text in every subject area before the school is allowed to purchase other instructional materials. In order to be accountable to the School Board, the budgeting department has implemented a verification system that requires multiple signatures, additional budget codes and is quite cumbersome.

Library books are purchased at the discretion of the principals after they receive an annual allocation. The district does not have personnel assigned the responsibility for assisting Library/Media school-level personnel with instructional programs. They do have two support personnel (one clerk and three secretaries) to process library materials for the district.

FINDING

Consistency does not exist from class-to-class nor from school-to-school in the selection and use of textbooks. Except for recently adopted texts, schools have the authority to purchase any texts they wish. The lack of consistency makes it extremely difficult to correlate standards or the Core Curriculum to the texts in use in the district. Instead of the district providing this serviced each school must do their own.

RECOMMENDATION

Recommendation 5-37:

Adopt one or two primary textbooks (and list of supplemental materials) in each subject area and establish a waiver process for schools who may want to use different materials (exceptions).

The adoption of a few textbooks should enable curriculum development initiatives at the district office to correlate products such as the Core Curriculum, Sunshine State Standards and other development initiatives to the textbooks in use in the district. This correlation should be a great help to teachers as they implement the district curriculum. Teachers should be able to find materials to support instruction of learner objective much more rapidly. Schools will continue to have site-based options for their unique needs through the waiver process.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|---------------|
| 1. The Leadership Team should establish an adoption process using teacher committees. | December 1997 |
| 2. The Leadership Team should establish a timeline for textbook selection. | December 1997 |
| 3. The Leadership Team should have the School Board approve each adoption. | Ongoing |
| 4. The Leadership Team should establish a waiver process for schools which desire other texts. | December 1997 |

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

FINDING

The current textbook purchase verification system requires multiple signatures and extensive budget coding before textbooks can be purchased. This procedure is also discussed in the Management Information Systems Chapter of this report (Chapter 11).

RECOMMENDATION

Recommendation 5-38:

Eliminate the cumbersome textbook purchase verification system and hold principals accountable for following board approved procedures.

This system has required six additional budget codes and a form which requires multiple approval signatures. Principals are legally responsible for implementing School Board policies and should be held accountable for their actions without a complicated verification system.

FISCAL IMPACT

Although no specific data on time allocated to the textbook verification system have been secured, interviews indicate that personnel time saved would be considerable.

FINDING

Textbooks and media services are in the Division of Human Resources/Support Services. Curriculum and Instruction have little or no say over how funds are spent, although committees have recently been established to review and adopt or select an approved listing of texts. These committees have been co-chaired by the Media and Curriculum Services Department.

RECOMMENDATION

Recommendation 5-39:

Reassign the Director of Media Services and the positions relating to library services and textbooks to the proposed new Division of Curriculum and Instruction. (See Exhibit 5-10)

This reassignment should increase coordination activities between the two offices.

FINDING

The focus of the department is on media operations not instruction. The central office does not have personnel assigned the responsibility for assisting Library/Media school-level personnel with Library/Media Instructional Programs nor does anyone have the responsibility for software selection.

Instructional microcomputer software is selected by technology specialists in schools. These selections are a site-based decision. The Director of Media Services oversees the selection of media software (i.e., video tapes, laser discs) for the district Media Library. These video and laser discs purchases are driven by teacher requests and Core Curriculum Support needs. Selections are based on reviews in recognized professional media publications and previews. Approximately 800 new video and laser disc curriculum support titles were added to the district Media Library this past year.

Currently, the services to school library/media specialists do not include an instructional program component that assists schools in acquiring library/media materials that are specifically linked to curriculum development. All services are related to the processing of library/media materials.

RECOMMENDATION

Recommendation 5-40:

Hire a Library/Media Coordinator to provide instructional leadership for school-based personnel (See Exhibit 5-54).

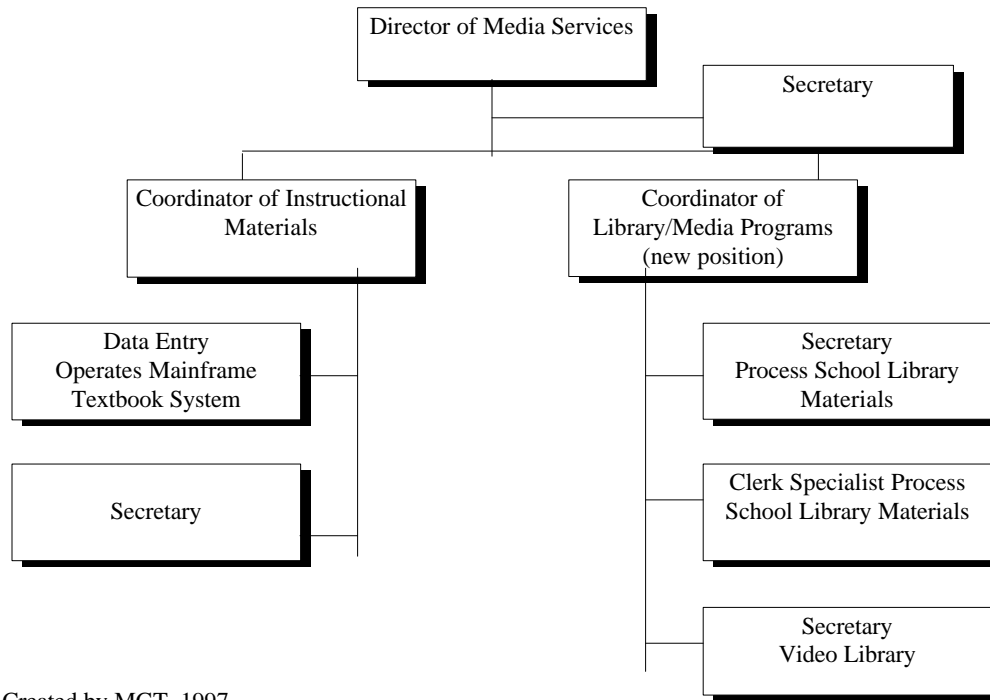
The new library/media services should:

- focus the department on instructional services related to curriculum development and enhancement. Have both Media Department and Curriculum and Instruction administrators report to the new Assistant Superintendent of Curriculum Instruction and School Improvement; and
- assign responsibility for school level Library/Media instructional leadership and instructional software selection to a professional position within the unit.

The proposed organizational chart includes the following positions previously assigned to media services:

- Coordinator of Instructional Materials
- Data Entry
- Secretary to the Coordinator of Instructional Materials
- Secretary for Library Materials
- Clerk Specialist
- Secretary for Video Library

**EXHIBIT 5-54
PROPOSED ORGANIZATIONAL STRUCTURE
FOR THE DEPARTMENT OF MEDIA SERVICES**



Source: Created by MGT, 1997.

Note: All program personnel except for the new Coordinator of Library and Media Programs were formerly located in Media Services.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Superintendent should reassign the Media Department. July 1997
2. The Director of Media Services should develop a plan to focus the department in a more instructional services mode. December 1998
3. The Superintendent should hire a coordinator to provide library/media leadership for the district's school-based staff. January 1998

FISCAL IMPACT

This estimate is based on a \$43,000 salary and a 28 percent benefit package.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Hire a Library/Media Coordinator	(\$27,520)	(\$55,040)	(\$55,040)	(\$55,040)	(\$55,040)

FINDING

Technology support staff in the Media Department are not on the same salary level as like personnel in MIIS. Staff receive extensive training on the media staff and then get promoted to the MIIS staff which pays more. The training is not helpful to MIIS staff but necessary for the Media staff. New hires must then be trained for the media staff. The training costs the district \$5,000 per trainee.

RECOMMENDATION

Recommendation 5-41:

Ensure that job-a-like positions are all on the same pay level regardless of department.

The technology function should be moved to MIIS and require MIIS to provide the training needed to service ITV and Microcomputer functions.

This recommendation is also addressed in Chapter 11.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|-----------|
| 1. The Leadership Team should make job-a-like salary level the same regardless of department. | July 1997 |
| 2. The Leadership Team should move the technology function of the Media Department to MIIS. | July 1997 |
| 3. The Assistant Superintendent for Business and Administrative Services should require MIIS to provide the training needed to service ITV and Microcomputer functions. | July 1997 |

FISCAL IMPACT

Although there is no direct cost savings to this recommendation, through not duplicating training the district should have savings over time.

6.0 PERSONNEL MANAGEMENT

The personnel management and staff development functions of the Division of Human Resources and Support Services are reviewed in this chapter. The chapter is organized into the following sections:

- 6.1 Organization and Staffing
- 6.2 Management and Planning
- 6.3 Recruitment and Employment of Personnel
- 6.4 Salary Schedules and Employee Benefits
- 6.5 Job Descriptions
- 6.6 Personnel Records
- 6.7 Employee Appraisal System
- 6.8 Staff Development

6.1 Organization and Staffing

The Division of Human Resources and Support Services is responsible for planning, implementing, and maintaining a sound system of human resources management that complies with State of Florida laws and the district's mission. As described in Chapter 4, the division encompasses four departments -- personnel services, staff development, student services, and media services.

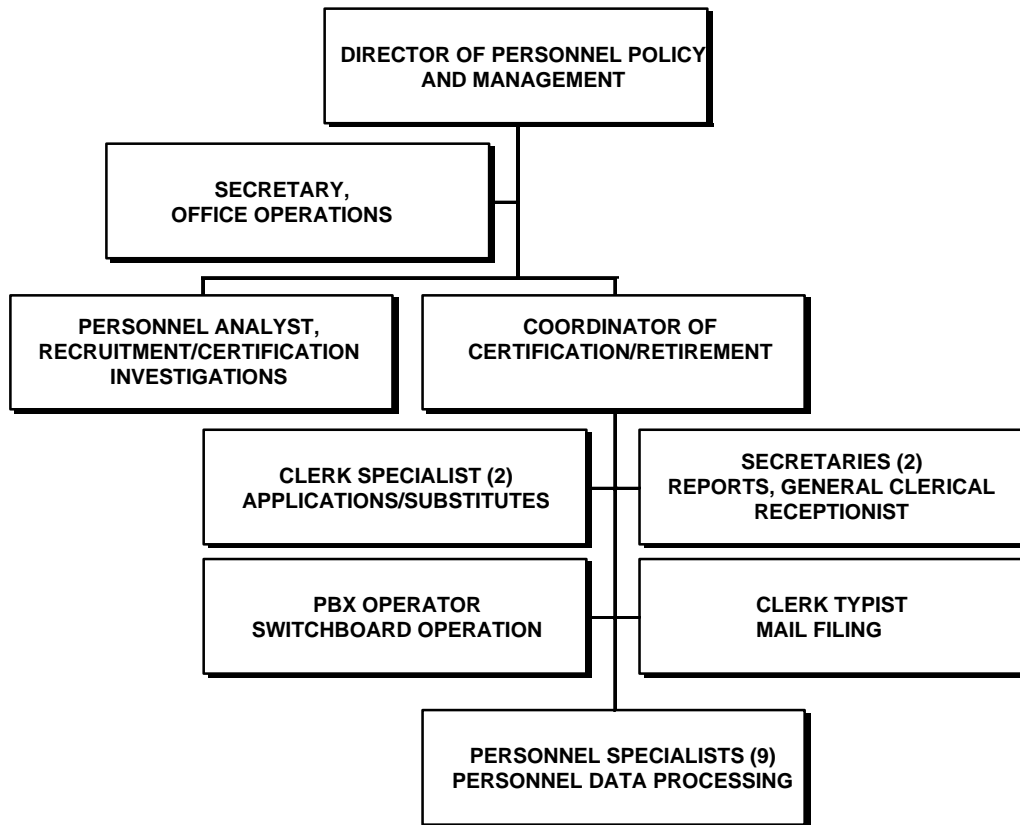
The proposed changes recommended by MGT to the organizational structure of the district assigns the student services and media services departments to other areas of the organization. MGT also recommends that the new Division of Human Resources and Employee Relations be headed by an Executive Director, eliminating the positions of Assistant Superintendent of Human Resources and Support Services and the Coordinator of Personnel Services. This proposed structure should enhance the division's capacity to focus on providing comprehensive personnel services to almost 6,000 employees in the Lee County School District.

CURRENT SITUATION

The Personnel Services Department currently operates under the direction of the Assistant Superintendent of Human Resources and Support Services. Personnel Services, with its staff of 19, is overseen by a director assisted by two professional staff -- a coordinator and a personnel analyst. Support staff assigned to the department include personnel specialists and secretarial/clerical positions. Exhibit 6-1 provides an overview of the organization of the department.

The Director of Personnel Services oversees the general operations and manages the department. The Coordinator of Certification and Retirement supervises the nine personnel specialists. Both the director and coordinator are each supported by a secretary. The personnel analyst assists with recruitment and certification and conducts investigations.

**EXHIBIT 6-1
PERSONNEL SERVICES ORGANIZATIONAL CHART**



Source: Lee County School District, 1996-97 Budget.

Personnel functions performed by the Department of Personnel Services include:

- maintaining commitment to affirmative action in the recruitment, hiring, training, promotion, and personnel management practices of the district;
- interpreting and recommending personnel policies and procedures;
- recruiting and hiring qualified personnel;
- processing recommendations for employment;
- overseeing and assisting personnel from time of employment to termination;
- directing the preparation and revision of job descriptions and the classification of positions;
- administering districtwide employee relations programs, including mediation and processing of complaints and grievances; and

- managing the personnel appraisal process.

The nine personnel specialists are responsible for organizing computer and hard copy files, processing new employees, maintaining and updating records, monitoring the certification of professional employees, responding to employee inquiries, and providing other personnel service activities including the employee orientation and exit functions.

Two clerk specialists manage the reception desk, screen and file applications for employment, process fingerprinting records, and maintain the substitute list. A clerk typist is responsible for the storage of personnel records, assisting with filing, and mailing responsibilities for the department. An additional secretary performs miscellaneous duties as needed. The department also employs a switchboard (PBX) operator who manages the incoming calls for the central office.

FINDING

Each personnel specialist is responsible for providing personnel services to a designated number of employees. Certified and non-certified employees are assigned to each specialist. Personnel management for certified employees is more time consuming than noncertified employees because each specialist must monitor and track the certification for those employees. On the average, each specialist is assigned approximately 864 employees (including part-time as well as full-time employees).

Responsibilities of each personnel specialist can be divided into six major categories:

- preparing new hires for processing (setting up a computer and hard copy files, preparing packets of information and forms to be completed, and analyzing employee initial hiring paperwork);
- processing new hires;
- monitoring and processing all employee paperwork and “*action forms*”¹ (includes any paperwork work in relation to hiring, reappointments, transfers, leave of absence, contracts, evaluations);
- tracking employee certification;
- making personal contact with employee by telephone or in person; and
- performing other functions and responsibilities such as pulling personnel files and maintaining them, rectifying MIIS Department employee record print-outs, and verifying staffing allocations.

¹ A Personnel Action Form is a paper document used to record any personnel action taken on any district employee such as:

- a new hire;
- ending employment with the district;
- an employment change such as leave of absence, job reclassification, transfer; and
- a personal data change such as name, address, phone.

The processing of new employees takes place twice a month during the school year and involves three specialists at each processing. Thus, each specialist is involved in the processing of new employees, on the average, only once every month and a half during the school year. In contrast, during August, September, and October, new hires are processed almost daily as the district prepares for another school year in the recruitment and hiring of personnel. During these peak months, each personnel specialist is spending the majority of time on processing new hires.

During the school year, new hires are processed as a group at a scheduled day and time. At that time, new hires are instructed on completing required papers for employment such as:

- automatic payroll deposit;
- personal history record;
- payroll deductions; and
- loyalty oath.

Three specialists conduct the processing sessions. In addition to filling out forms, fingerprinting is conducted, information is provided about the salary schedule, and association affiliation is determined. A representative from the Risk Management Department provides information about insurance benefits and assists in filing the forms necessary for enrollment. Before the processing session, specialists prepare the orientation, organize papers, set up the room where the processing takes place, and perform related duties. While some specialists state that it takes an entire work day to prepare and process new employees, others report that only five to six hours are necessary.

Exhibit 6-2 shows the average daily work load of a specialist for the assigned six major responsibilities. The estimates for an average work day are based on interviews with the specialists. In preparing Exhibit 6-2, consideration was given for those days that are heavier than others. The average work day is approximately six and one half hours.

In 1994, Ernst and Young conducted a salary study for the Lee County School District which reviewed the district's job classifications. Exhibit 6-3 shows the number of personnel specialists for the four other comparison school districts: Charlotte, Collier, Sarasota, and Manatee School Districts identified in the Ernst and Young study. The exhibit shows that Lee County has more personnel specialists than any other school district included in this study.

Downtime for personnel specialists was observed by MGT consultants on several occasions. Although a work day for a specialist is considered to be 8:00 a.m. until 4:30 p.m., four specialists work stations were shut down for the day with no one present at 4:00 p.m. Specialists were also observed playing computer games and absent from work stations on several other occasions.

**EXHIBIT 6-2
LEE COUNTY SCHOOL DISTRICT
AVERAGE WORK LOAD OF A PERSONNEL SPECIALIST**

MAJOR WORK TASK	AVERAGE PERCENT OF TIME ¹
Preparing new hires for processing	9.00%
Processing of new hires	N/A ²
Processing and monitoring employee paperwork and "action forms"	20.00%
Monitoring and tracking of employee certification	30.00%
Personal contact with employees by phone or in person	14.00%
Other functions and responsibilities ³	5.0%
TOTAL	78.0% (6 1/2 hours)

Source: Interviews with Personnel Specialists. Calculations are based on average number of employee work actions and percent of day spend working on the major work tasks.

- 1 Percent of time per eight hour day.
- 2 Not applicable. There are only two processing days a month (except for high peak months of August, September, October) involving only three personnel specialists, resulting in one processing day a month and a half for each specialist.
- 3 Number of calls, certification entries, actions forms completed.

**EXHIBIT 6-3
LEE COUNTY SCHOOL DISTRICT
COMPARISON OF PERSONNEL SPECIALISTS
WITH FOUR OTHER SCHOOL DISTRICTS 1993-94**

SCHOOL DISTRICT*	TITLE ¹	Number of Personnel Specialists	Total Number of Staff	Staff Per Specialist
Charlotte County	Personnel Specialist	2	1,737	868.5
Collier County	Secretary/Personnel	1	2,929	2,929.0
Lee County ²	Personnel Specialist	8	4,991	623.9
Manatee County	Senior Personnel Assistant	6	3,544	590.7
Sarasota County	Classified Specialist	1	3,538	3,538.0

Source: Salary Survey Analysis conducted for Lee County School District by Ernst and Young, 1994 Profiles

¹ Titles vary among schools but duties are similar.

² There were only eight personnel specialists in 1994. In 1996-97 there are nine.

* School Districts used by Ernst and Young.

An analysis of the specialist's workload revealed that several functions routinely handled by the specialists could be more efficiently completed by the schools, teachers, and other departments, or by automation. For instance, several staff members from another department made requests to a specialist for the same type of personnel information to complete summer employment forms. These requests could be consolidated, decreasing interruptions, and providing continuity to the task.

Similarly, tracking teachers who are teaching out of their area of certification is a labor intensive task. Personnel specialists routinely spend time tracking down teachers, sending reminders, and calling for information that has not been filed. Many of these tracking duties can be assigned to the schools. Improvements in the automation used by the department will also facilitate this reduction.

RECOMMENDATION

Recommendation 6-1:

Eliminate two personnel specialist positions.

Each of the nine specialists, on the average, has one and one half hours of down time per day, resulting in a total 13.5 hours per day or 67.5 hours per week. The need for specialists to handle the work load of processing and monitoring district employee can be reduced by two positions. This will especially hold true if the Recommendation 6-2 is implemented and some responsibilities are redistributed to the departments and schools. Improvements in the automation used by the department will also facilitate this reduction.

To compensate for peak work loads for specialists during the months of August, September, and October (and at times July), temporary help should be employed. Preparing new employee packets, employee files, filing, and basic data entry of employee information would require little training for temporary help.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|---|
| 1. The Assistant Superintendent for Human Resources and Students Services [*] should recommend to the Board that two personnel specialist positions be eliminated beginning in 1998-99. | January 1998 |
| 2. Once approved by the Board, the Director of Personnel Services should make plans for the 1998-99 school year to redistribute the work load of the seven remaining specialists. | February 1998 |
| 3. The Director of Personnel Services should establish a plan to hire temporary help during periods of heavy work loads. | Annually in August, September and October |

FISCAL IMPACT

Eliminating two personnel specialist positions will result in a cost savings to the district of \$66,302 per year. This saving is based on an average salary per personnel specialist of \$33,151 (\$25,899 plus 28 percent in benefits). A budget of about \$10,000 for temporary employees should be requested.

Recommendation	1997-1998	1998-1999	1999-2000	2000-01	2001-02
Eliminate Two Personnel Specialists	-----	\$56,302	\$56,302	\$56,302	\$56,302

RECOMMENDATION

Recommendation 6-2:

Evaluate the work responsibilities and processes performed by personnel specialists and identify tasks that can be automated, consolidated or assigned to schools, other departments, or to employees themselves.

Teachers should be held accountable for determining what criteria has been met and what needs to be met to maintain their certification. To reduce the number of personnel "action forms" with routine actions such as change of name, address, phone number, the system should be automated with each employee having their own pin

^{*} Note: Position recommended to be Executive Director of Human Resources and Employee Relations in Chapter 4.

number to access their electronic record to make the changes. Certain data fields should be "read only" so that permanent data can not be altered.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|---|
| 1. The Coordinator of Certification and Retirement should review all work-related responsibilities of the specialists and determine which tasks should be redistributed to other departments or employees themselves. A report of the findings should be developed. | September 1997 |
| 2. The Coordinator should present the findings to the Assistant Superintendent of Human Resources and Support Services*. Once analyzed, the Assistant Superintendent should prepare recommendations for implementing the changes. Consultation with the principals and the MIIS Department will be necessary. | October 1997 |
| 3. The Assistant Superintendent should present the recommendations to the Cabinet for comments and revisions. | November 1997 |
| 4. The MIIS Department should program any necessary technology requirements. | January - May
1998 |
| 5. The Assistant Superintendent should inform principals and department heads of changed responsibilities in implementing the new procedures. | June - July
1998 |
| 6. The Assistant Superintendent should ensure that new program is fully implemented and that task reassignments are evaluated. | Beginning
August 1998 and
Ongoing |

FISCAL IMPACT

This recommendation can be accomplished within existing resources.

FINDING

Personnel Services is supported by seven clerical/secretarial staff -- three secretaries, two clerk specialists, a clerk typist and a PBX operator. Two secretaries support the director and coordinator. The other secretary, whose duties include preparation of reports, fills in where needed. The two clerk specialists are responsible for entering applications into a database, initial screening and filing of applications, maintaining fingerprinting records, and monitoring substitutes. The clerks also serve as

* Note: Position recommended to be Executive Director of Human Resources and Employee Relations in Chapter 4.

receptionists for the department, assisting visitors who are picking up applications or seeking information. The clerk typist is responsible for the mail and filing of personnel records.

The clerical/secretarial staff comprise almost 37 percent of the entire staff of the department. Personnel specialists do not require much clerical or secretarial support since they process all their own work from typing forms to pulling personnel record folders.

RECOMMENDATION

Recommendation 6-3:

Eliminate one secretarial position.

With only two administrative positions in the department, two secretaries are ample for a department of this size. Since many secretarial and clerical functions of the personnel specialist are handled by the specialist themselves, when additional clerical work is needed in the department, the clerk specialists or filing clerk should be able to step in during those times when paperwork becomes increasingly difficult to handle by the secretaries or clerk specialists.

IMPLEMENTATION STRATEGIES AND TIMELINE

- 1. The Assistant Superintendent for Human Resources and Support Services should prepare a recommendation to the Board that one secretarial position be eliminated from the department. July 1997

- 2. After approval by the Board, one of the secretarial positions should be eliminated and responsibilities reassigned between the two remaining secretarial positions. September 1997

FISCAL IMPACT

The elimination of one secretarial position will produce a cost savings to the district of \$22,443 (Grade 4 - mid-point salary) plus benefits of 28 percent for a total of \$28,727. For 1997-98, the fiscal impact is calculated at 75 percent.

Recommendation	1997-1998	1998-1999	1999-2000	2000-01	2001-02
Eliminate Secretarial Position	\$21,545	\$28,727	\$28,727	\$28,727	\$28,727

FINDING

* Note: Position recommended to be Executive Director for Human Resources and Employee Relations in Chapter 4.

In Chapter 4.0 of this report, a recommendation was made to realign assistant superintendents and director positions. As part of this realignment, the functions of the Division of Human Resources and Student Services are reduced by the elimination of the Departments of Student Services and Media Services. The division in the proposed structure is overseen by an Executive Director of Human Services and Employee Relations. Three departments would comprise the division: Personnel Services, Employee Relations, and Staff Development.

With this proposed change, the Executive Director's span of control encompasses three departments allowing time for focused leadership in the areas of Personnel Services, Staff Development, and Employee Relations. With the addition of a Department of Employee Relations, many of the responsibilities now undertaken by the Director of Personnel Services will be shifted to this unit and the Director of Personnel Services will be able to concentrate efforts on personnel policy implementation, hiring processes, overseeing the personnel specialists, the clerical staff, and all other services delivered to district personnel. The proposed restructuring reduces the need for an additional coordinator.

RECOMMENDATION

Recommendation 6-4:

Eliminate the position of coordinator.

With responsibilities redistributed to the Director of Employee Relations and more direct assistance from the Executive Director of Human Resources, the position of coordinator can be eliminated. Exhibit 6-4 shows the Proposed Organization of the Division of Human Resources and Employee Relations.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|---------------|
| 1. The Assistant Superintendent for Human Resources and Student Services* should recommend to the Board that the coordinator position be eliminated. | January 1998 |
| 2. Once approved by the Board, the Director of Personnel Services should undertake those responsibilities attributed to the coordinator. | February 1998 |

FISCAL IMPACT

With the elimination of the coordinator position, a cost savings to the district of \$69,919 would be realized (\$54,624 base salary plus 28 percent in benefits).

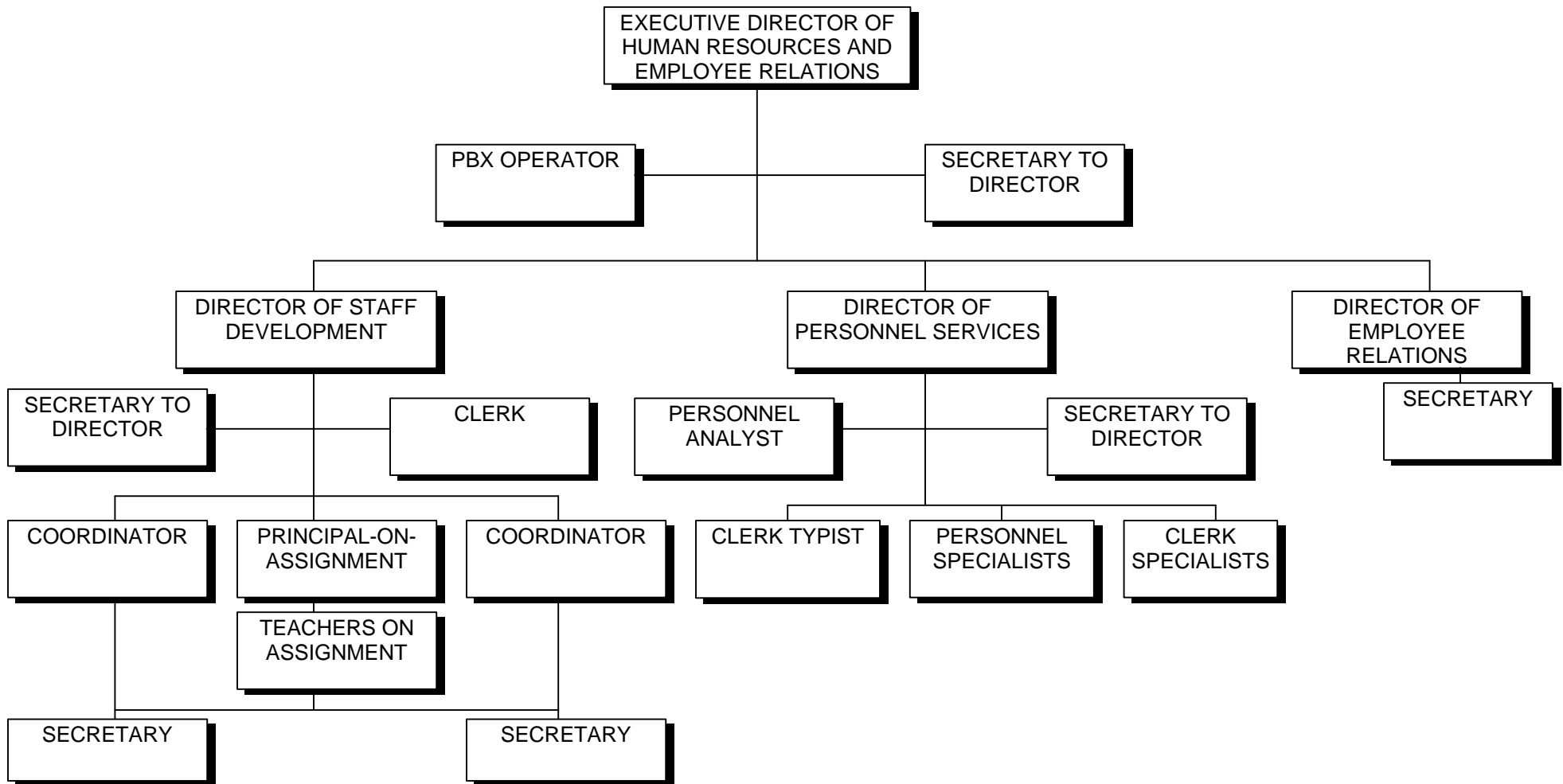
* Note: Position recommended to be Executive Director of Human Resources and Employee Relations in Chapter 4.

Recommendation	1997-1998	1998-1999	1999-2000	2000-01	2001-02
Eliminate Coordinator Position	\$34,960	\$69,919	\$69,919	\$69,919	\$69,919

FINDING

In 1994-95, a salary survey analysis was conducted for Lee County School District by Ernst and Young. A second salary study was completed in 1996 by the Florida Association of District School Superintendents. Restructuring the district's supplementary salary schedule was not a part of that analysis. Salary supplements are given to personnel in many categories (e.g., advanced degrees, longevity, peer teacher duty). Supplements are not necessarily for extra duties, but may be based on enrollments and specialist positions titles. The process for assigning supplements to a employee is complicated.

**EXHIBIT 6-4
PROPOSED ORGANIZATIONAL STRUCTURE
DIVISION OF HUMAN RESOURCES AND EMPLOYEE RELATIONS
LEE COUNTY SCHOOL DISTRICT**



Source: Created by MGT, 1997.

RECOMMENDATION

Recommendation 6-5:

Conduct a comprehensive salary and supplement study and simplify the process.

A review of the salary and supplement structure provided to personnel should be conducted. Restructuring the salary of personnel who are provided with supplements based on position and enrollments should be incorporated into the salaries, eliminating the need for such an extensive array of supplements.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|---------------|
| 1. The Assistant Superintendent of Human Resources and Support Services should request a study of the salary and supplement structure. | January 1998 |
| 2. The Assistant Superintendent should get Board approval to solicit bids for the study. | January 1998 |
| 3. The Assistant Superintendent should work with the Purchasing Department to solicit bids for a salary study upon approval of Board to proceed. | February 1998 |
| 4. The Assistant Superintendent should determine the award recommendation and submit the recommendation for Board approval. | March 1998 |
| 5. The vendor should conduct a salary study. | April 1998 |
| 6. The Assistant Superintendent should review the recommendations of the salary study with the two associations as part of the yearly salary negotiations. | July 1998 |
| 7. The district should implement the recommendations of the salary study based on the approval of the associations, district administration, and the Board. | February 1998 |

FISCAL IMPACT

The one-time cost to the district to conduct such a salary analysis would be approximately \$25,000.

Recommendation	1997-1998	1998-1999	1999-2000	2000-01	2001-02
Conduct a Salary and Supplement Study	(\$25,000)	-----	-----	-----	-----

6.2 Management And Planning

The Department of Personnel Services is responsible for planning, implementing, and maintaining a sound system of human resources management practice that assists district personnel in meeting their employment obligations.

CURRENT SITUATION

State law regulates many personnel functions typically described in the district's policy manual. Chapter 4 of this report provides a list of the many recent policy updates pertaining to personnel. For example:

- In Chapter III of the School Board Policies on instructional and certified administrative personnel, revisions and updates to the chapter were made to such policies as general requirements for appointment, certification, resignation, voluntary transfers, supervision or dismissal.
- In Chapter IV of the School Board Policies on noninstructional personnel, 100 percent of the chapter was updated.

FINDING

A detailed procedural manual for Personnel Services, which guides the activities of the Personnel Department and ensures that personnel practices comply with all regulations, does not exist in the Lee County School District. The procedural manual provided during this review was a portfolio of the department's daily activities. While some procedural guidelines were present in the three-ring binder, the binder also held various documents, schedules, correspondence, and other information which was pertinent only to the owner of the manual. No procedural manual that guides, directs, and implements the policies of the district exists.

RECOMMENDATION

Recommendation 6-6:

Develop a procedural manual for the Department of Personnel Services.

The personnel procedural manual should include a mission statement for the department, list of policies guiding personnel decisions, and the processes required to carry out the functions of the department. The manual should be presented in a clear and concise manner that is structured for easy reading and guidance.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Director of Personnel Services should appoint a committee of personnel staff to put together a procedural manual for all activities undertaken by the department. September 1998

- | | |
|---|--------------|
| 2. The committee should review all tasks and processes within the department and then decide how the procedures will be organized within the manual, how it will be structured, and what it will contain. | October 1998 |
| 3. The Director should develop a mission statement that will be consistent with the goals and objectives of the district for the committee's review. | January 1999 |
| 4. The draft personnel procedural manual should be sent to the Assistant Superintendent of Human Resources and Support Services* for review, comment, and subsequent approval. | March 1999 |
| 5. Once approved, a copy should be distributed to all personnel staff members. | March 1999 |

FISCAL IMPACT

The manual can be developed by existing staff. The one-time cost to the district of \$200 is calculated based on an average cost of \$10 to print the anticipated 16 manuals through the Printing Services Department.

Recommendation	1997-1998	1998-1999	1999-2000	2000-01	2001-02
Develop a Procedural Manual	---	---	(\$200)	---	---

FINDING

No comprehensive handbook on personnel functions exists for schools. The agreement for the Teachers Association of Lee County (TALC) provides detailed information on such items as negotiations, grievances, teaching conditions, work year, and health benefits for teachers, but information on schedules, deadlines, certification data, and personnel services are not included. Similarly, the agreement for the Support Personnel Association of Lee County (SPALC) covers many of the same areas as the TALC agreement, but schedules, deadlines and day-to-day operational guidelines are not included.

The agreements do not provide clear procedural guidelines for schools that specify the personnel functions of the district that each employee must complete annually (e.g., keeping personnel file updated). The Division does publish documents such as the Substitute Teacher Handbook and the Certification Guide that provide valuable information for teachers. These documents are not easily referenced in schools to manage daily personnel questions. Instead, school personnel report making frequent phone calls to the Personnel Services Department.

* Note: Position recommended to be Executive Director of Human Resources and Employee Relations in Chapter 4.

RECOMMENDATION

Recommendation 6-7:

Develop a Personnel Handbook for employees.

The Personnel Handbook should include the following:

- services performed by the department;
- timelines for processing all personnel transactions;
- procedures, models and benchmarks for performance appraisal;
- requirements for submitting records for personnel files;
- procedures for accessing a substitute;
- requirements for certification; and
- guidelines for staff development.

The manual should be presented in a clear and concise manner that is structured for easy reading and guidance. The manual should be linked to established district policies. The manual should assist employees and schools in understanding their responsibilities in reporting information to the Personnel Services Office.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|----------------|
| 1. The Director of Personnel Services, in collaboration with the Director of Staff Development, should develop the Personnel Handbook. | September 1998 |
| 2. The Director should develop a schedule for developing the manual. | October 1998 |
| 3. The Director should present the first draft to the Assistant Superintendent* to review and make recommendations for revisions. | April 1999 |
| 4. The Director should make revisions and submit a final draft for review and comment to the Assistant Superintendent. | May 1999 |
| 5. The Superintendent should approve the manual. | June 1999 |

* Note: Position recommended to be Executive Director of Human Resources and Employee Relations in Chapter 4.

FISCAL IMPACT

The one-time cost to the district of about \$1,000 is calculated based on an average cost of \$10 to \$13 to print the manuals for each school through the Printing Services Department.

Recommendation	1997-1998	1998-1999	1999-2000	2000-01	2001-02
Develop a Personnel Handbook	-----	-----	(\$1,000)	-----	-----

6.3 Recruitment and Employment of Personnel

One major function of the Personnel Services Department is to recruit and employ professional personnel and support staff for authorized positions in all departments and schools.

CURRENT SITUATION

Personnel Services is responsible for ensuring that all positions in the Lee County School District are filled. The department advertises and posts district vacancies, accepts applications for employment, plans recruitment efforts, acts upon recommendations for employment, and processes new hires. The hiring process is decentralized. The department does not rate application folders, provide initial screening, interview, or make selections of candidates. This process is done by other departments (assistant superintendents, directors) and the schools (principals).

Exhibit 6-5 shows all full-time certified and noncertified positions in the district. The exhibit does not include part-time employees which total nearly 1,900.

FINDING

Exhibit 6-6 provides the attrition rate of professional staff for the past three years. On the average, nearly 300 teachers leave Lee County each year due to retirement, dismissal, moving out-of-area, accepting other employment, medical problems, dissatisfaction with the job, failure to meet certification requirements, or death. During the 1995-96 school year, the numbers of teachers leaving was reduced by 27.

Attrition rates for the past three years range for principals from one percent in 1993-94 to 11.5 percent in 1994-95. A large increase in principal and administrative attrition was evident in 1994-95 and is largely due to the early retirement incentive program that was offered that year. While the district does not have a particularly high rate of attrition for professional staff, the number of teachers that must be hired each year places great demands upon the district to ensure that these positions are filled. This is particularly critical for minority teachers.

**EXHIBIT 6-5
DISTRICT PERSONNEL CLASSIFICATIONS
BY NUMBER AND PERCENT OF FULL-TIME STAFF**

CLASSIFICATION OF STAFF	NUMBER OF STAFF	PERCENT OF TOTAL STAFF
Administrators		
District ⁽¹⁾	87	1.5%
School ⁽²⁾	148	2.5%
Total Administrators	235	4.0%
Instructional Staff		
Teachers	2,963	50.2%
Counselors	115	1.9%
Librarians/Media Specialists	72	1.2%
Student Services ⁽³⁾	63	1.1%
Instructional Support ⁽⁴⁾	42	0.7%
Others ⁽⁵⁾	50	0.8%
Total Instructional Staff	3,305	56.0%
Support Staff		
Nurses	19	0.3%
Business Services	13	0.2%
Pupil Services	6	0.1%
Staff Services	11	0.2%
Media Staff	13	0.2%
MIIS Staff	40	0.7%
Secretarial/Clerical	438	7.4%
Aides ⁽⁶⁾	488	8.3%
Specialists/Managers	133	2.3%
Food Services	112	1.9%
Facilities Planning	5	0.1%
Maintenance	200	3.4%
Custodians	272	4.6%
Transportation	523	8.9%
Print Shop	15	0.3%
Others	71	1.2%
Total Support Staff	2,359	40.0%
GRAND TOTAL	5,899	100.0%

Source: Department of Personnel Services, January 1997.

- (1) Administrators at the district level include superintendent, assistant superintendents, directors, supervisors/coordinators, administrators on special assignment.
- (2) Administrators at the school level include principals, assistant principals.
- (3) Student Services include social workers, occupational specialists, and school psychologists.
- (4) Instructional Support includes primary specialists, program specialists, technology specialists.
- (5) Others include bilingual specialists, activity directors, athletic directors, administrative assistants at the school year.
- (6) Aides include teacher, clinic, library, office, bus, and community aides.

**EXHIBIT 6-6
ATTRITION RATE FOR EMPLOYEES
1993-94 THROUGH 1995-96 SCHOOL YEARS**

REASONS FOR LEAVING DISTRICT	1993-94		1994-95		1995-96	
	NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT
Instructional						
Moved from area	53	22.5%	62	19.6%	71	24.5%
Accepted other employment	21	8.9%	18	5.7%	27	9.3%
Family obligations	10	4.2%	6	1.9%	8	2.8%
End of contract, temporary position, etc.	21	8.9%	33	10.4%	33	11.4%
Loss of unit	0	0.0%	2	0.6%	1	0.3%
Failure to meet certification requirements	0	0.0%	1	0.3%	2	0.7%
Education enrollment	1	0.4%	4	1.3%	0	0.0%
Dismissal	1	0.4%	1	0.3%	0	0.0%
Medical	2	0.8%	3	0.9%	4	1.4%
Retirement (1)	35	14.8%	89	28.1%	15	5.2%
Deceased	3	1.3%	2	0.6%	3	1.0%
No reason given	14	5.9%	26	8.2%	32	11.0%
Other	75	31.8%	70	22.1%	94	32.4%
Total Instructional Staff Leaving District	236	100.0%	317	100.0%	290	100.0%
Total Instructional Staff	2,887		3,037		3,159	
Overall Attrition Rate	8.2%		10.4%		9.2%	
Administrators						
Moved from area	1	11.1%	1	4.0%	1	9.1%
Accepted other employment	0	0.0%	0	0.0%	5	45.5%
Contract expired	0	0.0%	2	8.0%	0	0.0%
Retirement (1)	6	66.7%	19	76.0%	2	18.2%
Deceased	1	11.1%	1	4.0%	0	0.0%
No reason given	1	11.1%	2	8.0%	2	18.2%
Other	0	0.0%	0	0.0%	1	9.1%
Total Administrators Leaving District	9	3.8%	25	7.9%	11	3.8%
Total Administrators	235		240		223	
Overall Attrition Rate	3.8%		10.4%		4.9%	
Principals						
Accepted other employment	1	100.0%	0	0.0%	2	50.0%
Retirement (1)	0	0.0%	8	88.9%	2	50.0%
Deceased	0	0.0%	1	11.1%	0	0.0%
Other	0	0.0%	0	0.0%	0	0.0%
Total Principals Leaving District	1	0.4%	9	2.8%	4	1.4%
Total Principals	72		78		81	
Overall Attrition Rate	1.4%		11.5%		4.9%	
Total Staff						
Total Staff Leaving District	246		351		305	
Grand Total Staff	3,194		3,355		3,463	
Grand Total Attrition Rate	7.7%		10.5%		8.8%	

Source: Lee County School District Department of Personnel Services, 1997.

(1) Retirement figures include normal retirement, early retirement and early incentive retirement.

Exhibit 6-7 shows the number of minority students, teachers and other employees in the district in 1996-97.

**EXHIBIT 6-7
STUDENTS, TEACHERS, ADMINISTRATORS
AND SUPPORT STAFF BY ETHNIC CLASSIFICATION IN THE
LEE COUNTY SCHOOL DISTRICT 1996-97**

CLASSIFICATION	AFRICAN AMERICAN		AMERICAN INDIAN		ASIAN		HISPANIC		TOTAL MINORITY		WHITE		TOTALS
	#	%	#	%	#	%	#	%	#	%	#	%	
Students	8,368	16.0%	0	0.0%	523	1.0%	6,276	12.0%	15,167	29.0%	37,135	71.0%	52,302
Teachers ⁽¹⁾	194	6.3%	12	0.4%	6	0.2%	95	3.1%	307	10.0%	2,757	90.0%	3,064
Administrators and Support Staff	417	14.7%	7	0.2%	15	0.5%	198	7.0%	637	22.5%	2,198	77.5%	2,835
Total Staff	611	10.4%	19	0.3%	21	0.4%	293	5.0%	944	16.0%	4,955	84.0%	5,899

Source: Statistical Brief, Membership in Florida Public Schools, Florida Department of Education, December 1996 and Lee County Personnel Services, 1997.
(1) Includes counselors and librarians.

Since almost 30 percent of Lee County students are minorities, the district recognizes the benefits of having a culturally diverse faculty and staff. In 1991, the department developed a minority recruitment plan to attract minority staff. The plan identifies strategies for increasing the pool of minority applicants. Efforts are made to reach out to minority candidates by targeting recruitment fairs in urban areas and an array of colleges and universities with four-year teacher preparatory programs.

To further enhance the district's efforts to recruit minorities, in December 1995 the Board adopted a district policy on the recruitment and retention of instructional and certified administrative minority personnel. The policy formally recognizes the importance of recruiting and retaining qualified and diverse instructional and administrative staff. Similarly, Lee County School District's Affirmative Action Plan, adopted in 1992, established the district's commitment to equal employment opportunity.

Exhibit 6-8 shows the number of minority recruits hired and retained 1992-93 through 1996-97.

COMMENDATION

Lee County School District is commended for its efforts to develop a culturally diverse faculty and staff.

Continued recruiting in this area should further enhance the district's ability to serve a culturally diverse student population.

**EXHIBIT 6-8
MINORITY RECRUITS HIRED AND RETAINED IN THE
LEE COUNTY SCHOOL DISTRICT
1992-93 THROUGH 1996-97**

YEAR	HIRED	RETAINED	% RETAINED
1992-93	31	23	74.2%
1993-94	54	38	70.4%
1994-95	52	45	86.5%
1995-96 ⁽¹⁾	48	47	97.9%
1996-97	52	----- (2)	-----
TOTAL ⁽³⁾	185	153	82.7%

Source: Assistant Superintendent of Human Resources and Support Services, 1997.

(1) Number reported at the time the recruitment report of minorities went to the Board.

(2) No figures available at this time.

(3) Total does not include 1996/97.

FINDING

Until recently, a list of substitute teachers was provided monthly to each school. If a school had difficulty finding a substitute, Personnel Services provided one. In May 1997, a new automated system was installed. With this system, the school or teacher calls in and reports an absence and the system finds the substitute.

The Substitute Employee Management System (SEMS) utilizes a computer located in the district office with data and voice capabilities. SEMS is accessed by public telephone and information is entered using a key pad of a touch tone telephone. Messages may be left and the system will automatically contact an appropriate substitute or one specifically named for the job. The substitute may then accept or decline the offer.

During March and April 1997, training sessions were held for employees and substitutes on the system.

Prior to the installation of the new system, the list provided to the schools contained over 900 substitute names and was updated and sent to the schools monthly. The cost to print the monthly list ranged from \$200 to \$300, for a total cost to the district of \$2,500 a year (based on an average of \$250 a month for ten months). Summer school was not included in this total.

COMMENDATION

Lee County School District is commended for using technology to save the time, labor, and dollars for the time consuming task of contacting substitutes for teacher absences.

FINDING

Sections 231.086 and 231.095, Florida Statutes, require that teachers earn at least six (6) semester hours each year toward becoming certified in any area in which they are out-of-field. This requirement is for any teacher teaching out-of-field even though it may be for only one hour a day. The mandate further states that parents of students enrolled in these classes must be notified if the teacher is teaching out-of-field.

Teachers who do not take the required coursework can not be reappointed in an out-of-field position. Reports are sent to the schools from Personnel Services listing those teachers teaching out-of-field. Principals are responsible for verifying the list. Personnel Services tracks the teacher to see that requirements are met to maintain out-of-field teaching status. If teachers are not reported to Personnel Services, the department has no way of identifying these teachers. Thus, some teachers remain unreported. As a result, the district is in the position of potentially losing state funding.

During the 1995-96 school year, a total of 573 teachers were identified as teaching one or more courses out-of-field (see Exhibit 6-9). During the 1996-97 school year, a total of 680 teachers were identified as teaching out-of-field. This equates to 22 percent of the 3,063 teachers or nearly a fourth of the entire teaching faculty. The majority of these teachers in both years are assigned to teaching ESOL and ESE students. Approximately 15.9 percent in both years are teaching in other instructional areas. The recruitment of teachers for ESOL and ESE is particularly difficult and not unusual as many districts across the country are faced with the same problem.

In Spring 1995, the Florida Department of Education cited the district for retaining teachers in the "out of field" category who had not fulfilled the state coursework requirements. While the state assessed the district FTE funds for this non-compliance, the funds were offset by other adjustments. Unless proper tracking of out-of-field teachers occurs, serious consequences can result. Since Spring 1995, the Personnel Services Department has increased their efforts to make schools aware of the importance of reporting out-of-field teachers. Meetings with principals have been held and letters sent to each school reminding them of proper reporting procedures and requirements that must be met.

RECOMMENDATION

Recommendation 6-8:

Develop a program to electronically link student class codes with teacher class codes so that Personnel Services can identify and track teachers teaching out of field.

**EXHIBIT 6-9
TEACHERS TEACHING "OUT-OF-FIELD" IN THE
LEE COUNTY SCHOOL DISTRICT
1995-96 AND 1996-97**

YEAR	NUMBER OF TEACHERS	PERCENT
1995-96		
ESOL	346	60.4%
ESE	136	23.7%
Other	91	15.9%
Total	573	100.0%
1996-97		
ESOL	396	58.2%
ESE	176	25.9%
Other	108	15.9%
Total	680	100.0%
Source: Department of Personnel Services, 1997.		

The MIIS Department should program a link between student class codes and teacher class codes so that lists can be generated of those teachers teaching out-of-field. The lists will then provide the information necessary for Personnel Services to track these teachers in making sure they are meeting state requirements. Printouts could be generated twice or more a year for personnel specialists to determine who is teaching out-of-field.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|-----------|
| 1. The Director of Personnel Services should place a request with the Assistant Superintendent for Human Resources and Support Services* that the MIIS Department set up a program to link student class codes to a teacher's class codes with links to the teacher's certification file. | July 1998 |
| 2. The Assistant Superintendent should direct MIIS Department to develop such a program making it a priority task. | July 1998 |
| 3. The Director should work with the MIIS Department to ensure that what they are seeking is attainable and provide input into what they are seeking. | July 1998 |

* Note: Position recommended to be Executive Director of Human Resources and Employee Relations in Chapter 4.

- | | |
|---|-------------------------------|
| 4. The MIIS Department should develop a program to link student class codes to teacher class codes. | August 1998 -
October 1998 |
| 5. The MIIS Department should test run the first reports with teachers teaching out-of-field and provide them to the personnel specialists. | November 1998 |

FISCAL IMPACT

This recommendation can be accomplished within existing resources.

6.4 Salary Schedules and Employee Benefits

Competitive salaries and fringe benefits, such as retirement and health benefits, are keys to attracting and retaining highly qualified and competent professional staff and employees.

CURRENT SITUATION

The negotiating agent for teachers in Lee County School District is the Teachers Association of Lee County (TALC). A three-year agreement between the association and the school board was signed in November 1996 and will expire in August 1999.

In the 1996-97 school year, a Lee County teacher with a bachelor's degree earns anywhere from \$25,264 with no experience to \$42,803 for 25 or more years of experience. For a master's degree, \$2,300 can be added to each year's salary.

The bargaining agent for negotiating wages, hours, and terms and conditions of employment for Lee County School District support personnel excluding supervisory, managerial-confidential employees is the Support Personnel Association of Lee County (SPALC). The agreement between the association and school board remains in effect for a year and negotiations on wages for 1997-98 began in February.

Salaries for administrators, other professional employees, and support personnel other than teachers are determined by pay grades and steps based on the number of years of experience.

The district provides a comprehensive benefits package that includes health and life insurance. Sick leave is accrued at one day credit for each month of employment. Risk Management administers these programs. The package itself is estimated at approximately 28 percent of the employee's salary.

FINDING

The average salary of a Lee County School District teacher is competitive with other districts throughout the state and, in fact, ranks number ten for districts with the highest

average salary across the state. Exhibit 6-10 presents the top ten districts in the State of Florida with the highest average teacher salaries.

**EXHIBIT 6-10
AVERAGE TEACHER SALARY IN SELECTED DISTRICTS BY RANK
1995-96**

SCHOOL DISTRICT	AVERAGE SALARY
Dade County	\$40,193
Collier County	\$38,050
Sarasota County	\$36,962
Broward County	\$36,909
Palm Beach County	\$36,870
Seminole	\$34,082
Pinellas County	\$32,846
Suwannee County	\$32,658
Manatee County	\$32,563
Lee County	\$32,491

Source: 1995-96, Florida Teaching Profession-National Education Association, Florida Department of Education data.

COMMENDATION

Lee County School District is commended for providing excellent salaries to teachers that are competitive with other districts in the state.

FINDING

In 1994-95, the district offered an early retirement incentive program to its employees. The district is offering a similar program in 1997-98 on a voluntary one-time offer with an effective date of July 1997. Employees who participate in this plan will be able to enhance their district and state retirement programs by choosing one of two options.

While figures are not available projecting the savings to the district for this year's plan, the savings to the district in offering a similar plan in 1994-95 created a projected fiscal savings of \$5 million over a five-year period or over \$1.2 million a year.

COMMENDATION

Lee County School District is commended for the savings they have generated by offering early retirement plans in 1994-95 and again in 1997-98.

FINDING

The Lee County School District does not provide compensatory (comp) time in place of overtime pay. However, according to some of the administrators that were interviewed, while the district does not have an official policy on compensatory time, some supervisors do offer comp time to their employees if the employee is asked to work a few hours overtime. According to a decision made by the Board attorney, this is technically not a legal practice since the district does not allow for comp time.

According to the federal Fair Labor Standards Act, a “covered” employee (one who is hired to do work that is not “executive, administrative, or professional in nature) who works more than 40 hours in any “covered” employment is entitled to overtime pay or comp time. An employer and “covered” employee may mutually agree that the employee be granted comp time in lieu of payment, if the comp time is used in a week following the week during which the overtime was worked.

RECOMMENDATION

Recommendation 6-10:

Develop a policy that provides clear guidelines for the use of compensatory time and overtime pay.

This policy should allow supervisors to grant comp time which they are not legally able to do at this time and should save the district a substantial portion of the \$300,000 now budgeted for overtime hours. The policy would need to be negotiated with SPALC.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|---------------|
| 1. The Board should begin developing a policy for implementing comp time. | October 1997 |
| 2. Working with SPALC, a policy should be drafted giving an employee the choice of comp time or overtime pay in specified circumstances. | November 1997 |
| 3. The Board should approve the policy. | January 1998 |
| 4. The policy should be implemented. | February 1998 |

FISCAL IMPACT

Fiscal impact cannot be determined at this time. However, a cost savings to the district should occur if an employee is given the choice of receiving comp time over overtime pay.

6.5 Job Descriptions

Personnel Services is responsible for the preparation, revision, and maintenance of job descriptions for all district positions.

CURRENT SITUATION

Job descriptions for SPALC members have been undergoing review and revision for the past school year. In the 1995-96 Support Personnel Association agreement, specific reference is made to job descriptions. The agreement states that the Board agrees “to conduct an ongoing review of job descriptions to insure that an accurate reflection of performance expectations is maintained.”

FINDING

Two studies of the Lee County School District, one in 1995 by Ernst and Young and another in 1996 by the Florida Association of District School Superintendents, were conducted and resulted in recommendations to review and revise job descriptions. A SPALC committee reviewed and rewrote job descriptions for support personnel over this past year. As a result, approximately 100 support personnel job descriptions have been revised. Fifty (50) of the revised descriptions have received Board approval. The other 50 job descriptions were sent to the Superintendent in October 1996 requesting a half-day workshop with the Board to go over the revised job descriptions. No action has been taken.

Prior to the recent revisions, many job descriptions had not been consistently reviewed and revised, some since 1974. The SPALC committee is developing a process for reviewing and revising job descriptions on a regular basis.

The new job descriptions for support personnel were provided for review. Job descriptions could not be accurately crosswalked with a list of current support personnel. Job descriptions for some of the listed personnel could not be found. Job titles and job descriptions did not match. For example, no job description could be found for a position listed as Assistant Principal for Administration.

Of the job descriptions provided and approved by the Board, none had been dated as being revised. The newly revised descriptions are similar in format, but physical requirements for the job have been added and performance responsibilities have been divided into “essential functions” and “other responsibilities.”

Some administrative and instructional position descriptions show dates of adoption as far back as 1974. A group of positions descriptions appears to have been amended in 1988 and 1989, but that is more than eight to nine years ago. The attempt to locate a job description for each type of position was abandoned when job titles could not be matched nor could some descriptions be found for some positions. Revisions for administrative, instructional, and non-union positions are in the process of being completed and will also go before the Board.

RECOMMENDATION

Recommendation 6-11:

Complete the process of rewriting, revising, and updating all job descriptions in the district and develop procedures for updating descriptions every two years.

While the district is commended for undertaking this process, administrators need to progress quickly and set schedules and deadlines to have all completed no later than January 1998 and a procedure in place for each department and school to review positions every two years.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Director of Personnel Services should instruct the committee now working on revising job descriptions to set up a schedule for completing the process by January 1998. July 1997
2. The committee should prepare a schedule along with deadlines to complete the revision of job descriptions. July 1997
3. Once the schedule is in place and deadlines set for revising each of the remaining groups of employees, all job descriptions should be completed. August 1997 through December 1997
4. Both associations should complete a review of all job descriptions and the procedures for revisions. January 1998
5. Once approved by the Board, the job descriptions should be dated and placed in binders. Written procedures should be distributed to the responsible parties that will undertake revising job descriptions at least every two years. June 1998

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

6.6 Personnel Records

State of Florida School Law (Chapter 231.291) and the State Board of Education Administrative Rules (6A-1.068) make provisions for school districts to maintain personnel files and records. One primary reason for keeping such records is to

document years of service for state retirement and to maintain licensing and certification data.

CURRENT SITUATION

The Department of Personnel Services is responsible for maintaining efficient, accurate and up-to-date employee personnel files and taking necessary measures to protect the confidentiality of these files. An employee personnel file contains the employee's application for employment, transcripts, work history, contract, certifications, appraisals, oath of office, and other employee related documents.

FINDING

Personnel records for all employees are stored on metal shelves contained in a unit that consists of moveable rows that can be moved apart to allow walking space between the shelves. Only two rows of shelves can be opened at any one time. The unit itself is located in a small room managed by a personnel clerk-typist and is secured nightly as required by law.

A sign-in record is kept of persons accessing personnel records with the exception of personnel specialists and personnel administrators who have access to employee files at any time. Files being reviewed must be toted elsewhere since there is no room to review files where they are stored. For the specialists, this does not present a problem as their offices are located directly outside the records room. However, for others that have permission to access the files, the files are carried to another location far from the records room. Security of employee files could be compromised.

RECOMMENDATION

Recommendation 6-12:

Provide an area near the records room for staff to review files.

One of the small partitioned areas directly outside the records room could serve as a reviewing area. With the reduction of personnel specialists as recommended in Recommendation 6-1, one of the specialist offices could be vacated and designated for this purpose.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Director of Personnel Services should reorganize the working space designated for personnel specialists so that one of the partitioned offices outside the records room could be used as a reviewing area. August 1997

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

As described in Section 6-1, personnel specialists are responsible for maintaining employee files for an identified number of employees. The specialist sees that the files for these employees are kept up-to-date, work history is recorded, and documents in the files are organized in some reasonable fashion so that when an employee's file is reviewed, specific documents can be found easily and quickly. Inactive files (records for those employees who have retired, deceased, or have left the district) are sent to Record Management.

A random sample of current employee personnel files found the files in most cases are up-to-date containing the necessary documents. However, locating specific documents is cumbersome; a lack of organization or categorizing documents into sections was evident. While in some of the files similar documents were clipped together, in other files they were not. Reviewing specific documents required a search of the file document by document.

RECOMMENDATION

Recommendation 6-13:

Organize employee's personnel file so documents are grouped together for easy location.

Organizing employee files should allow for easy selection of specific documents that might need to be reviewed. For example, the service record of the employee should be up front and could be clipped to the left inside cover of the folder.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Director of Personnel Services should require personnel specialists to maintain personnel files so documents are placed into specific areas/sections within the file folder for easy location. Procedures to organize the file folders should be developed. This assignment could be placed with the Records Clerk. July 1997

2. Once the Records Clerk develops a plan for organizing the file folder documents and the plan is approved by the director, the process of reorganizing files should be implemented. August 1997

3. Starting with new hires, files should be set up according to the adopted procedure. Remaining employee files can be reorganized as they come up for review by the personnel specialists. Fall 1997

FISCAL IMPACT

This recommendation can be accomplished within existing resources.

6.7 Employee Appraisal System

Providing a fair, equitable, and an accountable appraisal system to improve an employee's performance or potential, to provide direction for an employee's professional growth, and to make administrative decisions with regard to an employee's retention is of major importance to a district.

CURRENT SITUATION

Lee County School District Board Policy 3.31, Personnel Assessment, and Policy 4.07, Evaluation, state that all instructional, administrative, and supervisory personnel shall be evaluated at least once a year and that a written record of each assessment shall be made and maintained. SPALC specifies that all support employees will also receive a written performance assessment at least once during each school year. A copy of an employee's evaluation is maintained in each individual's personnel file. Each appraisal instrument is unique to that position classification.

The Department of Personnel Services provides the deadlines for completing all performance assessments and makes recommendations for continued employment. Personnel Services staff monitor each employee file to see that a appraisal has been submitted. Personnel specialists are responsible for documenting and tracking appraisals for each employee and placing a copy of the appraisal in the employee's personnel folder. Directors and supervisors are called by the Personnel Specialists if an employee's appraisal has not been received. Principals and department heads are on contractual obligation to complete all performance assessments and recommendations for employment at the end of each school year.

FINDING

An analysis of personnel folders revealed that principals and some district administrators had not been evaluated. Personnel specialists report that, for the most part, evaluations of employees are received from principals and administrators, but in some cases, administrators are very lax in performing this function.

To determine if appraisals had been conducted every year for principals, administrators and other employees, a random review of personnel files was conducted. Checking back as far as 1980, evaluations were missing from almost every file which we reviewed. For some principal files, evaluations were missing consistently in 1993-94 and frequently for 1991-92 and 1987-88. Several central office administrators also did not have copies of evaluations on file. One senior administrator had never been evaluated since the date of hiring. Another senior administrator had been evaluated in 1979-80 and not again until 1996-97.

RECOMMENDATION

Recommendation 6-14:

Develop a process whereby administrators and supervisors are held accountable for consistently appraising staff.

While the Personnel Services Department sends reminders, sets schedules and deadlines for submission of appraisal instruments, and monitors and checks to see that appraisals are submitted, specialists lack the authority to do any more than remind those who have not conducted the appraisal. The district should develop a system to hold administrators accountable for appraising staff. For example, evaluation criteria should include criteria to appraise staff according to district policy.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Leadership Team should review, reexamine and evaluate the process used to evaluate staff. The importance of conducting the evaluation, schedules, deadlines, processes, the instruments used should be reemphasized and consequences developed if an administrator does not evaluate an employee. Fall 1997
2. Once the process, procedures, and consequences are set in writing, the Leadership Team should be presented to the Board for approval. January 1998
3. Newly approved guidelines, processes, procedures, schedules, and deadlines should be distributed to all district staff. March 1998

FISCAL IMPACT

This recommendation can be accomplished within existing resources.

FINDING

Lee County School District teacher appraisal instruments have been in the process of review and change. A pilot program on the teacher appraisal instrument has been implemented at several district schools. The appraisal instruments include a Professional Development Plan, a teacher self-assessment, and a final assessment checklist that is only required every three years for tenured teachers.

The Board has requested that student achievement be linked to teacher appraisals so that teachers can be held accountable for the performance of students. A joint union and management committee overseeing review and revision of teacher assessment instruments is awaiting for the outcome of this issues on the principal appraisal instruments now under consideration before moving any further on the teachers.

A similar review and revision of appraisal instruments is being conducted for principals. Since the board has requested that principals be held accountable in the evaluation process for student achievement, two appraisal plans have gone before the Board. The Board rejected the first as it did not hold principals accountable. With the assistance of a university professor, a second plan was developed. While this one held principals accountable, it was rejected by the Board because the plan was difficult to follow and understand. In January, the Principal Task Force, the committee overseeing this process, began working with an other outside consultant to develop an assessment that meets the criteria specified by the Board.

The new proposal would require that students be tested at the beginning and end of a school year rather than attempting to tie annual norm-referenced tests to principal accountability. Holding principals accountable for student achievement is nearly impossible without taking into consideration the challenges presented by student differences in administering each school.

Approximately \$4,000 has been spent on consultants to aid in the principal appraisal process. The first consultant was paid \$3,600 last July through December for professional services in the preparation of a principal appraisal plan. Additionally, approximately \$4,500 has been spent for the latest consultant who is still working with the district; a portion of this fee is for services related to principal assessment and the remainder for a three-day retreat held for top administrators.

RECOMMENDATION

Recommendation 6-15:

Finalize the appraisal process for principals and teachers and have the process in place by the beginning of 1998.

An extensive effort should be made by the Board before the end of the school year to determine the necessary training and instruments that will be used in assessing both teachers and principals. The two committees working on the appraisal system should have clear direction.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Principal Task Force should put forth a principal appraisal system that meets the criteria set forth by the Board for approval. July 1997
2. Once the Board approves the plan, implementation should begin by the dissemination of information to all principals. August 1997
3. The teacher appraisal system should be completed for Board approval. November 1997

4. Once approved by the Board, the plan should be implemented by dissemination to all teachers, training provided, and the appraisal instruments ready for use for Spring 1998 appraisals. January 1998

FISCAL IMPACT

This recommendation can be accomplished within existing resources.

6.8 Staff Development

The State of Florida mandates that school districts provide professional development and in-service training to school district personnel. Funds for staff development activities are provided by the state to each Florida School District based on the number of full-time equivalent (FTE) students. School districts frequently obtain additional revenues for staff development through an array of grant programs.

CURRENT SITUATION

Staff development at Lee County School District is a part of the Division of Human Resources and Student Services. The department is overseen by a Director of Staff Development. A staff of eleven carry out the functions of the department.

At each school site, a staff member is designated as an inservice representative. This staff member serves as a liaison between the Staff Development Center and the school. The representative is responsible for registering school-based training and individual inservice, planning and arranging school-based training, maintaining records of inservice attendance, and distributing inservice report forms.

The Department of Staff Development serves as the Regional Education Center [called the Southwest Florida Teacher Education Center (SWFTEC)], for Glades, Henry, and Lee counties. The Lee County School District is a member of the SWFTEC Consortium consisting of a committee of 50 to 60 members. The committee is comprised of representatives from the three districts including teachers, administrators, community and business members, university staff and parents who meet five times a year to set goals oversee policy, and develop programs in conjunction with the SWFTEC.

The major entities of the Staff Development Department are in the following areas:

- training opportunities for school improvement;
- ESOL training to assist teachers, administrators and support personnel in meeting the requirements of the (META) agreement;
- teacher training offering state-of-the-art instructional strategies and earned credit to apply to certificate renewal;
- technology training to advance all staff's technology skills with new offerings to focus on technology integration into the curriculum;

- administrative training offering such opportunities for teachers to develop the skills of leadership and receive training that will prepare them for future administrative roles and a two-year program for practicing administrators wishing to attain principal certification; and
- support personnel training offering such programs on customer service, CPR, communication skills, conflict resolution.

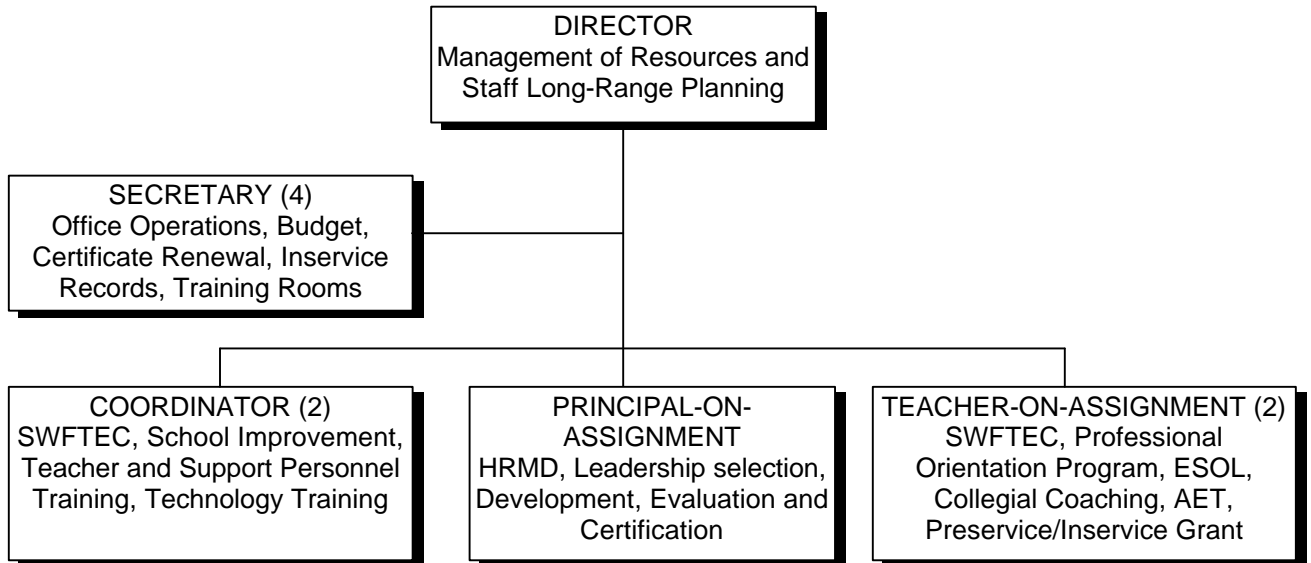
Exhibit 6-12 shows the organization of Staff Development Department.

FINDING

Of the four secretaries in the department, one serves as secretary to the director, one as secretary to the principal-on-assignment, one as a secretary to the two coordinators, and one as data entry staff. Three of the secretaries serving administrators have a line of responsibility for such department functions as bookkeeping, handling supplies and scheduling training rooms, and serving as office manager. The fourth secretary enters and maintain records for personnel inservice hours and points. The clerk typist coordinates registration for inservice and professional development classes. This position was recently added to the department as a result of a workman's compensation claim.

Secretarial and clerical assistance in Staff Development Department comprises 37 percent of the staff in the department -- that is, one secretary for the Director and half a secretary position for each professional staff member. While there is a need for support to register personnel for classes, maintain the budget, track inservice hours, schedule courses, maintain books, a smaller staff should be able to handle the responsibilities and during high peak times, temporary help could be employed as a part-time clerk.

**EXHIBIT 6-12
ORGANIZATIONAL STRUCTURE
STAFF DEVELOPMENT DEPARTMENT**



Source: Lee County School District, 1996-97 Budget.

RECOMMENDATION

Recommendation 6-16:

Eliminate one secretarial position.

Based on MGT's analysis, three secretarial positions should be sufficient to perform the duties and responsibilities required by this department.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent for Human Resources and Support Services* should recommend to the Board that one secretarial position be eliminated. July 1997
2. After approval by the Board, one secretarial position should be eliminated in the Staff Development Department and responsibilities redistributed among the three remaining secretaries. When workload is heavy, temporary help should be employed. September 1997

* Note: Position recommended to be Executive Director of Human Resources and Employee Relations in Chapter 4.

FISCAL IMPACT

The elimination of one secretarial positions will produce a cost saving to the district of \$22,443 (Grade 4 - mid-point salary) plus benefits of 28 percent for a total of \$28,727. The 1997-98 total is based on 75 percent of this salary.

Recommendation	1997-1998	1998-1999	1999-2000	2000-01	2001-02
Eliminate One Secretarial Position	\$21,545	\$28,727	\$28,727	\$28,727	\$28,727

FINDING

The mission of Staff Development Department is to provide high quality staff development programs to all members of the district; programs that are customer-focused, responsive, and progressive. Through effective needs assessments, program planning, training design, evaluation, and analysis of future trends and needs, the department provides a large array of opportunities for training and professional development.

For beginning teachers, teachers new to the district and teachers who are beginning a second career in teaching, the state requires (CH 231-17(3)) that the teacher participate in a Professional Orientation Program (POP), an orientation, training, and portfolio development program. With anywhere from 225 to 700 teachers in the program at anyone time, those enrolled must complete the program during their initial employment year except for those teachers with prior teaching experience who can receive a waiver for an early exit from the program.

The State of Florida mandates that instructional personnel must renew certification every five years and have earned 120 points of inservice credit. This credit can be earned in a variety of ways as the department provides extensive offerings with such programs as:

- Summer Institute Program - The program is held over a two week period in the summer offering many courses in which inservice credit may be earned. Teacher training sessions on state-of-the-art instructional strategies earn teachers credit as well as technology training.
- Districtwide Programs - Programs such as choice control plan, interpretation of test scores, and how to market the school.
- Technology, ESOL, ESE Training - The department has a cadre of teachers who can train others in technology, ESOL, and ESE.

With district teachers conducting the training, there is a cost savings to the district in dollars that would be expended if outside professional staff was hired. District teachers are compensated for their efforts. Fifty (50) percent of the training that is provided in the district is at the school level, while the other 50 percent is districtwide.

Twenty (20) percent of the support staff development is offered through district departments while 80 percent is through the districtwide staff development department. A one-time \$100 stipend is awarded to support staff for 24 hours of job-related inservice training.

The Human Resource Management Development Program (HRMD) consists of three components. The first is the screening, selection and appointment system for principals, assistant principals, and other educational leaders. Florida statutes require that a district school board adopt and implement such a program for appointment of new principals and assistant principals. The second component prepares new principals for this new role, and the third component is the administrative assessment plan.

Over \$1.5 million dollars is budgeted for staff development programs; 40 percent of the dollars come from state and federal grants.

A copy of the department's procedural manual is distributed to every department and school. The manual contains a staff development plan, inservice registration and sample forms, an inservice master plan, and the Florida Department of Education approved add-on endorsements.

In a survey conducted by MGT of administrators, principals, and teachers, 91 percent of the administrators, 92 percent of principals, and 76 percent of teachers rated staff development as adequate to outstanding. And when asked to rate the opportunities provided by the district to improve the skills of teachers, 86 percent of the administrators, 92 percent of principals, and 79 percent of teachers rated the opportunities as good to excellent.

When comparing Lee County staff development to staff development in other districts, 91 percent of administrators (including principals) rated staff development as adequate to outstanding while in other districts only 76 percent of the administrators (including principals) rate staff development as adequate to outstanding. Additionally, 76 percent of teachers rate staff development as adequate to outstanding while only 46 percent of teachers in other school districts rated staff development as adequate to outstanding.

COMMENDATION

The Lee County School District is commended for the outstanding delivery of training and professional development services to teachers and other personnel.

Of all surveys conducted by MGT in school districts across the country, staff development has never been rated as high by administrators, principals, and teachers as in Lee County.

FINDING

The Staff Development Department makes extensive efforts to respond to requests from each school to provide a wide array of offerings that meet the needs of teachers, administrators and the students they serve. The Staff Development Department

assumes a comprehensive role in bringing new ideas about education reform efforts into the classroom. At times, the department functions in tandem with initiatives of other departments (e.g. Curriculum Services). However, the scope of activities offered by the department frequently exceed or vary from the goals and objectives established by the Board in the area of instruction.

RECOMMENDATION

Recommendation 6-17:

Set annual goals for staff development that are consistent with Board goals and the District Improvement Plan.

Staff development goals should be set annually so that they are consistent with Board goals and the District Improvement Plan. This will help to prioritize the offerings that are made to teachers and will ensure that the offerings are tied to goals and do not exceed or vary too much from the goals and objectives established by the Board in the area of instruction.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|------------------------------|
| 1. The Director of Staff Development and professional departmental staff should begin to develop goals that are consistent with Board goals and the District Improvement Plan for the 1998-1999 school year. | Fall 1997 |
| 2. The goals should be developed. | January 1998 |
| 3. In preparing staff development activities for Summer 1998 and the 1998-99 school year, the Department should be sure that staff development programs and activities are tied to annual goals. | February 1998
and Ongoing |

FISCAL IMPACT

This recommendation can be accomplished within existing resources.

7.0 COMMUNITY INVOLVEMENT

This chapter discusses the relationship and interactions between the Lee County School District and the citizens and businesses of the surrounding communities served by its 67 schools. The chapter is organized into three sections addressing the following:

- 7.1 Public Information Services
- 7.2 Citizen Participation and Input
- 7.3 Volunteer Involvement

7.1 Public Information Services

A district's public and community relations activities can greatly enhance citizen's perceptions of the school system. School districts organize and direct their public relations efforts through numerous structures, organizational schema, and operating units. Most larger districts dedicate an entire administrative department or unit to public relations, media communications, community input and involvement and business partnership programs. These departments, sometimes called Public Information Offices, Publications Departments, Communications Offices, Public Relations Offices, and Community Affairs Offices, coordinate the district's relationships with different components of its community.

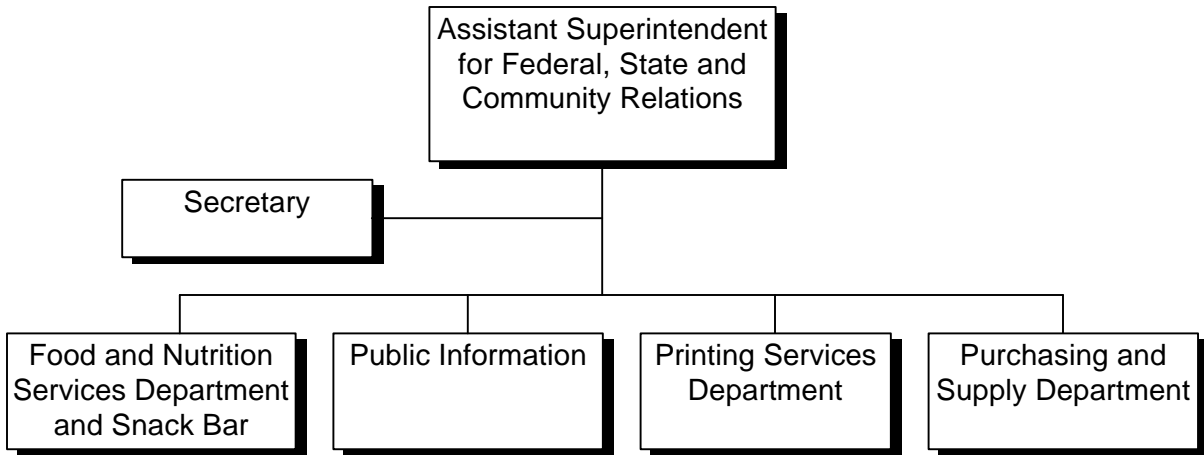
7.1.1 Organizational Structure

CURRENT SITUATION

The School District of Lee County currently operates the Office of Public Information Services under the direction of the Assistant Superintendent of Federal, State and Community Relations. This same Assistant Superintendent also oversees the Food and Nutrition Services Department, Printing Services, and Purchasing and Supply for the district as well as coordinates all government relations activities of the district at the state and federal level. Only Printing Services has a working relationship with the Public Information unit, as it serves as the production arm for publications and special informational or recognition documents coordinated by the Public Information Services.

Exhibit 7-1 shows the placement of the Public Information Services Unit within the organizational structure of the Assistant Superintendent of Federal, State and Community Relations.

**EXHIBIT 7-1
ORGANIZATION STRUCTURE
1996-97**

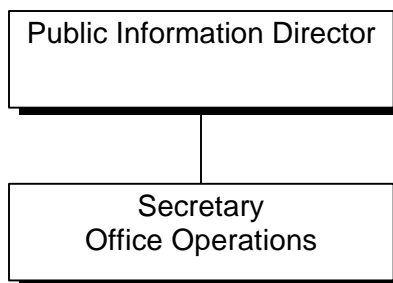


Source: Lee County School District, 1996-97 Budget.

Within the Public Information Services Unit (also referred to as the Public Information Office), there are currently only two authorized positions, the Public Information Director and a secretary. In 1994-95, there were three FTE positions budgeted in the department, now there are only two, and one is currently vacant.

Exhibit 7-2 illustrates the Public Information Office positions currently authorized.

**EXHIBIT 7-2
CURRENT POSITIONS IN PUBLIC INFORMATION OFFICE
1996-97**



The 1996-97 budget projected has a five percent increase in personnel costs for the Public Information Office. A portion of this cost has not been realized because the director's position remains vacant. Operational costs have declined as some public information services did not continue from the prior school year. The total budget for the Public Information Office has dropped from \$168,721 in 1995-96 to \$160,260 in this

fiscal year. Operating costs per FTE position have decreased nearly \$6,000 (17.5 percent) while personnel costs have risen approximately \$2,500 (five percent).

Exhibit 7-3 presents budget allocations for the Public Information Office over the last three fiscal years.

**EXHIBIT 7-3
PUBLIC INFORMATION OFFICE
ANNUAL BUDGET
1994-95 to 1996-97**

Budget Category	1994-95 Actual	1995-96 Amended	1996-97 Budgeted	Change FY 95-96 to 96-97	
				\$	%
Salaries	\$98,251	\$74,943	\$78,812	\$3,869	5.2%
Benefits	\$32,019	\$24,514	\$25,561	\$1,047	4.3%
Personnel Costs	\$130,270	\$99,457	\$104,373	\$4,916	4.9%
Services	\$32,925	\$58,739	\$47,239	(\$11,500)	(19.6)%
Energy	\$0	\$0	\$0	\$0	na
Supplies	\$4,737	\$5,148	\$5,148	\$0	0.0%
Other	\$2,953	\$3,884	\$3,500	(\$384)	(9.9)%
Operational Costs	\$40,615	\$67,771	\$55,887	(\$11,884)	(17.5)%
Capital Outlay	\$3,990	\$1,493	\$0	(\$1,493)	(100.0)%
TOTAL	\$174,875	\$168,721	\$160,260	(\$8,461)	(5.0)%
Number of Positions	3	2	2	na	na
Operational Costs per FTE	\$13,538	\$33,886	\$27,944	(\$5,942)	(17.5)%
Personnel Costs per FTE	\$43,423	\$49,729	\$52,187	\$2,458	4.9%

Source: Departmental Budget Summary, 1996.

FINDING

Currently, the Public Information Services Unit is located in an area that has little to do with public relations or community information issues. The primary role of a Public Information Office is to work closely with the Superintendent to convey a message and image consistent with the policies and programs put forth by the School Board and implemented by the Superintendent's Office. This unit must maintain close ties to the Superintendent in order to successfully accomplish this objective through routine events, scheduled activities, and publications. It is essential that the working relationship between the Superintendent and the Public Information Office be well established during unplanned events and crisis situations that may occur within the district and attract high levels of public attention. A direct line of authority to the Superintendent expedites the role and function of the Public Information Office under any circumstance.

It is apparent that the number of scheduled and planned activities and events that either originate or come under some responsibility of the Public Information Office

cannot be adequately handled with only a secretary and a Public Information Officer to staff the office. In addition, unscheduled requests for information and the unplanned events may occur at any time. As was noted above, during a two-week period, it is estimated that one full-time staff person would have, at minimum, been required to use at least 58 percent of the available work time to handle the 46 requests for information received by the Public Information Office. This estimate assumes a 40-hour work week and an average of one hour spent on processing each request. The time allocation represents two of the 29 duties and responsibilities of the Public Information Office listed in Exhibit 7-4.

It is anticipated that as the district moves forward with the implementation of the Controlled Choice Plan, there will be an increased need to inform the public and, in particular, respond to parent's inquiries about their options. The district will be required to offer increased information and feedback to the community both districtwide and within each of the three zones. The Public Information Office will also need to work closely to assist individual schools with community and media relations as some schools become more in demand and others are perceived as offering less desirable services.

Current plans indicate the district will provide public and parental information about Controlled Choice through the establishment of three Zone Information Centers. These Centers will disseminate information to the public about school choices, current opportunities within the zone, and the process and procedures that will effect their choices. These Centers will also respond to inquiries from citizens as well as assist the zone schools in public relations public information needs. It is unclear at this time how these Centers will be run and under which organizational unit they will be housed.

RECOMMENDATION

Recommendation 7-1:

Realign the Public Information Office organizationally so that it reports directly to the Superintendent and rename it as the Public Relations Office.

The title Public Relations more accurately describes the functions of this office.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The School Board should authorize the name change to the Public Relations Office. August 1997
2. The School Board should authorize a change in organizational structure so that the Public Relations Office reports directly to the Superintendent. September 1997

FISCAL IMPACT

This recommendation can be implemented at no additional costs to the district.

**EXHIBIT 7-4
PUBLIC INFORMATION MATERIALS
PRODUCED BY THE LEE COUNTY PUBLIC INFORMATION OFFICE**

Job Description/Function	Frequency
Screen and Direct Calls for Information	daily
Media Relations/Information	daily
Assist with Incident Reports	daily
Clippings Service	daily/weekly
Production of "Dateline"	weekly
Coordinate Board Recognitions	bimonthly
Production of "Scuttlebutt"	monthly
Administer Employee Recognition Programs	annually
Community Group Communications	annually
Coordinates Production of the Phone Directory	annually
Coordinates the "Turn-Around" Program	annually
Prepares Materials for United Way Campaign	annually
Produce "Newcomers Packet"	annually
Produce District Publications	annually
Publication of Safety Information	annually
Screens and Nominates for Community Awards	annually
Arrange for Public Service Announcements	as needed
Conduct Surveys of District Personnel and Students	as needed
Coordinate Ground Breaking and Dedication Ceremonies	as needed
Coordinate Press Conferences	as needed
Coordinates Board Room Special Arrangements/Programs	as needed
Coordinates Utilization of Portable Sign and Booth	as needed
Design and Production of Banners	as needed
Develop and Place Advertisements	as needed
Issue News Releases	as needed
Maintains Speaker's Bureau	as needed
Miscellaneous Special Projects Support	as needed
Prepare Proclamations and Resolutions	as needed
Speech Writing Services	as needed

Source: Public Information Office: List of Current Activities 1994.

CURRENT SITUATION

Sometimes referred to as the Public Information Director or Public Information Officer (PIO), the position has been vacant since the beginning of the school year. Public and community relations duties have been supervised by the Assistant Superintendent of Federal, State and Community Relations, and often carried out primarily by the office secretary, the Public Information Services secretary, and other top administrative staff and their clerical support personnel. The Assistant Superintendent frequently travels outside the district to fulfill the role as government liaison and is frequently away during

the state legislative session. The recent controversy between the School Board and the Superintendent was an emotionally charged issue that was highly visible throughout the entire county. There were daily media reports about every aspect of the situation. At a crucial time of organizational and governance upheaval within the district, there was no Public Information or Public Relations Director available to handle the situation or advise the Superintendent or the Board.

FINDING

In an organization the size of the Lee County School District, the Board and Superintendent need a full-time professional attending to the many functions and activities associated with positive community, public and media relations. For controversial issues, unforeseen developments, and crisis situations, the district should have a public information spokesperson who is available, and accessible by the many constituencies in the community at all times. That has clearly not been the case during the first half of the current school year.

Because the Public Information Officer's position remains unfilled, there has been and continues to be a gap in service in the areas of media relations and public information that is vital to a district of this size. As a result, workloads have been modified and routine public relations duties covered by an array of staff. However, as a result of this vacancy, recent special events and crisis level situations have not had the advice or guidance of a seasoned public relations professional. Though the position has been advertised nationally and applications have been filed, no successful candidate has been hired to date.

RECOMMENDATION

Recommendation 7-2:

Complete the hiring of a Public Information Director.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The interim Superintendent should convene a selection committee to advertise the position and gather and review applications for the Director of Public Information. July 1997

2. The applicants should be screened and finalists presented to the new Superintendent for selection. August 1997

3. The Public Information Director should be hired and brought on-board to run the Public Relations Department. The title of the position should be changed to Director of Public Relations reporting directly to the Superintendent. September 1997

FISCAL IMPACT

There should be no increased costs to the district for this position since it was authorized and budgeted in the current fiscal year.

7.1.2 Publications and Public Relations

CURRENT SITUATION

The Public Information Office is the primary source of information to the local media, and provides a number of public relations and communications services to the School Board, the Superintendent, other district departments, schools, businesses and community groups, and general citizen inquiries. Many of these duties are routine and occur repetitively either daily, weekly, monthly or annually. However, there are a number of responsibilities and actions that the office must comply with on an as-needed basis.

Exhibit 7-4 lists the common duties, responsibilities, and activities that take place in the Public Information Office and their associated frequency of occurrence.

During a two-week period (February 10 - 21, 1997), informational requests through the Public Information Office were tracked through a log process. The office, with one secretary and the Government Relations secretary directing most of the efforts, handled 46 requests. This equates to roughly one request every two hours of the work period in review. These items included 27 media requests for relatively hard to find information, access to specific schools, administrators, teachers and students, and setting up video camera and audio interview opportunities at sites throughout the District. An additional 19 requests for information from citizens, parents, businesses, school teachers and administrators, and community leaders and officials were also handled within that time period. Some responses required very little time or effort (i.e., returning a phone call or sending out an information packet in the mail). However, the majority of the inquiries did require substantial follow-up to adequately respond to the requests.

A variety of public information items are produced each year through the efforts of the Public Information Office. These items range in size and scope from one-page flyer notices for various public meetings (Controlled Choice), to the 20-page *Newcomers Booklet*, to the four page multi-colored annual legislative priorities brochure. Each of the publications differs in level of information, target audience, and objectives. The Public Information Office and staff are responsible for some or all of the publications listed in Exhibit 7-5.

**EXHIBIT 7-5
SAMPLE PUBLICATIONS LIST OF THE
PUBLIC INFORMATION OFFICE
1996-97**

Publication Identifier	Length	Size	Color	Stock	Period	Target
1997 Legislative Priorities	4 page	8.5x11	multi-color	glossy	annual	legislature
Dateline	4 page	8.5x11	blk & wht	regular	weekly	employees
Scuttlebutt	2 page	8.5x11	yellow	regular	monthly	teachers
Controlled Choice meeting notices	1 page	5.5x8.5	blue	regular	special	parents
Fast Facts 1996-1997	brochure	8.5x11	blue	regular	annual	all
SDLC Map 1996-1997	2 page	8.5x11	purple	heavy	annual	all
Recycling Recognition Reception	2 page	8.5x11	brown	moderate	special	schools
Sch Related Employee of the Year Rec'p	2 page	8.5x11	white	heavy	annual	schools
Newcomer Booklet	20 pages	8.5x11	white	glossy	annual	all

Source: Documents supplied by Public Information Office.

For some publications and other informational or promotional activities, the Public Information Office submits annual budget requests for the operating unit. In some instances, the office may not be responsible for the content and information included in the document, but are responsible for the production coordination. Examples include items such as the "Back-to-School" newspaper advertisement, the District Directory, The Annual Report, and slide/video presentations for community use and information. In those cases the Public Information Office carries that line item in its annual budget request.

It should be noted that the printing of these documents has been done by the district's own Printing Services Unit for some time. This unit offers quality printing production services on a timely basis for a reasonable cost to the requesting units. Specifically, on the weekly publication "Dateline", it was suggested that Printing Services was able to produce this document with a very short lead time and turnaround schedule, with relatively few problems.

Exhibit 7-6 depicts continuing projects budgeted in the last two fiscal years through the Public Information Office.

**EXHIBIT 7-6
CONTINUING PROJECTS BUDGETED
PUBLIC INFORMATION OFFICE
1995-96 AND 1996-97**

Projects	1995-96	1996-97	Budget Change
Community Survey	\$11,500	\$0	-\$11,500
Recognition Plaques	\$2,000	\$2,000	\$0
Carryover Adjustment	\$384	\$0	-\$384
Annual Report	\$2,000	\$2,000	\$0
Banners (Elm & Sec)	\$500	\$500	\$0
Adv Special Events	\$5,500	\$5,500	\$0
Video Presentations	\$1,500	\$1,500	\$0
District Telephone Dir.	\$5,000	\$5,000	\$0
TOTAL	\$28,384	\$16,500	-\$11,884

Source: Departmental Budget Summary: 1996

FINDING

Informational requests in writing, via telephone or fax are typically addressed by the Public Information Office. One approach for providing public information to callers has proven quite successful. The message on-hold feature of the central office telephone system allows voice updates of school system information, events, and facts of interest to the public. Staff in the Public Information Office update these messages on a weekly basis.

COMMENDATION

The Lee County School District is commended for the innovative use of the “message on-hold” capability that provides information and interesting facts about the district to individuals calling into the central office.

RECOMMENDATION

Recommendation 7-3:

Transfer the secretarial position assigned to the Assistant Superintendent of Federal, State and Community Relations Office to the Public Relations Office.

The activities and duties of the Public Information Office are considerable. It currently operates without a Public Information Director, with a single secretary, and borrowing a staff person from the Assistant Superintendent’s office. It is projected that the workload of the Public Information Office will continue to increase as the onset of Controlled Choice Plan implementation draws near. It would be most beneficial to both the district

and the public to have an additional position within the office to accommodate the anticipated increase in informational services.

IMPLEMENTATION STRATEGY AND TIMELINE

1. The new Superintendent, should assign this secretary to the Public Relations Office. August 1997
2. The Board should approve this change as part of the new organizational structure. September 1997

FISCAL IMPACT

This recommendation will not result in any additional cost to the district since the position was already budgeted in another unit. It is only a transfer of the existing position and budgeted personnel costs to the newly reorganized Public Relations Department.

7.2 Citizen Participation and Input

An important component of the district's successful operation is to encourage citizen input and participation in formulating policy and creating support in carrying out the administrative and educational leadership functions of the district. Interested individuals and groups should have numerous opportunities to provide comments and suggestions to board members, the Superintendent, principals, teachers and staff alike. Parents and citizens also serve in an advisory role as active participants in the district's different groups and committees. Advice from parents and interested citizens is crucial to help schools determine whether they are meeting the needs of students and the community.

7.2.1 Public Meetings

CURRENT SITUATION

As described in Chapter 4, school board meetings are held at the Adams building in downtown Fort Myers. Meetings can occasionally run for long periods late into the evening. All meetings are open to the public and are advertised in advance. The school board meeting room and an adjacent conference room are used for overflow attendance and have limited seating capacity.

The population of the district is spread throughout Lee County. It is often a considerable drive (time and distance) into the central office if a concerned parent or citizen wishes to attend a board meeting in person, particularly, if one resides in outlying areas such as North Cape Coral or Pine Island, Lehigh Acres, Sanibel, Fort Myers Beach, Bonita Springs or Estero.

The district, for a number of years, has arranged to broadcast the regularly scheduled school board meetings through the local public access channels available on the Cable TV systems throughout the county.

Public input at these meetings is scheduled to allow ample and reasonable time to hear as many speakers as possible. Speakers must sign in before the meeting, wait to be called to the podium, and must address comments to board members. Time limits are usually imposed on speakers when many stakeholders request time to comment.

Briefing meetings are also held in the board meeting room. Briefing meetings are open to the public under the Florida Sunshine Law. Other special public forums or meetings are called as the need arises to discuss or respond to specific issues or community needs, such as plans for Controlled Choice or the Magnet School Lottery.

Additionally, parents and interested citizens can call, write, fax or make an appointment to meet with a school board member, the Superintendent, administrative staff, a principal or teacher to offer comments and discuss issues. Board members and the Superintendent also attend numerous functions in the business and educational community of Lee County throughout the year.

FINDING

Residents of households with cable access can view the entire school board meeting from home. Although personal input to the Board during the meeting cannot occur, citizens can view and listen to all comments, discussions, motions and actions taken by the Board. Cable television service helps to keep parents, interested citizens, and taxpayers informed of the decisions reached by the elected officials on the School Board. It also provides instant access to the workings of the Board, the Superintendent, and the district as issues and directions are discussed and debated.

COMMENDATION

The Lee County School District is commended for arranging live broadcasts of school board meetings through public access channels on the major cable systems serving Lee County.

FINDING

Individuals who are not at ease speaking in front of a group or on camera, may be reluctant to participate fully in the school board public input sessions. Others who do not belong to civic or other community organizations may not have an opportunity to interact with a board member or the Superintendent. Additionally not all citizens can call or visit district officials and administrators during regular business hours at the central administration building or at a school. Other, less intimidating and more flexible opportunities for public input and exchange would enhance the public's perceptions of the district.

RECOMMENDATION

Recommendation 7-4:

Create a quarterly public forum system as a way for the community to speak on educational issues.

An additional forum for public input and interaction with the Board and the Superintendent is needed outside of the formal process of the school board meetings. This forum should take the officials out to the citizens, not make citizens come to see the Board. This recommended process will be more accommodating to the average citizen and parent who may wish to have input but does not have the time or desire to participate in School Board meetings.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|-----------------------------|
| 1. The Board should sponsor quarterly public forums. | Quarterly |
| 2. The Director of Public Relations should develop a format for quarterly public forums following the town meeting or “charrette” model. The forums should be held in the evenings at campuses on a rotating basis. | August 1997 |
| 3. The Director of Public Relations should publicize the quarterly forum along with all notices of regular and special board meetings, in the local press and media. The forums should not coincide with regularly scheduled board meetings, nor should special board meetings be held on evenings of public forums. | September -
October 1997 |

FISCAL IMPACT

Scheduling and planning of special meetings falls within the regular duties of the Public Relations Office. Use of a school facility in the late afternoon or evening should require no additional expense to the district or the individual school.

7.2.2 Citizen Advisory Committees

CURRENT SITUATION

The district has implemented a system of citizen advisory committees and task forces to encourage public input into a variety of both recurrent and special issues. Exhibit 7-7 identifies 12 such groups that incorporate public participants with Board members, administrative staff facilitators, district resource staff, and educational personnel.

**EXHIBIT 7-7
CITIZEN ADVISORY COMMITTEES**

Committee/Task Force	Date Established	Meeting Scheduled	Staff Facilitator	Staff Resource	Clerical Support	Sch Board Liaison	Citizen Members	Citizen Vacant Positions	Other** Members	Other Vacant Positions	Total*** Members
Attendance Zone Advisory Committee (AZAC)	1990	as needed	Russell Knight		Holliday	Boren	16	3	0	0	19
Bible Curriculum Committee		monthly	Whittaker		N/A	Gross	13	0	0	0	13
Budget Advisory Committee (BAC)		bimonthly	Albert	Buckley	Motsay	Boren	13	2	4	0	19
Calendar Advisory Committee (CAL)		annually	Wiseman	7 others	Spear	Gross	8	0	15	1	24
Construction Advisory Committee (CNAC)		monthly	Albert	3 others	Ross	Moore	20	4	0	0	24
Curriculum Advisory Committee* (CAC)		monthly	Whittaker		Risner	Gross	19	0	0	0	19
District Advisory Council (DAC)		monthly	Wiseman		Spear	Riley	12	0	9	5	26
ESE Advisory Committee (ESE)		monthly	Tihen		Gilman	Santini	12	1	5	0	18
Personnel Advisory Committee (PAC)		monthly	Baker	2 others	Garlock	Moore	5	5	7	0	17
Public Relations Advisory Committee* (PRAC)		as needed	Nagy		Tyrrell	Gross	8	3	0	0	11
Site Selection Advisory Committee* (SSAC)	1990	as needed	Gutknecht	2 others	N/A	Santini	7	0	0	0	7
Standing Committee on Desegregation (SCOD)		as needed	Russell Knight		Ruiz	Moore	12	1	0	0	13
TOTAL MEMBERSHIP							145	19	40	6	210

Source: Directory of Citizen Advisory Committees, 1996-97.

* Not active at this time.

** Other positions are those allocated to district employees

*** All positions on the advisory committee excluding, facilitator, staff resource persons or the Board Liaison.

Some of these 12 groups are short-term ad hoc committees, while others operate routinely year-in and year-out. The exhibit reveals that levels of citizen involvement differs from a low of seven on the Site Selection Advisory Committee (SSAC) to as many as 26 public participants on the District Advisory Council (DAC). Both the Calendar Advisory Committee (CAL) and the Construction Advisory Committee (CNAC) have 24 citizen members. A few of these groups, such as PRAC, are currently inactive and do not meet on a regularly scheduled basis. The Calendar Committee meets only before the school year begins to review the current school calendar.

Membership and functional responsibility for each group are described in the district document entitled *Directory of Citizen Advisory Committees* which contains general and specific guidelines for the appointment, responsibilities, and functional features of each group. This document was adopted by the Lee County School Board September 17, 1991 and revised March 18, 1993 under Board Policy 2.28(2), Temporary Committees.

Each committee is assigned to a Board member, and has an administrative staff facilitator from senior management. Participation is not mandatory at all meetings but there is an established procedure for dealing with committee members who miss four meetings. Committee members can be reappointed at the end of the two-year term.

Specific committee guidelines and reporting structure are set forth in the districts guidelines. Exhibit 7-8 identifies the most recent change in committee specifications and the corresponding School Board Committee to which each is assigned.

**EXHIBIT 7-8
CITIZEN ADVISORY COMMITTEES
REPORTING GUIDELINES**

Committee	Revised	Report To:
AZAC	updated: Feb. 7, 1996	Board Standing Committee on Policy and Public Affairs
BAC	updated: Dec. 19, 1996	Board Standing Committee on Finance and Facilities
CAL	updated: Feb. 7, 1996	Board Standing Committee on Human Resources
CNAC	updated: Dec. 19, 1996	Board Standing Committee on Finance and Facilities
CAC	not available	Board Standing Committee on Curriculum
DAC	updated: July 27, 1995	Board Standing Committee on Policy and Public Affairs
ESE	updated: Feb. 7, 1996	Board Standing Committee on Curriculum
PAC	not available	Board Standing Committee on Human Resources
SSAC	not available	Board Standing Committee on Finance and Facilities
SCOD	not available	Board Standing Committee on School Board

Source: Directory of Citizen Advisory Committees, 1996-97 Membership.

Citizen Advisory Committee members come from all areas of the community and represent parents and grandparents of public school children, retirees, concerned citizens, business owners and managers, and representatives of civic and community organizations. Advisory Committees are appointed by school board members. Each member has an equal number of appointments to each committee. Of the 124 citizen positions currently filled on ten advisory committees, a total of 107 individuals serve the school district with their participation. Only a small number of participants serve on

more than one committee. Exhibit 7-9 illustrates the numbers of citizen members and those that serve multiple assignments.

**EXHIBIT 7-9
ADVISORY COMMITTEE MEMBERSHIP STATISTICS*
1996-97**

Statistic	Number	Percent
Total Membership	210	100%
Available Citizen Positions	164	78%
Filled Citizen Positions	145	88%
Vacancies (Citizen Positions)	19	12%
Individual Citizens	121	83%
Citizens Serving On 3+ committees	4	3%
Citizens Serving On 2 committees	14	12%

Source: Derived from Directory of Citizen Advisory Committees, 1996-97.

* Data available from 12 citizen advisory committees

FINDING

Several citizen advisory committees meet only once a year or as needed (AZAC, CAL, PAC, SSAC). Several (Bible, CAL, PAC) are responsible for a very specific function that might be better handled by an administrative unit. The established guidelines for appointments, reappointments, and missed participation are not routinely followed. Currently 16 appointments (12 percent) remain vacant of the 139 citizen positions available on ten committees listed in the Directory.

COMMENDATION

The district is commended for implementing a system of citizen advisory committees to provide input from the community on key educational issues and operational functions.

RECOMMENDATIONS

Recommendation 7-5:

Eliminate the Calendar Advisory Committee and the Public Relations Advisory Committee.

It is unclear what the Calendar Advisory Committee does that cannot be completed satisfactorily with just school officials participating. This committee only involves eight citizens out of 24 members; the rest are district employees. There should be no loss of information or functional effect if this service was provided through a operational or instruction unit, or an internal task force, rather than a citizen's committee.

The Public Relation Citizen Committee (PRAC) has been inactive for some time, as there has not been a Public Information Officer in the district. From this inactivity, it might be suggested that the committee is unnecessary since public information and community relations services continue with little or no impact.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|----------------|
| 1. The Superintendent should review the status and need for all citizen advisory committees. | August 1997 |
| 2. The Superintendent should make recommendations to the Board to eliminate unneeded Citizen Advisory Committees and consolidate those committees where appropriate. | September 1997 |
| 3. The school board should vote to eliminate unneeded Citizen Advisory Committees. | 1997 |

FISCAL IMPACT

There would be no fiscal impact on the district.

Recommendation 7-6:

Review and update the Citizen Advisory Committee Guidelines.

Though guidelines exist for the operation and continuance of Citizen Advisory Committees, it is apparent that these guidelines, either general or those specific to a special committee, are not consistently followed by district staff. Either the guidelines should be reviewed and revised to be more effective if needed, or the awareness level of application of these guidelines should be renewed among staff and administrators.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|---------------|
| 1. The new Superintendent should appoint a task force to review the current advisory committee guidelines. | August 1997 |
| 2. The task force should prepare a set of revisions and updates to the guidelines for the Superintendent's review. | October 1997 |
| 3. The Superintendent and Board should accept the revisions and updates for the guidelines. | November 1997 |

FISCAL IMPACT

There would be no fiscal impact on the district.

Recommendation 7-7:

Adhere to the established guidelines for Citizen Advisory Committees.

As mentioned above, whatever revisions or updates are made to the Citizen Advisory Committee guidelines, these should be applied to all committees uniformly, and in a timely manner as to facilitate the continued effectiveness and function of the committees. Appointments should be kept up-to-date, member participation should be recorded and committee recommendations should be offered in a timely and efficient manner as to inform the Superintendent and the Board in their decision making processes.

IMPLEMENTATION STRATEGIES AND TIMELINE.

- | | |
|---|-------------|
| 1. The Superintendent should review and attempt to rectify all exceptions and to the current advisory committee guidelines now in effect. | Summer 1997 |
| 2. Current guidelines should be followed as established and a copy of the guidelines should be made available to all existing committees. | Ongoing |

FISCAL IMPACT

There would be no fiscal impact on the district.

Recommendation 7-8:

Limit the number of advisory committees and task forces an individual can serve on to a maximum of two at any point in time.

The purpose of the Citizen Advisory Committees is to encourage input and participation from parents and interested citizens in Lee County on various issues. These committees allow for the exchange of various perspectives and viewpoints in a constructive setting, and in an advisory capacity to the Superintendent and the Board. Appointing citizens to serve on multiple committees limits the maximum amount of participation that can be obtained from the public as well as narrows the viewpoints that enter into the committee process.

IMPLEMENTATION STRATEGY AND TIMELINE

- | | |
|---|-----------|
| 1. The Board should amend the Citizen Advisory Committee guidelines to reflect this limitation on multiple assignments per individual. Existing exceptions should be grandfathered in until terms expire. | July 1997 |
|---|-----------|

FISCAL IMPACT

There would be no fiscal impact on the district.

7.3 Volunteer Involvement

Individuals, particularly parents, play an important role in the schools through active involvement in school activities and events. Residents interested in education may include retirees, business owners, and employees who wish to become involved in local school efforts through one of many volunteer programs. A variety of opportunities exist for individuals and organizations to donate money, materials and time; serve as one-on-one tutors and mentors for students, or contribute clerical and support services to the schools. Some businesses and individuals have chosen to establish or contribute to scholarship and other funds that go directly students or teachers based on student needs and accomplishments.

7.3.1 Volunteer TEAM Program

CURRENT SITUATION

The district operates a volunteer program called *Together Everyone Achieves More* (TEAM). A part-time district coordinator, who reports to the Assistant Superintendent for Instructional Services, oversees this program and each school recruits and supports a volunteer coordinator. The coordination of the TEAM program and the district's Summer School Program is the responsibility of one coordinator. The coordinator estimates that the majority of the job duties are focused on Summer School Program, issues and arrangements as the school year progresses.

The district has developed a *Coordinator's Handbook* that outlines goals, and objectives, volunteer recruitment and record keeping at the school level. School coordinator training sessions are also offered at the beginning of each school year.

A number of TEAM programs are available in the schools for volunteer participation from parents, concerned citizens, and business representatives. Several of these volunteer programs are aimed at certain grade levels or a specific target population of students. Most of the programs are available at each district school. Exhibit 7-10 lists these volunteer opportunities.

Volunteer data are recorded by the volunteer coordinator at each school and reported monthly to the district's Volunteer TEAM Coordinator. Typically, volunteers are asked to sign-in at the school office indicating the name, time on campus, the activity, and the classroom and grade level of the volunteer effort. This information, along with other data on the volunteer, are sent to the district office, where summary statistics are compiled for reporting to the State Department of Education. Exhibit 7-11 illustrates summary data of volunteers for the past five fiscal years.

**EXHIBIT 7-10
VOLUNTEER TEAM PROGRAMS**

Program Name	Target Grade(s)
Boosters Clubs	school level/all grades
Classroom Helpers	all grades/classroom
Clinic Helpers	all grades/clinic
Foster Grandparent Program**	all grades/ESE
Job/Career Shadowing	N/A
Junior Achievement	grades k,4,5,8,12
Math Superstars*	elem. & middle
Odyssey of the Mind	all grades
Partners in Education***	schools
Peer Cross Age Tutors*	K-12
Intergenerational Programs*	K-12
The Retired and Senior Volunteer Program (RSVP)**	all grades
School Advisory Councils*	school (state requirement)
Service Learning*	N/A
Technology/Media Helpers	all grades
Youth Partnership Program	all grades

Source: Volunteer TEAM Coordinators Handbook, October 1996.

* Best practices programs networked statewide.

** Coordinated by private organizations

**EXHIBIT 7-11
NUMBER OF VOLUNTEERS AND VOLUNTEER SERVICES HOURS
PROVIDED TO THE LEE COUNTY SCHOOL DISTRICT
1991-92 THROUGH 1995-96**

	1991-92*	1992-93	1993-94*	1994-95	1995-96
Total Number of Volunteers	2,985	4,969	4,414	6,343	6,266
Total Hours	158,510	247,681	184,934	N/A	295,273
Hours per Volunteer	53.1	49.8	41.9	N/A	47.1

Source: District Coordinator of Volunteer Services Reports.

* Elementary School Only

Although the information on volunteer levels are not complete, the data clearly show substantial utilization of the TEAM programs. During 1995-96, the program used more than 6,200 volunteer citizens who generated nearly 300,000 hours of service to the district's schools and students. If this effort were generated with minimally paid district employees (i.e., \$5 per hour), costs would exceed \$1.4 million.

FINDING

Volunteer coordination should be a focused program in any district. Emphasis should be placed on better training and assistance for school-based program coordinators, better record keeping procedures and strategies, accurate record keeping at the district level, and more follow-up from the district to the school.

The district sponsored volunteer program has been successful in the past and continues to have an impact on schools and students through its various programs. However, documenting the level of effort or the impact has been difficult, at best, since the recording and reporting of data at the school is inconsistent and does not clearly adhere to established guidelines. Progress is hard to measure, since baseline data are questionable and trendline information fluctuates. Cooperation of school administrators and volunteer coordinators in recording the efforts of volunteers at the schools needs to be enhanced.

COMMENDATION

The district is commended for developing the Volunteer TEAM Program generating extensive volunteer participation in the schools and obtaining services and materials worth the equivalent of millions of dollars for students.

RECOMMENDATION

Recommendation 7-9:

Review and adjust assignments and responsibilities of the Volunteer TEAM Program Coordinator.

Current workload assignments of the Lee County Volunteer Coordinator do not reflect the needed effort and emphasis that is required of the program. This staff position is only half-time at best, yet information about the program effectiveness or extent of citizen involvement at the schools is lacking accurate documentation. This program needs more attention from the district level.

A more stringent sign-in policy must be implemented by the school administrators would also help document the current impact of volunteers in the local schools.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent for Curriculum, Instruction and School Improvement should review the shared assignments and responsibilities of the Volunteer TEAM Coordinator. July 1997
2. The Superintendent should realign the Volunteer Coordinator's assignments, responsibilities, and workloads to adequately attend to any needed improvements in the volunteer programs. August 1997

FISCAL IMPACT

No costs will be associated with the implementation of this recommendation. The recommendation shifts the responsibilities of a currently budgeted position.

RECOMMENDATION

Recommendation 7-10:

Implement a more stringent data recording and reporting procedures for the volunteer programs in the schools.

The Volunteer Coordinator should be involved in training school principals, other campus personnel, and also volunteers themselves on the importance of maintaining accurate records.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Volunteer Coordinator should review and update the current program guidelines for recruiting, training, and recording school volunteers and utilization data. August 1997
2. The district should adopt more stringent reporting guidelines for school principals and volunteer coordinators and hold principals accountable for accurate volunteer data. September 1997

FISCAL IMPACT

This recommendation can be accomplished within existing resources.

7.3.2 The Foundation for Lee County Schools, Inc.

Private, non-profit organizations can often fill a niche for government agencies from a perspective of volunteer services, fund raising, in-kind support, and the formation and maintenance of linkages with the business community at large. They can play a

valuable and often immeasurable role in a successful public education system within a district.

CURRENT SITUATION

The Foundation for Lee County Schools, Inc. was established in 1986 as a means of funding a recognition program for the district's outstanding teachers. From only a single Golden Apple Teacher Recognition Program in 1987, the Foundation has expanded to more than 20 programs, awards, scholarship funds, educational assistance and fundraising activities this past year. The primary focus of the Foundation is at the school level, whether it is through teachers recognition assistance in the classroom, one-on-one support for students or general provision of goods and services to a school, funds and resources are not directed to the district at-large.

Currently the Foundation staff estimate the contribution of funds raised and materials donated exceed \$700,000 annually. This estimate does not include the value of the time countless business and community members put in to the various events, ceremonies, fund-raisers and instructional programs offered through the organization.

Exhibit 7-12 lists the current Foundation programs, year established, and the estimated dollar impact on the school system and the targeted group.

The Foundation Board of Directors develops ways to both generate funds and volunteer time from the local business community and how to distribute dollars to specific areas or concerns within the school system. From more than \$60,000 in awards and grants offered to outstanding teachers in the system, to funding of special instructional programs, to generation of hundreds of thousands of dollars to be used for scholarships, the Foundation continues to expand its efforts and its impact on the Lee County School District.

FINDING

The dollars flowing through the Foundation seems to reach and make a substantial impact on teachers, students, and schools. These dollars are generated from private sources and thus translate into savings for taxpayers since an equivalent impact would cost the public as much or more. Each year, over the last 10, the Foundation has successfully added new and innovative ways to assist the local schools. Such programs include the School Resources Center that collects, catalogs and dispenses supplies and materials donated by local businesses, such as paper, stationery, paint for use in the schools and the classroom. Surplus supplies and materials are advertised in the School District weekly newsletter *Dateline*. Currently, sufficient materials and supplies have been collected that storage space is at a premium for the Foundation even though more teachers and school officials are filling requests.

Though data were not available to document this fact, it is apparent that more business and community representatives are becoming involved in the Foundation programs annually. As of February 1997, the Foundation Mentor program has placed 78

business representatives in the tutoring program. Each week a mentor spends one hour helping an individual student. In a 40-week academic year, this would equate to more than 3,100 volunteer hours. The number of mentors continues to grow, but has not matched the number of mentor requests (457) submitted by area schools to the Foundation this year.

**EXHIBIT 7-12
PROGRAMS OF THE FOUNDATION FOR LEE COUNTY SCHOOLS, INC.
1995-96**

Program Name	Purpose	Year Est.	Target	\$ Impact
Golden Apple Teacher Recognition Program	Awards from \$500-\$2,500	1987	Teachers	\$25,100
Academy of Teachers	Issues Forum for Teachers	1988	Teachers	na
Mini-Grants for Teachers	Grants up to \$500 for classroom	1988	Teachers	\$40,000
Collegium for the Advancement of Teaching	Weeklong Teacher Seminar	1989	Teachers	na
A-Team Challenge	Televised Academic Quiz Show	1990	HS Students	na
Jim and Nellie Newton Children's Literature Center	Lending Library	1991	Teachers	\$50,000
Partners In Education		1991		
Business Partners Program	Business partners with a school		Schools	in-kind
Mentor Program	Individuals spend 1 hour per wk		Students	na
School Resource Center	Recycle new and used materials		Schools	\$80,000
School Checks	Fund Raiser Coupon Booklet	1991	Schools	\$300,000
Bruce J. Heim Scholarships	Scholarships	1992	Students	*
Smart Kids Project	Long Distance Service Funds	1992	Schools	\$60,000
Books and Bats Summer Reading Program	Summer Reading	1992	Students	na
State of Our Schools Breakfast	Community Relations	1993	Business/Community	na
Dr. James A. Adams Scholarships	College Scholarships	1994	9th Grade Students	*
License for Learning	Auto Tag Funds	1994	Schools	**
Executive Leadership Conference	5 day Conference	1994	School Administrators	na
Congressional Classroom	DC visit for 20 students	1994	11th Grade Students	na
Sylvan Learning Center Partners Scholarship Program	Scholarships for 20 students	1994	Elementary Students	*
Work Skills Program	Linkages to Work	1996	High School Students	na
Take Stock in Children	College Scholarships	1996	9th Grade Students	\$200,000
ESTIMATED TOTAL IMPACT				\$755,100

Source: The Foundation for Lee County Schools, Inc., 1997.

* Scholarship dollars value may add an estimated \$200,000+ to the fiscal impact of the Foundation

** There was no dollar value estimate available for this program.

As this Foundation program and others like continue to expand, it is very important that the district be able to accurately document the levels of volunteer assistance that is provided to schools through these private sector programs. Currently, there is very little information shared between the Foundation and the district on volunteer numbers, hours of participation, level of activities, and dollar value. In order for the district to more clearly estimate the value and demonstrate the impact of such programs at the state and national level, volunteer information must be provided by the Foundation.

COMMENDATIONS

The Foundation for the Lee County Schools Inc., is commended for their cooperation and efforts in raising private funds and developing the support linkages between the schools and the business community.

The Foundation for the Lee County Schools Inc., is commended for providing the School Resource Center program offering surplus materials and supplies for use in the schools and classrooms.

RECOMMENDATION

Recommendation 7-11:

Develop a mechanism to share volunteer data between the Foundation and TEAMS that will meet the district's reporting needs.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Volunteer Coordinator should identify reporting needs for volunteer programs and efforts. July 1997
2. The Volunteer Coordinator should meet with Foundation officials to develop a system of volunteer data sharing and clear guidelines for accurate reporting of information. Summer 1997
3. The district and the Foundation should adopt a set of procedures to share volunteer data. September 1997

FISCAL IMPACT

There should be no cost to the district as this is the responsibility of the Foundation to report volunteer data in an acceptable format to the Volunteer Coordinator.

8.0 FACILITIES USE AND MANAGEMENT

This chapter presents the results of the review of facilities use and management in the Lee County School District. The functions reviewed are:

- 8.1 Organizational Structure
- 8.2 Facilities Use
- 8.3 Facilities Planning, Design and Construction
- 8.4 Maintenance
- 8.5 Custodial Services
- 8.6 Energy Management

A comprehensive facilities management program centralizes and coordinates all the physical resources in the school district. The administration of the program effectively integrates facilities planning with the other aspects of institutional planning. As such, the administrators for plant operations and maintenance participate collaboratively in the design and construction activities throughout the district. Similarly, construction management personnel are knowledgeable of the operations and maintenance activities.

To be effective, facilities managers must also be involved in strategic planning activities. The facilities and construction management units must operate under clearly defined policies and procedures, and activities must be monitored in order to accommodate changes in the resources and needs of the district's programs.

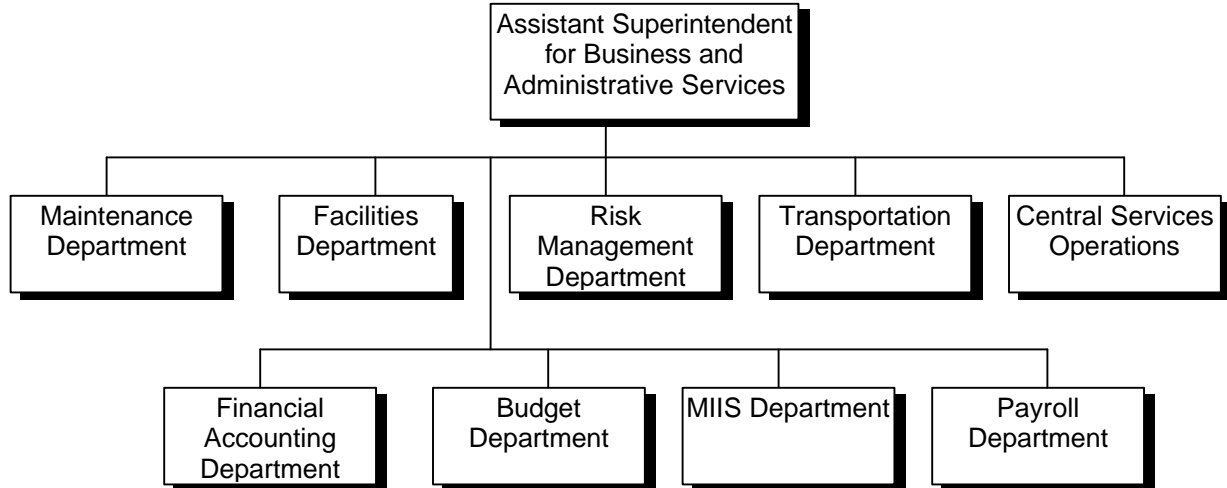
8.1 Organizational Structure

CURRENT SITUATION

The Facilities Planning and Construction Department and Maintenance and Operations Department are two of nine departments under the responsibility of the Assistant Superintendent for Business and Administrative Services. Each department has a director that reports to the Assistant Superintendent. The support functions are organized as shown in Exhibit 8-1.

Within the Facilities, Planning and Construction Department, there are two safety inspector positions. These inspectors perform safety inspections of the school facilities and from the deficiencies they find, generate work order requests for the Maintenance Department.

**EXHIBIT 8-1
DIVISION OF BUSINESS AND ADMINISTRATIVE SERVICES
ORGANIZATIONAL CHART**



Source: Lee County School District, 1997.

FINDING

Effective design of new facilities should build on the knowledge gained in the maintenance of existing facilities. Historically, in the Lee County School District, a lack of communication exists between the Facilities Department and the Maintenance Department. This lack of communication contributes to ineffective design and inefficient maintenance of school facilities.

It is not unusual for a school district to have the planning and design function for facilities located in a department separate from the maintenance function. These two functions are usually overseen by a Assistant Superintendent with responsibility for fewer departments and a more focused range of responsibilities than is evident in the Lee County School District.

Maintenance staff report that products have been included in new construction projects that have a history of being problematic for the Maintenance Department. Interviews also indicate that problems with new construction, that should have been resolved under the warranty period, have been passed on to the Maintenance Department. Conversely, facility interviews revealed that the appropriate maintenance personnel have not been available to conduct plan reviews during the design phase to avoid these problems.

The present directors of Facilities and Maintenance are relatively new and are attempting to improve communication between the two departments. However, mistrust and ineffective communication still exist in both departments.

The communication between the two departments has improved with the tenure of the new directors. However, the departments are still separate entities which have not been successful in maintaining the collaboration necessary for successful operation.

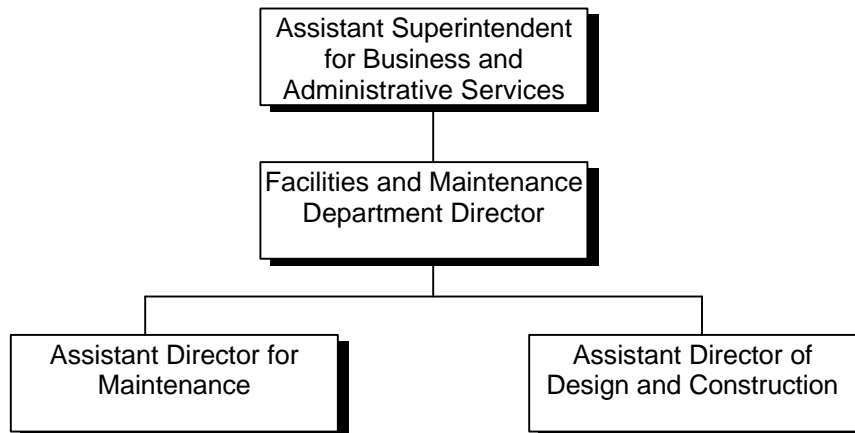
Recommendation 8-1:

Combine the Maintenance and the Facilities Design and Construction Departments under one director.

While it is not unusual to find the Maintenance and Facilities Design and Construction functions under separate directors in school districts, this organizational structure has not created a collaborative culture in Lee County. Further, the scope of work and responsibility have not been clearly established for these departments. A positive working climate among the 15 employees in Facilities and the 150 employees in Maintenance, based on good communications and mutual respect among employees and management, should result in high morale, as well as increased efficiency and productivity. The proposed organizational structure will ultimately give one administrator the responsibility for the operations of school facilities from design to operation.

The organizational structure of this recommendation is represented in Exhibit 8-2.

**EXHIBIT 8-2
FACILITIES DEPARTMENT ORGANIZATION CHART
RECOMMENDED**



Source: Created by MGT, 1997.

A position of director of Facilities and Maintenance Department should be created. The present positions of Director of Facilities Planning and Construction and Director of Maintenance should be eliminated and an Assistant Director for Design and Construction should be hired. The Assistant Director for Maintenance should remain.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|----------------|
| 1. The Assistant Superintendent for Business and Administrative Services should propose the organizational restructuring to the school board. | September 1997 |
| 2. The Board should review and adopt the organizational change. | October 1997 |
| 3. The new Director of Facilities should institute weekly a meeting with all supervisory staff to improve communications and build a cohesive unit. | Fall 1997 |

FISCAL IMPACT

The fiscal implications of this recommendation to combine the two departments essentially downgrades one director position to an assistant director. This will result in a annual savings of \$29,323 for the district including salary and benefits.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Combine Departments	\$29,323	\$29,323	\$29,323	\$29,323	\$29,323

8.2 Facilities Use

The effective and efficient use of facilities is a primary responsibility of all public institutions, and especially so for public school districts that face constrained budgets and higher user expectations. Proper facility use requires insightful planning as well as:

- a detailed facilities inventory;
- an assessment of facility needs for repair and renovation;
- effective utilization of existing resources;
- effective utilization of temporary buildings; and
- clear and effective policies and procedures governing the use of facilities, boundary changes and consolidations.

CURRENT SITUATION

The Lee County School District has calculated the current utilization of all facilities based primarily on the:

- Florida Inventory of School Houses (FISH);
- Capital Outlay FTE (COFTE) Enrollment Projections; and
- capacity as determined by the FISH report.

Based on this information, Exhibit 8-3 provides the summary information regarding enrollment and capacity of school throughout the district. On the average, the district is utilizing its facilities at a 99.7 percent of capacity.

An important factor in the efficient use of facilities for growing school districts is the appropriate use of portable (or temporary) buildings. Used properly, portable buildings can provide temporary classroom space until new facilities are built or attendance boundaries can be changed. Used improperly, portable buildings will overload the common facilities of a school, like the gym and library, and seriously impact the quality of the educational program.

The Lee County School District currently uses 421 portable buildings which total 343,728 gross square feet or approximately 5.7 percent of the permanent gross square feet. The district owns 218 portables and rents 203. Of the total, 84 portables are used for federally funded programs and 88 portables are at sites undergoing construction activity.

FINDING

The Lee County School District is utilizing its school facilities at a very efficient rate of 99.7 percent. Additionally, the district is using portable buildings to gain flexibility in planning and not to avoid building permanent structures. Nationally, the average square footage of portables is 10 percent of the total gross square feet at the elementary level and five percent at the secondary level. Lee County is well within good practices on the use of portable buildings.

COMMENDATION

The Lee County School District is commended for an efficient use of its school facilities.

8.3 Facilities Planning, Design and Construction

The planning, design and construction of school facilities are critical functions for a school district and must be executed in a highly efficient and effective manner to meet the district's mission of providing quality education.

The planning function must project the need for new facilities, the need for renovations and remodels, and the most appropriate locations in the district for these projects. The design function must provide facilities that meet the needs of the educational programs and attain the best value for every dollar spent. All the planning can be ineffective if the execution during the construction phase is not carried out in a thoroughly professional manner. Projects which are poorly planned, designed and or constructed become a drain on a district's resources for the following 30 to 40 years.

**EXHIBIT 8-3
ELEMENTARY SCHOOL CAPACITY AND ENROLLMENT**

SCHOOL	CAPACITY	ENROLLMENT	PERCENT
Allen Park Elementary	613	700	114%
Alva Elementary	410	431	105%
Bayshore Elementary	532	455	86%
Bonita Springs Elementary	263	283	108%
Caloosa Elementary	814	831	102%
Cape Coral Elementary	754	709	94%
Colonial Elementary	914	883	97%
Diplomat Elementary	914	925	101%
Edgewood Renaissance Academy	914	581	64%
Edison Park Magnet	519	470	91%
Ft. Myers Beach Elementary	221	196	89%
Franklin Park Magnet	470	462	98%
Gateway Magnet	926	880	95%
Gulf Elementary	967	1,131	117%
Hancock Creek Elementary	901	879	98%
Heights Elementary	786	928	118%
J.C. English Elementary	575	663	115%
Lehigh Elementary	890	1,108	124%
Littleton Magnet	930	920	99%
Michigan Elementary	534	500	94%
Orange River Elementary	722	749	104%
Orangewood Elementary	707	617	87%
Pelican Elementary	938	856	91%
Pine Island Elementary	462	447	97%
Pinewoods Elementary	926	850	92%
San Carlos Park Elementary	938	945	101%
Sanibel Elementary	248	259	104%
Skyline Elementary	902	962	107%
Spring Creek Elementary	890	986	111%
Suncoast Elementary	910	875	96%
Sunshine Elementary	927	984	106%
Tanglewood Elementary	609	484	79%
Three Oaks Elementary	902	991	110%
Tice Elementary	739	827	112%
Tropic Isles Elementary	858	880	103%
Villas Elementary	762	744	98%
Alva Middle School	628	617	98%
Bonita Springs Middle School	1,115	844	76%
Caloosa Middle School	961	948	99%
Cypress Lake Middle School	981	982	100%
Ft. Myers Middle Academy	929	927	100%
Gulf Middle School	1,043	1,072	103%
Lee Middle School	1,026	893	87%
Lehigh Middle School	576	834	145%
P.L. Dunbar Middle School	853	1,053	123%
Suncoast Middle School	1,222	1,060	87%
Three Oaks Middle School	784	960	122%
Trafalgar Middle School	1,114	1,425	128%
Cape Coral High School	1,824	1,485	81%
Cypress Lake High School	1,482	1,468	99%
Esterro High School	1,248	1,602	128%
Ft. Myers High School	1,701	1,577	93%
Lehigh Senior High School	1,427	1,360	95%
Mariner High School	1,869	2,029	109%
N. Ft. Myers High School	1,841	1,541	84%
Riverdale High School	1,706	1,134	66%
Total	50,617	50,202	

Source: Lee County School District, 1996.

8.3.1 Planning

CURRENT SITUATION

Accurate demographic data and enrollment projects are a critical element in planning future facilities for a school districts. Districts must be able to plan how many schools will be needed and which neighborhoods will need the schools. To avoid overcrowding the existing schools, districts must be able to make these projections several years in advance to allow time for designing and constructing the new facilities.

Enrollment projections for planning new school facilities or additions to existing facilities in the district are prepared through the combined efforts of three departments: the Budget Department; the Accountability, Planning and Educational Equity Department; and the Facilities Planning and Construction Department. The Accountability, Planning and Educational Equity Department coordinates these efforts and publishes the final projections.

The Budget Department begins the process by developing enrollment projections using a cohort survival method. The cohort survival method examines the transition ratios from one grade to the next grade in the next year. These transition ratios reflect dropouts and students moving out of the district, making it possible to predict enrollments for each grade for any given school. Past historical data and birth rates are utilized to fine tune the projections. The Accountability, Planning and Educational Equity Department then applies historical geographical and ethnic data to the projections to determine where integration programs will be needed. The district also assesses which ethnic groups are creating the demand. The ethnic aspect of planning is necessary because the Lee County School District is under a desegregation order.

The Facilities Planning and Construction Department tracks new housing developments so that projections can accurately reflect current growth trends. The impact of new housing projects can be appreciated by the fact that, in June 1996, there were 13,484 housing units approved in large developments in Lee County. In August 1996, there were 29,442 housing units under review by the county. The planner in the Facilities Department also acts as a liaison to local governments and informs the district when new developments will have a negative impact on the districts resources.

Exhibit 8-4 presents the enrollment projections prepared by the Lee County School District over the past 12 years. The analysis shows these projections have been extremely accurate, even with an enrollment growth rate of approximately two percent per year.

The Lee County School District examines the need to adjust attendance boundaries on a regular basis to ensure schools are not overcrowded and that facilities are being well utilized. Exhibit 8-5 shows the history of school boundary adjustments for the district. With the implementation of the Controlled Choice Plan, attendance boundary adjustments to a great extent will no longer be necessary.

**EXHIBIT 8-4
LEE COUNTY SCHOOL DISTRICT
PROJECTED AND ACTUAL ENROLLMENTS
1984-85 TO 1995-96**

FISCAL YEAR	FTE PROJECTED	FTE REPORTED	FTE PERCENT DIFFERENCE
1984-85	34,624	34,632	0.02%
1985-86	35,407	35,996	1.67%
1986-87	37,302	37,784	1.29%
1987-88	39,959	40,219	0.85%
1988-89	42,392	41,972	-0.98%
1989-90	43,631	44,107	1.09%
1990-91	46,679	46,035	-1.38%
1991-92	47,784	46,992	-1.65%
1992-93	47,995	48,580	1.21%
1993-94	50,794	50,163	-1.24%
1994-95	51,598	52,003	0.08%
1995-96	53,338	53,054	-0.53%

Source: Lee County School District, 1997.

**EXHIBIT 8-5
SUMMARY OF SCHOOL BOUNDARY ADJUSTMENTS IN
THE LEE COUNTY SCHOOL DISTRICT
1993 - 1996**

YEAR	NUMBER OF SCHOOLS IMPACTED	NUMBER OF STUDENTS IMPACTED
1993	18 Elementary School	2,727
	7 Middle Schools	1,261
	3 High Schools	515
1994	5 Elementary Schools	897
	5 High Schools	1150
1995	13 Elementary Schools	1,997
	3 Middle Schools	995
1996	3 Elementary Schools	1,307
	3 Middle Schools	1,570

Source: Lee County School District, 1997.

The final step in the planning process is preparation of educational specifications for the specific project under consideration. An educational specification is a document that specifies the programmatic requirements of a school design. This document is usually prepared by an educational planner in conjunction with the future building users (administrators, faculty and parents) and used as a guide by the architect to design the

facility. The project manager can also use the educational specifications to verify that the architect's design meets the needs of the building users.

The Facilities Planning and Construction Department is responsible for preparing educational specifications for the district. The design of schools is prepared by private architectural firms either by generating an original design or by using a prototype design. Even if prototype school designs are being used, it is necessary to prepare an educational specification to ensure the design will fit the needs of the specific educational program. An example of the product produced by the facilities staff is the educational specifications for J. Colin English Elementary School.

FINDING

The present planning process includes a three-way effort in arriving at enrollment projections. This sophisticated process includes the development of initial projections by the Budget Department using a cohort survival method; the tracking of minority growth trends by the Department of Accountability, Planning and Educational Equity; and the tracking of new housing developments by the Facilities Design and Construction Department.

COMMENDATION

The Lee County School District is commended for using a sophisticated and accurate enrollment projection method.

FINDING

The full utilization of school facilities and the avoidance of overcrowded conditions require a frequent analysis of enrollment changes and an adjustment of attendance boundaries when required. The Lee County School District performs this procedure annually to maximize the utilization of school facilities. This is a difficult task to perform and often a difficult adjustment for the families affected by the adjustment. The new Controlled Choice Plan will eliminate the need for annual attendance boundary adjustments.

COMMENDATION

The Lee County School District is commended for annually reviewing and appropriately adjusting attendance boundaries.

FINDING

The Facilities Design and Construction Department has, in the past, prepared educational specifications for new school projects. A review of a typical document, the educational specification for J. Colin English Elementary School, indicates the department is producing a quality product. Unfortunately, this planning element is not receiving the proper priority and some projects are being planned without this critical step.

Educational specifications are a process as much as a product. The process entails talking with school administrators, faculty, staff, parents and the community to ensure that the facility built will meet the needs of the educational program and the surrounding community. The use of prototype designs does not eliminate the need for educational specifications but can streamline the process. A prototype design needs to be adapted to the specific educational program and the specific needs of the community, as well as improved by looking at past installations.

RECOMMENDATION

Recommendation 8-2:

Prepare educational specifications for all new and substantial renovation projects.

The staff is capable of performing this work and has done a very professional job in the past. This step in the planning process should be made a requirement by the Board.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|-----------------------------|
| 1. The Director of Facilities Planning and Construction should prepare guidelines for educational specifications and present it to the Board. | Summer 1997 |
| 2. The Board should review the guidelines and make the preparation of educational specifications a requirement for all new construction and major renovations. | October 1997
and Ongoing |

FISCAL IMPACT

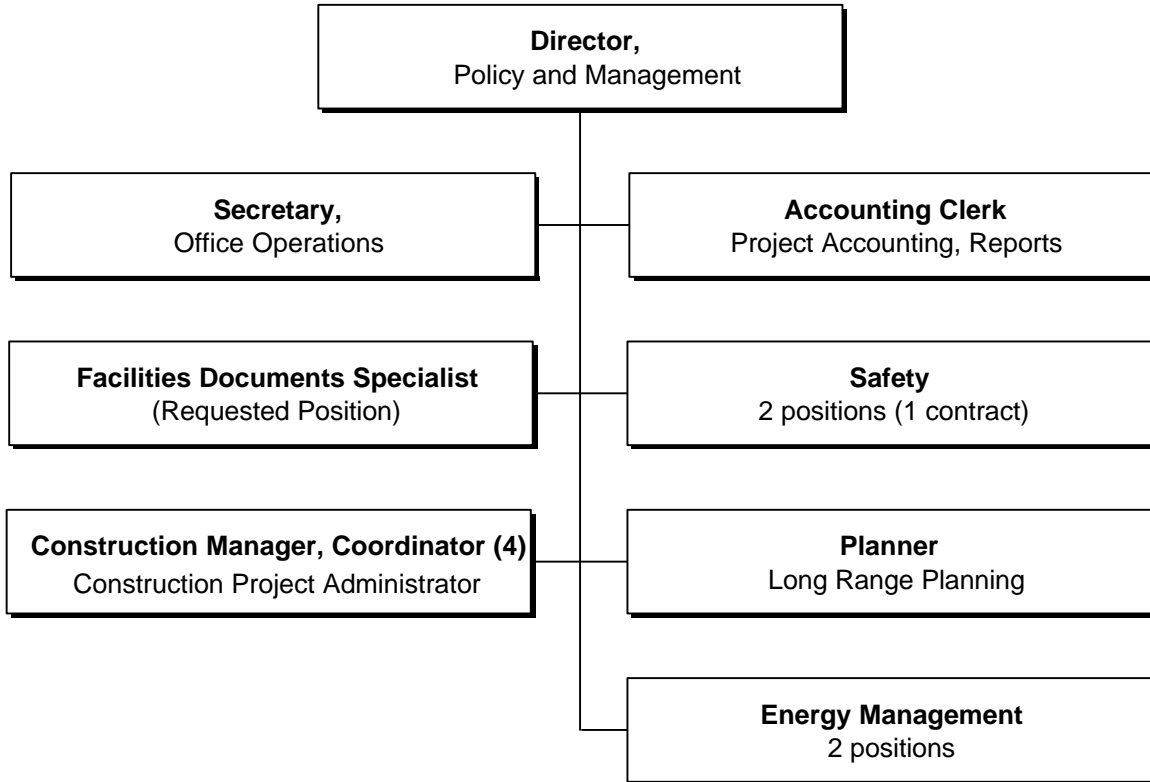
The preparation of educational specifications can be accomplished within existing district resources.

8.3.2 Design and Construction

CURRENT SITUATION

The responsibility for the design and construction of new school facilities and the renovation of existing facilities falls under the Facilities Planning and Construction Department. In 1996, this department bid 34 projects. These projects included new schools and remodels, HVAC renovations, and roof repairs. Exhibit 8-6 provides an organizational chart of this department.

**EXHIBIT 8-6
FACILITIES PLANNING AND CONSTRUCTION DEPARTMENT
ORGANIZATIONAL CHART**



Source: Lee County School District, 1996-97 Budget.

The director is responsible for overseeing the activities of the staff, setting policy and preparing budget estimates. The department has prepared standards for the key areas of the design and construction process including:

- criteria and procedure for selection and procurement of design professionals;
- document submission and procedure requirements;
- bidding, contract and general requirements; and
- construction project outline specifications.

The department is assisted in setting standards by the Construction Advisory Committee. The Construction Advisory Committee is charged with the task of establishing districtwide standards for the construction of new facilities and reviewing the progress of all projects. The committee meets once a month and is comprised of citizens from the design and construction professions. The committee has selected

prototype designs to be used in new construction. Exhibit 8-7 shows the school facilities that have used prototype designs.

**EXHIBIT 8-7
SCHOOL FACILITIES CONSTRUCTED USING PROTOTYPE DESIGNS**

ELEMENTARY SCHOOLS	MIDDLE SCHOOLS	HIGH SCHOOLS
Colonial Diplomat Edgewood Gateway Gulf Hancock Creek Heights Littleton Pelican Pinewoods San Carlos Park Skyline Spring Creek Suncoast Sunshine Three Oaks	Bonita Springs Gulf Lee Lehigh Acres Middle School "CC" Suncoast Three Oaks Trafalgar	Estero Lehigh Senior Mariner

Source: Lee County School District, 1997.

The school board has also been involved in setting standards for construction and in the selection of the prototype designs. The school board, for example, verbally instructed the department not to use brick for building exteriors as a cost savings measure.

The Department Planner is responsible for tracking new housing construction that affect enrollment projections. The planner serves on the capital facility team, participates in preparing the five-year capital plan, and is the project coordinator for the plant survey. The planner is also responsible for coordinating the efforts to put historic schools on the national historic register and securing grants for the rehabilitation of these schools. Examples of grants received are:

- Dunbar School \$382,605
- Bonita Springs Elementary School \$232,500
- Colin English Elementary School \$30,000

The construction managers oversee the design and construction of new and refurbished facilities. A construction manager, who is an architect, meets with staff of a facility and the design architect on a weekly basis throughout the design process. A second construction manager oversees the project through the construction phase.

The use of two construction managers, instead of using one manger throughout the project, is a method tailored to the specific talents of the present staff.

Exhibit 8-8 presents the history of several new construction cost indicators for the Lee County School District. These data indicate that the district is building schools for an average of \$58 per square foot with an average of one percent in change orders and 6.7 percent in professional design fees.

**EXHIBIT 8-8
LEE COUNTY SCHOOL DISTRICT
SCHOOL CONSTRUCTION COST INDICATORS**

SCHOOL/FACILITY	DATE	GROSS S.F.	CONTRACT COST*	PERCENT ARCHITECTURAL FEE	PERCENT CHANGE ORDER	COST S.F.
Allen Park Elementary	U.C.	77,787	3,060,000	7.37%	0.19%	39.34
Alva Elem/Middle	1996	129,296	4,514,777	8.10%	3.43%	34.92
Bonita Springs Elementary**	U.C.	32,060	1,822,000	7.83%	0.00%	56.83
Ft. Myers High/Edison Center	1996	251,798	15,910,000	7.98%	8.33%	63.19
Michigan Montessori	U.C.	83,274	4,577,700	6.98%	-0.63%	54.97
Mirror Lakes Elementary	U.C.	88,112	7,660,200	6.54%	-0.41%	86.94
Orange River Elementary	1997	71,279	2,514,000	6.73%	2.50%	35.27
Orangewood Elementary	U.C.	76,935	4,204,700	5.85%	-0.61%	54.65
Pinewoods Elementary	1995	103,435	7,730,000	4.42%	0.10%	74.73
Royal Palm Exceptional	1996	62,667	6,411,000	5.23%	-6.48%	102.30
Tanglewood Elementary	U.C.	88,631	4,250,000	5.82%	0.00%	47.95
Tropic Isles	1997	65,706	3,318,500	7.30%	5.45%	50.51
AVERAGE:				6.68%	0.99%	58.47

Source: Lee County School District.

*Original Contract Amount

**Construction Estimate used for Contract Cost

U.C. = Under Construction

S.F. = Square Feet

FINDING

The Department of Facilities Planning and Construction has developed standard procedures and documents to be used throughout the design and construction process. Many documents are based on documents prepared by national professional organizations (e.g., American Institute of Architects), or have been modified from documents used by other districts.

COMMENDATION

The Lee County School District is commended for establishing standard procedures and developing standard documents to guide the design and construction of school facilities in a highly professional manner.

FINDING

The Facilities Planning and Construction Department has employed a land use planner to be responsible for long-range planning, tracking housing developments, coordinating with local governments, attaining grants for historic preservation projects, and working with site acquisition. Utilizing the professional skills of a land planner has proven beneficial to the district in developing accurate enrollment projections for new schools, and in acquiring grants for historic preservation.

COMMENDATION

The Lee County School District is commended for employing a planning professional and producing effective planning documents.

FINDING

Currently, new school facility projects are primarily managed through the planning phase by one project manager and then through the construction phase by another project manager. While this allows the planning project manager, who is one of two registered architects on staff, to do the planning for another project, this may create a gap in the continuity of the project. Information from the planning phase may not be communicated to the construction project manager and thereby cause problems in executing the design as intended by the building users. To support the transition process, the construction manager who administers the construction process is brought into the planning at the document stage (Phase III). Additionally, the site-based administrator and staff as well as the architect are involved in the planning process from the time of the selection of the architect through the construction phase.

While the district is performing well in the design phase, the district is not having value engineering or constructability studies performed. Value engineering is a process where a design is examined by an outside professional who questions the value or cost of all the design elements. These studies can save significant amounts in the cost of a new facility. A constructability review ensures that the design utilizes systems that are efficient to construct and are not inherently complicated and costly.

RECOMMENDATION

Recommendation 8-3:

Employ an outside construction management firm for all new school projects and substantial renovation projects to ensure consistency throughout the planning and construction phases.

The construction management firm should be brought on the project from the outset and be responsible for conducting constructability reviews and value engineering studies. School construction is a sufficiently sophisticated and complicated task to warrant a full-time construction manager to ensure a successful project for the district. The use of a private construction manager should reduce the need for two staff construction managers.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|--------------|
| 1. The Director of Facilities Planning and Construction should prepare guidelines for the use of construction managers and present them to the Board for approval. | Summer 1997 |
| 2. The Board should review and approve the guidelines. | October 1997 |

FISCAL IMPACT

Fees for construction managers average between three percent and six percent of the construction cost of a project. Data from the Department of Management Services for the State of Florida indicate construction management can save approximately 4.7 percent of a project cost through value engineering, constructability reviews, and change order control. The district projects a \$32 million construction budget in fiscal year 1997 according to the Five-Year Capital Plan. The projected savings from employing construction management should be \$64,000 (4.7 percent of \$32,000,000 less fees of 4.5 percent of \$32,000,000).

Unfortunately, it is impossible to calculate some of the most critical cost avoidance factors that can be realized through the use of the construction management process. These cost avoidance factors include projects being finished on schedule and the avoidance of law suits.

The utilization of private construction management firms would eliminate two construction management positions in the Facilities Planning and Construction Department. This would amount to an annual savings of \$74,740 (2 positions at \$37,370, including benefits.)

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Employ Construction Management Firm	\$138,740	\$138,740	\$138,740	\$138,740	\$138,740

FINDING

The Lee County School District is building schools for approximately \$58 per square foot. The average cost for school construction in this region, as estimated by R.S. Means Cost Index, is between \$70 and \$75 per square foot. The district is averaging professional fees of 6.7 percent which is under the estimated seven percent in the Means Cost Index. The district is averaging approximately one percent in change orders. An acceptable amount is three to four percent according to the Council for Educational Facility Planners International.

COMMENDATION

The Lee County School District is commended for building quality schools in an economical manner.

8.4 Maintenance

Efficient and effective maintenance of the school system's facilities and grounds requires well-defined structures and processes that:

- are staffed with the appropriate levels and mix of skilled tradesmen, helpers, supervisors and support staff;
- are organizationally structured to operate effectively and efficiently;
- have adequate information to plan and manage daily operations; and
- are responsive to work order requests from schools.

CURRENT SITUATION

The Maintenance and Operations Department of the Lee County School District provides services to 67 school facilities and seven auxiliary buildings with a staff of 156 employees. Exhibit 8-9 shows an organizational chart for the department.

The Director of the Maintenance and Operations Department is relatively new having been in the position for only two years. The assistant director has been in the position since 1985. Historically, the department efficiency has been hampered by customers calling the central office to get priority for their needs.

The department is located at one central facility. The crews are organized into five zones to increase effectiveness and efficiency. There is no preventative maintenance program due to a lack of resources. The following services are contracted out to private contractors:

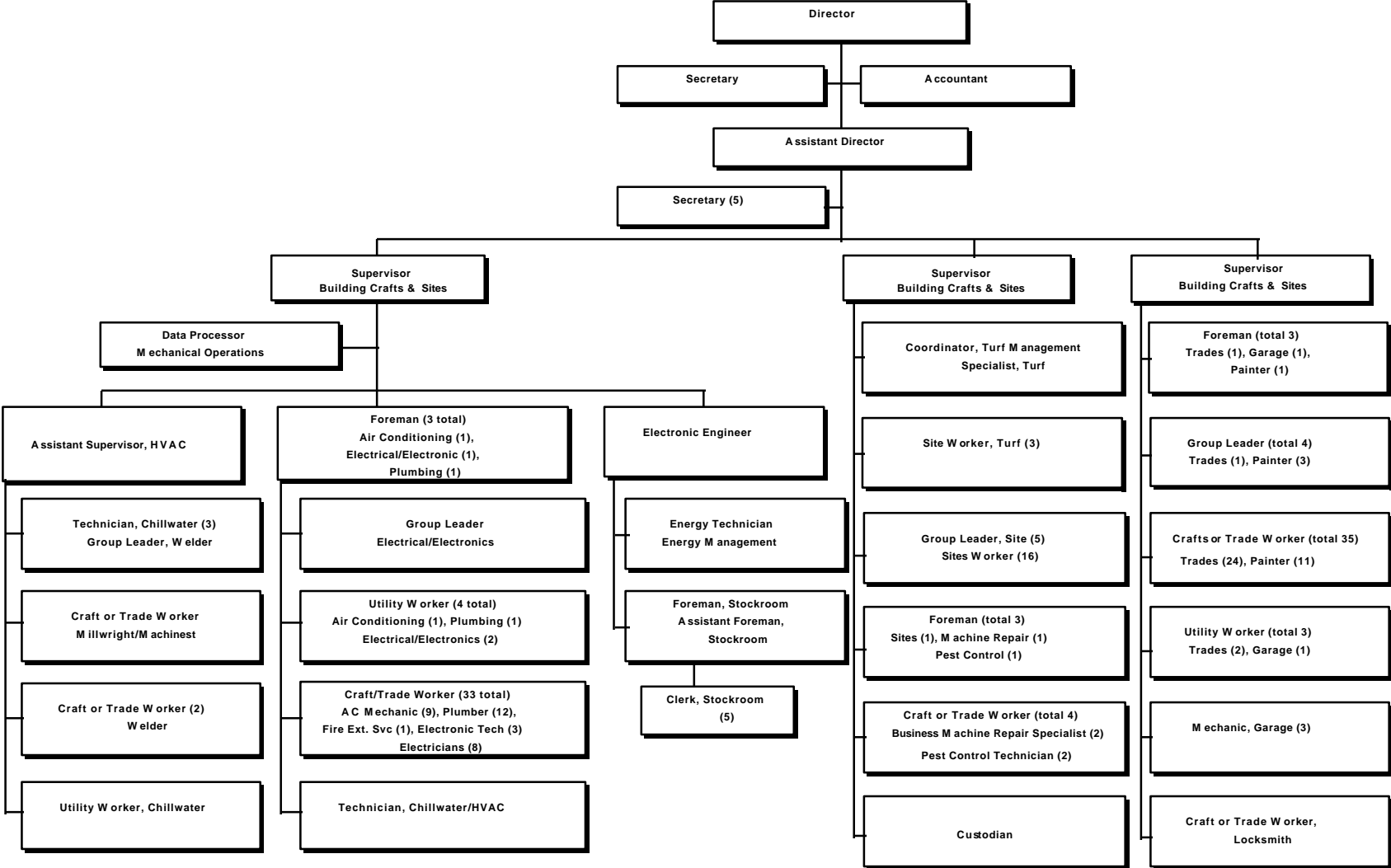
- carpet cleaning;
- pressure washing of portable buildings;
- carpet installation;
- some painting;
- mowing at five outlying schools;
- emergency glass repair;
- concrete work; and
- portable relocations.

To improve the operations of the department, the administration has published the Maintenance Department Guide. The guide clearly outlines the procedures for submitting work orders, the priority codes for work orders, the role of building supervisors, and emergency requests procedures.

Exhibit 8-10 shows the routing for work order requests. This process is direct and straight forward.

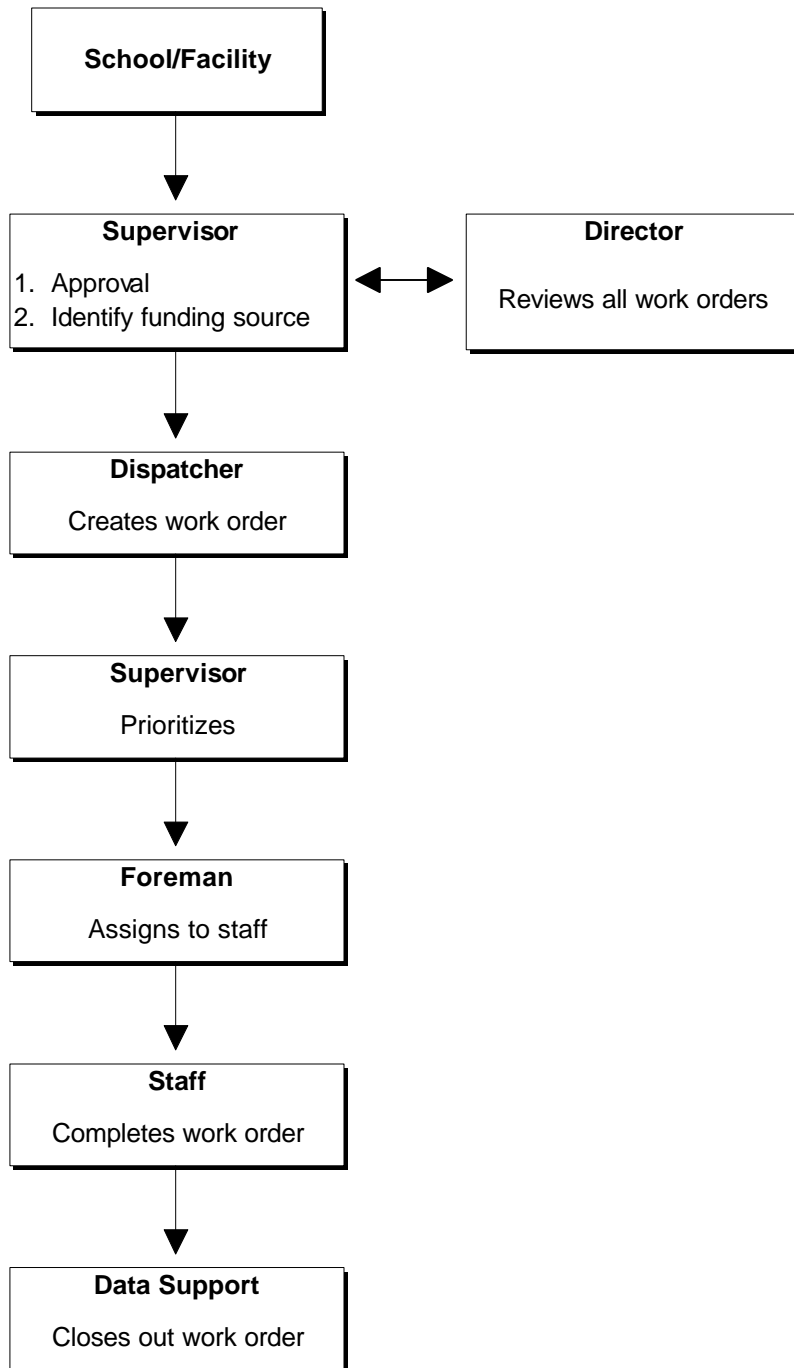
The Lee County School District maintains a warehouse for building materials. The district stocks 80 percent of all materials used on work orders, but has difficulty keeping materials in stock due to a lack of adequate storage space. The operation of the warehouse is discussed in detail in Chapter 12, Purchasing. The inventory is on a computerized system and located in a secure enclosure.

**EXHIBIT 8-9
MAINTENANCE AND OPERATIONS DEPARTMENT
ORGANIZATIONAL CHART**



Source: Lee County School District, 1996-97 Budget.

**EXHIBIT 8-10
WORK ORDER FLOW CHART**



Source: Created by MGT, 1997.

FINDING

Under the leadership of the Director of Maintenance, the Maintenance Department has published a pamphlet which clearly describes the procedures for submitting work orders to the department. The pamphlet also lists the priority categories for completing work order requests. These procedures and priority categories are necessary if all building users are to receive responsive service from the maintenance staff.

Unfortunately, some building users do not consistently follow these procedures and circumvent the technique of the established procedures by calling high level administrators or board members when maintenance work is desired. Not following work procedures disrupts priority work orders and diminishes the quality of service provided by the Maintenance Department. The prioritization of maintenance projects must be done by the professionals who have districtwide perspective and who have to live within the maintenance budget.

RECOMMENDATION

Recommendation 8-4:

Ensure that the Maintenance Department procedures are enforced at all levels of the district.

While the Maintenance Department Guide has provided some structure, follow through is inconsistent. The maintenance staff must be able to plan and budget work effectively. Inconsistent follow through on procedures diminishes this capacity.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|----------------|
| 1. The Director of Maintenance should request a review of the Maintenance Department Guide by Board and the Leadership Team to affirm a commitment to the procedures contained in the guide. | September 1997 |
| 2. The Assistant Superintendent for Business and Administrative Services should ensure that all levels of the system are accountable for following work order procedures. | September 1997 |

FISCAL IMPACT

This recommendation can be accomplished within existing resources.

FINDING

The Maintenance Department utilizes a sophisticated software program for tracking work orders. The software program is capable of producing numerous reports that can provide valuable management tools. Maintenance Department managers can analyze many aspects of their work such as response time to work order requests, average time to complete repeated tasks, and facilities or equipment which are becoming expensive to maintain and are due for replacement.

COMMENDATION

The Lee County School District is commended for utilizing sophisticated work order tracking software.

FINDING

While the Maintenance Department does utilize a sophisticated work order tracking system, but does not use it to its full capacity. The system will allow more effective tracking of work order response time but this is not being done presently.

By tracking work order response time, the department can evaluate its performance as a group and improve systems and procedures where possible. The department can also evaluate the performance of staff in a quantitative manner.

RECOMMENDATION

Recommendation 8-5:

Track work order response time and use the data to evaluate departmental and staff performance.

The present work order tracking software system will enable more effective tracking of work order response time. The system should track response time by priority level of the work orders to effectively measure performance. The Director of Maintenance should discuss the results of the tracking with all supervisors on a weekly basis and set goals to improve the level of service.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|---------------|
| 1. The software programmer should begin tracking response time to all work order requests on a weekly basis. | July 1997 |
| 2. The Director of Maintenance should review the response times for each trade with the supervisor and set goals for improving performance. | August 1997 |
| 3. The Director should report the improvement rates to all school administrators and the Board. | February 1997 |

FISCAL IMPACT

The improvements in service performance realized by tracking work order response time can be accomplished within existing resources.

FINDING

From interviews with building engineers during site visits to schools, the review team found that the engineers are often not informed as to the status of work requests

submitted to the Maintenance Department. This practice often leads to a building engineer submitting another work order request for the same task or calling the Maintenance Department to find out the status. While the Maintenance Department does issue a *Work Order Status Report* to the schools, this is only done monthly.

RECOMMENDATION

Recommendation 8-6:

Increase the frequency of work order status reports to the schools.

Under the present system, it is possible to wait a month to find out that a work order request has been denied or given a low priority. This lag time should be reduced to eliminate unnecessary phone calls to the Maintenance Department and duplicate work orders.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Director of Maintenance should revise the current work order status procedure to a bi-monthly cycle. July 1997

FISCAL IMPACT

The revision of the work order status procedure can be accomplished within existing district resources.

FINDING

The Maintenance Department does not have performance standards for tasks that are often repeated (e.g. repairing glass, installing a door). The utilization of performance standards is a valuable tool in evaluating staff performance. It has been demonstrated that setting clear expectations for staff performance will enhance performance and job satisfaction.

RECOMMENDATION

Recommendation 8-7:

Develop performance work standards for commonly repeated work tasks and increase staff efficiency.

Utilizing the existing work order tracking software, the Maintenance Department should track the number of hours spent on typical tasks. By analyzing these records and comparing with standards developed nationally, the Maintenance Department can develop performance standards specific to the district.

Performance standards, such as the length of time required to paint a door or replace a door lock, can be used to schedule work activities. Performance standards have been shown to greatly improve employee productivity by providing clear work expectations.

By implementing standards, the school system should also create a tool for monitoring employee performance.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|---------------|
| 1. Maintenance Supervisors should work with foreman and crew leaders to establish performance standards. | July 1997 |
| 2. The Computer Programmer should enter the standards into the work order tracking system. | January 1998 |
| 3. The supervisors of all maintenance areas should use the established standards for performance evaluations. | February 1998 |

FISCAL IMPACT

The productivity of crew members should increase by five percent through more effective management and monitoring of work orders. A five percent increase in productivity is the equivalent of hiring approximately 14 new staff. With proper staffing, this efficiency can be used to institute a preventive maintenance program beyond the minimal one now in effect.

It is estimated that preventive maintenance measures will save up to ten percent in long-term costs of emergency repairs when fully implemented. Savings will be phased in beginning FY 1998.

Recommendation	1997-98	1998-99	1999-00	2000-01	2001-02
Institute Preventive Maintenance Program	--	\$50,000	\$100,000	\$150,000	\$200,000

8.5 Custodial Services

Custodial services are essential to keep schools clean, maintain a safe facilities environment, provide minor maintenance services, and both monitor and report facility repair needs to appropriate authorities. In previous organizational and management studies, best practices of districts revealed that adequate and efficient custodial staffing patterns allocate approximately one custodian per 19,000 gross square feet of space.

CURRENT SITUATION

Custodial staff at the school facilities are under the supervision of school principals who are responsible for hiring, firing and evaluating the staff. Head custodians who receive some training from the Staff Development Department are responsible for training the custodial staff.

In addition to a head custodian, each school has a building supervisor who is responsible for minor maintenance tasks. These tasks, as outlined by the Maintenance Department, are shown in Exhibit 8-11.

**EXHIBIT 8-11
TASKS PERFORMED BY THE BUILDING SUPERVISORS**

Secure doors after hours	Secure broken windows after hours
Adjust door locks, hardware and door closures	Replace 2' X 4' ceiling tile
Adjust loose screws	Minor repair of floor tile and cove base
Remove graffiti or paint over	Spot painting, including doors
Minor plaster repair	Understand roof site map
Clean and inspect roofs	Water leak diagnosis
Understand plumbing site map	Know locations of valves and cleanouts
Know areas controlled by valves	Inspect sprinklers
Repair broken sprinkler PVC pipe up to 1"	Replace five or less sprinkler heads
Replace washers in leaking faucets	Replace broken toilet seats
Unplug toilets and sinks	Adjust flow in water coolers
Clean out floor drains	Repair flush valves
Know location of electrical panels	Replace fuses
Reset circuit breakers	Understand pole light site map
Replace ballast	Replace bulbs
Replace light switches	Replace wall outlets
Replace cover plates	Adjust time clocks
Maintain chiller logs	Clean AC coils that are accessible
Grease, oil and dust motors, pumps, bearings	Replace filters
Replace and adjust motor belts	Relight gas pilots

Source: Lee County School District, Maintenance Department, 1997.

The allocation of school custodians is determined by the School Allocation Formula, a function assigned to the Assistant Superintendent for Business and Administrative Services. Exhibit 8-12 shows the formula.

Custodial cleaning materials are ordered from the central warehouse by the head custodian under the supervision of the principal. The Lee County School District does not centrally supervise or standardize the amount of materials used at each school facility.

FINDING

At the present time, custodians and building supervisors receive little or no standardized training prior to assuming positions. While the review team found that building administrators generally thought well of their building supervisors and custodians, the administrators also saw the need for standardized training.

**EXHIBIT 8-12
SCHOOL ALLOCATION FORMULA FOR CUSTODIANS
1996-97**

ELEMENTARY	MIDDLE	HIGH
<p>2 Total Daily Hours = $\{(WFTE/22)+(Sq\ Ft/1470)\}/2$ 90% of calculated formula 1st 8 hrs=Bldg Supervisor 2nd 8 hrs=Custodian 3rd 8 hrs=Head Custodian Remaining hrs=Custodians</p>	<p>Total Daily Hours = $\{(WFTE/22)+(Sq\ Ft/1470)\}/2$ 90% of calculated formula 1st 8 hrs=Bldg Supervisor 2nd 8 hrs=Custodian 3rd 8 hrs=Head Custodian Remaining hrs=Custodians</p>	<p>Total Daily Hours = $\{(WFTE/22)+(Sq\ Ft/1470)\}/2$ 90% of calculated formula 1st 8 hrs=Bldg Supervisor 2nd 8 hrs=Custodian 3rd 8 hrs=Head Custodian Remaining hrs=Custodians</p>

Source: Lee County School District School Allocation Formulas, 1997.

Building engineers are being asked to do more maintenance tasks and the operation of a school plant is becoming more technical. Custodians need training to ensure that chemical cleaners are used properly and safely, and the most efficient cleaning methods are employed.

Recommendation 8-8:

Implement a standardized training program for all building engineers and custodians.

The district is currently planning to begin a training program with a private contractor. The contractor will capitalize all custodial equipment and provide custodial training to district standards. The cost of the privatized training program will be determined when the district's standards are developed in June or July 1997. Until two years ago the Florida Department of Education provided training for custodians. This function has been taken over by the Florida Plant Managers Association through Daytona Community College.

An alternative training program could be accomplished by in-house staff. The Director of Maintenance would develop a training program or adopt one from another district. The training program would be executed by four Custodial Supervisors who would also be used to support principals in their supervision of custodial staff.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|--------------|
| 1. The Director of Maintenance should develop a training program and job descriptions for Custodial Supervisors. | Summer 1997 |
| 2. The Director of Maintenance should submit the training program and job descriptions to the School Board. | October 1997 |
| 3. The Board should review and approve the training program and funding for the four positions. | Fall 1997 |

FISCAL IMPACT

The development of a training program for custodians and building supervisors can be accomplished within existing resources. The execution of the training program will require four positions at a salary of \$35,000 or a total annual cost of \$179,200. (\$35,000 x 1.28 benefits x 4 positions = \$179,200)

Recommendation	1997-98	1998-99	1999-00	2000-01	2001-02
Implement Training Program	(\$134,400)	(\$179,200)	(\$179,200)	(\$179,200)	(\$179,200)

FINDING

Each individual school orders its own custodial supplies. The district has no guidelines or standards for this ordering process. This lack of standardization combined with a lack of training results in ineffective and wasteful ordering practices. In past reviews, the review team has found variations in the use of cleaning materials ranging from \$0.01 per gross square foot to \$0.11 per gross square foot.

While there is no evidence of misuse of funds or supplies, a wide range in the amounts of cleaning supplies used from one school to the next indicates the need for professional guidelines to eliminate waste. Districts with passive ordering systems based on professionally set guidelines have realized a 25 percent reduction in the amount of cleaning materials used.

RECOMMENDATION

Recommendation 8-9:

Create a passive ordering system for custodial supplies based on professionally set guidelines.

In a passive ordering system, the amounts and types of cleaning supplies are standardized and automatically delivered to school sites on a regular basis. Special allocations can be made for special circumstances. Combined with the proper training, the passive order system can save up to 25 percent of the cost of custodial supplies. The estimate of 25 percent is based on MGT's experience with similar districts across the nation who have successfully implemented passive ordering systems.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|---------------|
| 1. The custodial supervisors should review current custodial material orders and establish a best practice standard. | October 1997 |
| 2. The Central Purchasing Unit should institute a passive order system for custodial supplies based on the best practice standard. | November 1997 |

3. The Custodial Supervisors should review the level of cleanliness at school facilities and adjust the best practice as appropriate.

May 1998

FISCAL IMPACT

The current budget for custodial supplies is about \$378,000 annually. Based on a best practice, the passive order system will reduce this amount by 25 percent annually to \$94,500 with one half of the savings expected in the first year.

Recommendation	1997-98	1998-99	1999-00	2000-01	2001-02
Implement Passive Order System	\$47,250	\$94,500	\$94,500	\$94,500	\$94,500

FINDING

Custodial services are essential to keep schools clean and safe, and maintain a positive learning environment. In performance reviews in other districts, MGT has documented that districts typically assign on average between 12,600 gross square feet per custodian and 21,500 gross square feet. Using these averages, MGT has determined that the best practice for custodial staffing is approximately 19,000 gross square feet per custodian. With the implementation of a standardized training program, this best practice is readily achievable. This best practice is working in Grand Prairie Independent School District and Dallas Independent School District as well as Loudoun County, Virginia.

The Lee County School District uses a custodial staffing model which takes into account the weighted full-time equivalent (FTE) and the number of gross square feet of the facility. This formula results in an average allocation of one custodian for every 15,975 gross square feet. Exhibit 8-13 compares the district's model with the industry standard of one custodian for every 19,000 gross square feet.

RECOMMENDATION

Recommendation 8-10:

Adjust the Lee County School District custodial staffing model so that the overall average is based on the industry standard of one custodian per 19,000 gross square feet of space.

Of the 64 school facilities in the Lee County School District, four are already operating with one custodian per 19,000 gross square feet or higher. The school system's formula should be adjusted. Position elimination should occur through attrition, therefore an immediate hiring freeze should be imposed.

**EXHIBIT 8-13
COMPARISON OF LEE COUNTY CUSTODIAN ALLOCATIONS BY SCHOOL
1996-97**

School Name	Total* Gross S.F.	Current Custodial Positions	S.F. per Cust.	Best Practice (GSF/19,000)	Over (Under) Best Practice
Allen Park	77,787	5.42	14,352	4.00	1.42
Alva	45,971	3.03	15,172	2.50	0.53
Bayshore	57,750	3.50	16,500	3.00	0.50
Bonita Springs	28,840	2.12	13,604	1.50	0.62
Caloosa	66,137	5.42	12,202	3.50	1.92
Cape Coral	55,297	4.50	12,288	3.00	1.50
Colonial	89,732	6.40	14,021	4.50	1.90
Diplomat	90,671	6.63	13,676	5.00	1.63
Edgewood	90,514	5.19	17,440	5.00	0.19
Edison Park Magnet	71,400	4.37	16,339	4.00	0.37
Fort Myers Beach	26,643	2.41	11,055	1.50	0.91
Franklin Park	53,453	3.81	14,030	3.00	0.81
Gateway Magnet	107,310	6.06	17,708	5.50	0.56
Gulf	87,905	6.96	12,630	4.50	2.46
Hancock Creek	112,818	6.41	17,600	6.00	0.41
Heights	73,865	5.75	12,846	4.00	1.75
J Colin English	55,193	4.27	12,926	3.00	1.27
LeHigh	77,993	6.19	12,600	4.00	2.19
Littleton Magnet	107,312	6.31	17,007	5.50	0.81
Michigan	78,846	4.29	18,379	4.00	0.29
Orange River	71,279	5.19	13,734	3.50	1.69
Orangewood*	76,936	4.72	16,300	4.00	0.72
Pelican	87,100	6.31	13,803	4.50	1.81
Pine Island	53,672	3.38	15,879	3.00	0.38
Pinewoods	106,433	6.32	16,841	5.50	0.82
San Carlos Park	89,097	5.75	15,495	4.50	1.25
Sanibel	23,112	2.38	9,711	1.00	1.38
Skyline	86,280	6.31	13,674	4.50	1.81
Spring Creek	90,794	6.76	13,431	5.00	1.76
Suncoast	71,550	6.31	11,339	4.00	2.31
Sunshine	92,347	6.63	13,929	5.00	1.63
Tanglewood/Riverside	42,354	5.38	7,872	2.00	3.38
Three Oaks	84,663	6.98	12,129	4.50	2.48
Tice	62,665	5.63	11,131	3.50	2.13
Tropic Isles	65,829	5.63	11,693	3.50	2.13
Villas	57,217	4.51	12,687	3.00	1.51
Total Elementary:	2,616,765	187.23	13,976	138.00	49.23

EXHIBIT 8-13 (Continued)
COMPARISON OF LEE COUNTY CUSTODIAN ALLOCATIONS BY SCHOOL
1996-97

School Name	Total* Gross S.F.	Current Custodial Positions	S.F. per Cust.	Best Practice (GSF/19,000)	Over (Under) Best Practice
Alva MS	83,325	4.94	16,867	4.50	0.44
Bonita Springs MS	120,631	7.44	16,214	6.50	0.94
Caloosa MS	96,012	7.19	13,354	5.00	2.19
Cypress Lake MS	131,428	8.22	15,989	7.00	1.22
Dunbar MS	134,924	8.00	16,866	7.00	1.00
Fort Myers MS	126,374	7.44	16,986	6.50	0.94
Gulf MS	122,254	7.66	15,960	6.50	1.16
Lee MS	136,824	7.53	18,171	7.00	0.53
Le High Acres MS	98,203	6.54	15,016	5.00	1.54
Suncoast MS	115,541	8.45	13,673	6.00	2.45
Three Oaks MS	124,821	8.44	14,789	6.50	1.94
Trafalgar MS	142,580	9.99	14,272	7.50	2.49
Total Middle School:	1,432,917	91.84	15,602	75.00	16.84
Cape Coral	247,733	13.10	18,911	13.00	0.10
Cypress Lake	225,331	11.00	20,485	12.00	(1.00)
Estero	213,488	13.50	15,814	11.00	2.50
Fort Myers	246,699	13.97	17,659	13.00	0.97
LeHigh Senior	265,975	12.19	21,819	14.00	(1.81)
Mariner	250,453	14.66	17,084	13.00	1.66
North Ft Myers	256,153	9.94	25,770	13.50	(3.56)
Riverdale	229,914	11.37	20,221	12.00	(0.63)
Total High School:	1,935,746	99.73	19,410	101.50	-1.77

Source: Lee County School District, 1997

*Includes permanent and temporary space

S.F. = Square Feet

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent for Business and Administrative Services should adjust the formula. August 1997
2. The Custodial Supervisors should adjust staff as necessary. 1997-98
School Year
3. The Superintendent should adopt a policy that vacated custodial positions will not be filled until smaller allocation goals of the adjusted formula are met. August 1997
4. The Superintendent should implement the policy in the budget policy. Fall 1997

FISCAL IMPACT

The recommended allocation formula for custodians will, through attrition, reduce the number of custodians needed from 409 to 345, saving the school system approximately \$1,392,600 (64 custodians times \$21,760 equals \$1,392,640, including benefits). Vacancies are based on a five percent annual turnover.

Recommendation	1997-98	1998-99	1999-00	2000-01	2001-02
Reduce Number of Custodians	----	\$464,200	\$928,400	\$1,392,600	\$1,392,600

8.6 Energy Management

Proper energy management is a vital tool for the efficient distribution of the school system's utilities. Energy audits and other sources of data are essential to control energy costs. Such data are used by management to determine priorities and to monitor and evaluate the success of a program. While the purpose of the energy management program is to minimize waste, the program should also ensure comfort in occupied spaces and encourage energy awareness across the school system.

CURRENT SITUATION

The Lee County School District currently has an energy management program which is staffed by two personnel. One of the staff is also responsible for monitoring indoor air quality problems. The program is more correctly a energy monitoring program and is not supported by any board policy.

The program was originally started in the Facilities Department, moved to Maintenance, and then moved back again to Facilities. The technicians monitor the energy use in 51 of the district's facilities using seven different software programs. The different software programs are a result of installing HVAC control systems manufactured by different companies. The systems vary in sophistication and have no internal alarms, but must be manually monitored.

The Lee County School District initiated an incentive program in 1990-91 that rewards schools for conserving energy use. The schools receive 50 percent of the cost of the energy savings it realized up to \$5,000. Energy use was measured against the baseline year established during 1990-91. The Lee County School District established a new baseline year established during 1995-96 to accommodate the number of new schools built since 1990-91 that had no previous history of energy use. Exhibit 8-14 shows the energy savings realized through this program.

The energy management program has also completed three lighting retrofit projects. These projects entailed relamping the light fixtures at the Supply and Food Service Warehouse, the Central Warehouse, and Buckingham Exceptional Student Center with 32 watt T-8 lamps and installing electronic ballasts. The reduction in energy use should

amount to an annual savings of \$4,953 over a three year payback period. Exhibit 8-15 shows the costs associated with the relamping projects.

**EXHIBIT 8-14
LEE COUNTY SCHOOL DISTRICT
ENERGY MANAGEMENT INCENTIVE PROGRAM
1991-92 THROUGH 1994-95**

YEAR	TOTAL SAVINGS	INCENTIVE AWARD
1991-92	\$104,901	\$ 46,160
1992-93	\$227,558	\$ 63,277
1993-94	\$ 56,203	\$ 26,397
1994-95	\$150,643	\$ 75,420
Total	\$539,305	\$211,254

Source: Lee County School District, 1997

**EXHIBIT 8-15
RELAMPING PROJECTS
COSTS AND SAVINGS**

Item	Supply and Food Service Warehouse	Central Warehouse	Buckingham Exceptional Student Center
Total KWD Reduction	2.11	4.85	15.18
Total energy savings	\$ 442.00	\$1,015.98	\$ 3,495.65
Retrofit Cost	\$1,908.48	\$4,383.54	\$13,717.20
Utility Company Incentive	\$ 527.50	\$1,212.50	\$ 3,795.00
District Cost	\$1,380.98	\$3,171.04	\$ 9,922.20
Payback Period	3.12 yr.	3.12 yr.	2.84 yr.

Source: Lee County School District, 1997.

The Energy Management Program reviews the construction documents for new school facilities. These reviews look for ways to make the facilities more energy efficient, and ensure the proper HVAC controls are being utilized and that the equipment is accessible.

FINDING

The Lee County School District has implemented an Incentive Award Program that has saved the district \$539,305 in energy costs in four years. This savings represents a reduction in energy costs of approximately six percent for those schools reducing their energy use.

The cash award incentives, distributed to schools for good energy performance, are a positive and effective tool for encouraging the conservation of energy. The success of this program is dependent on the participation of the building users and the degree that building users are of energy conserving behaviors. An awareness of effective conservation practices can be developed through an intensive educational process.

Presently, there is no site-based conservation education program at the schools. With the introduction of an educational program, all schools can be expected to increase their energy conservation.

COMMENDATION

The Lee County School District is commended for adopting a Incentive Award Program that has produced a savings of \$539,305 in four years.

RECOMMENDATION

Recommendation 8-11:

Employ a full-time conservation educator to conduct an intensive education program throughout the school district.

The goal of the program should be to educate and train building users in energy conservation practices. The conservation educator should develop a curriculum, or use an existing one, and work with faculty, students, and community groups to meet the goals of the program. The program should be site-based and require that the educator work closely with building users at each site. MGT has seen the effective use of conservation educators in our work in Houston, Texas and Grand Prairie, Texas.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Director of Facilities Planning and Construction should prepare a job description for a conservation educator and submit it to the Assistant Superintendent for Business and Administrative Services. August 1997
2. The Assistant Superintendent should review the job description and submit it to the Board for approval. September 1997
3. The Board should approve the request for a conservation educator and fund the position. Fall 1997

FISCAL IMPACT

Funding the position of conservation educator at a salary of \$40,000 will create a cost of \$51,200 to the district. This overhead will be offset by a projected savings in energy costs. Based on MGT's experience with other districts implementing this practice, it can be expected that all schools can reduce the energy use by five percent. A five percent reduction in the projected energy budget for 1997-98 will equal \$367,000 (five percent

Facilities Use and Management

of \$7,339,329 = \$366,966). The total savings is \$366,966 - \$51,200 = \$315,766 commencing in 1998-99.

Recommendation	1997-98	1998-99	1999-00	2000-01	2001-02
Employ Conservation Educator	(\$51,200)	\$315,766	\$315,766	\$315,766	\$315,766

9.0 ASSET AND RISK MANAGEMENT

This chapter addresses those district programs and activities designed to manage the district's assets and protect the district and its employees from the impacts of major risk factors, such as accidents, illnesses, lawsuits and the like. This chapter contains five major sections:

- 9.1 Workers' Compensation
- 9.2 Property and Casualty Insurance
- 9.3 Health Insurance and Other Employee Benefits
- 9.4 Cash Management
- 9.5 Fixed Assets

The category of asset and risk management examines the areas of risk management, cash management, and fixed asset acquisition and disposal. Risk management involves the identification, analysis, and reduction of risks and the procurement of insurance against such risks. Insurance against risk includes both protection of the district as a whole and coverage for individual employees. Insurance coverage provides an inducement for prospective employees and can affect a school district's recruitment efforts.

Cash management involves the district's cash balances as well as the issuance and management of debt. School districts must decide where cash will be held, how much cash should be kept of hand, whether funds should be borrowed in anticipation of tax revenues and whether the community should be asked to authorize debt for major construction projects.

An effective cash management program includes cash flow forecasting and monitoring, maintaining positive relations with bankers and suppliers, and the careful investment of surplus cash.

Fixed asset acquisition and disposal management involves the way in which the district purchases, accounts for and disposes of its fixed assets. An effective fixed asset management program ensures that all fixed assets are identified; that records are maintained indicating cost, description, location and owner, and that all surplus or obsolete equipment is properly identified, collected and disposed of in the most economic manner.

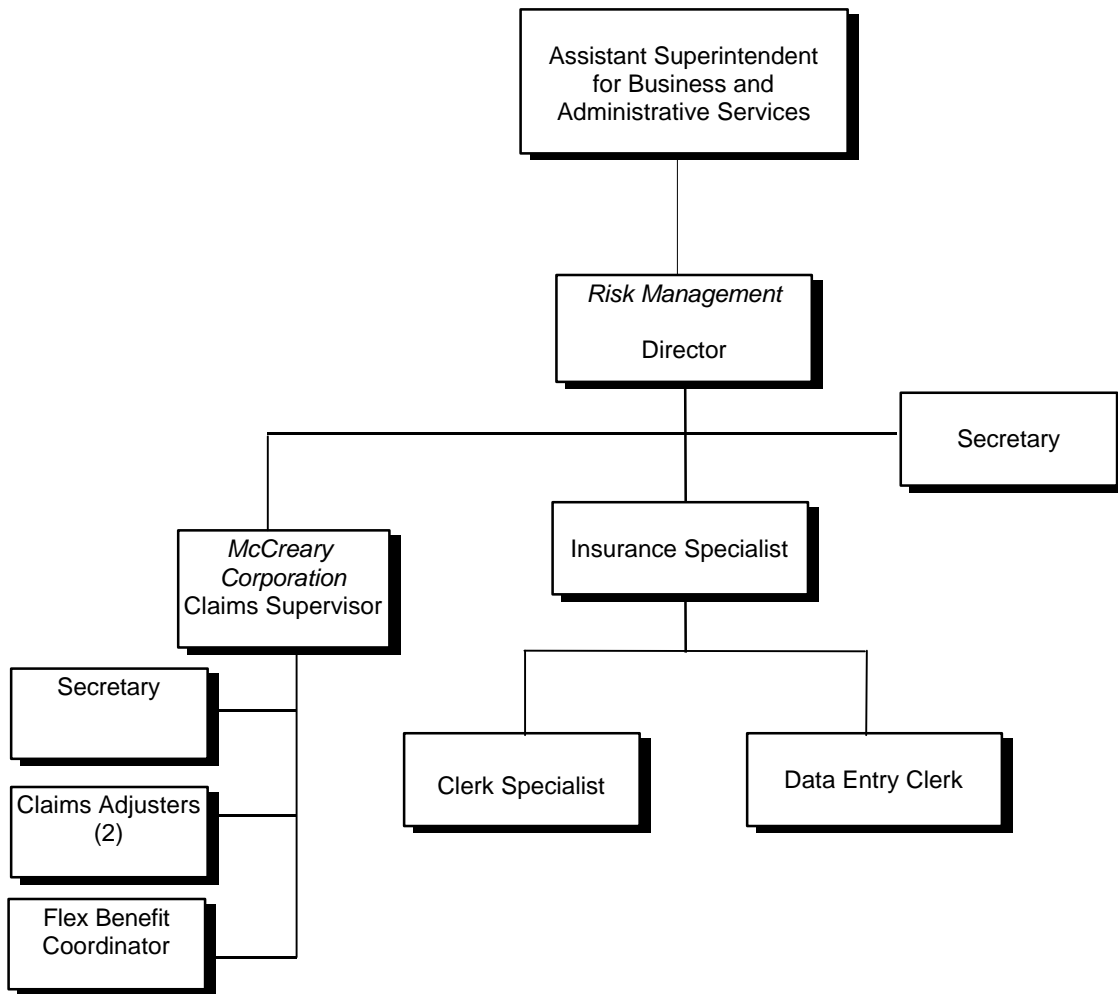
The function of risk management falls under the responsibility of the Assistant Superintendent for Business and Administrative Services. Headed by a director, the Risk Management Department is responsible for the following functions:

- obtaining, assessing, and managing district insurance coverage including workers' compensation, property and casualty, and employee health;
- providing assistance to employees in understanding the various insurance and other benefits available to them;

- enrolling employees in benefits plans including health, dental, supplemental life and disability insurance, and tax sheltered annuity plans (TSA).

The organizational structure of the Risk Management Department is depicted in Exhibit 9-1.

**EXHIBIT 9-1
LEE COUNTY SCHOOL DISTRICT
ORGANIZATIONAL STRUCTURE OF RISK MANAGEMENT DEPARTMENT**



Source: Lee County School District 1997.

The district has a contract with McCreary Corporation for property and casualty claims administration. Claims adjusters are stationed in the Risk Management Office, and can respond to incidents immediately.

9.1 Workers' Compensation

CURRENT SITUATION

The Department of Risk Management is responsible for administering the district's insurance and employee benefit programs including:

- medical insurance;
- life insurance;
- voluntary insurance such as dental, vision, and medical supplement;
- alternate duty programs;
- income protection;
- flexible benefits;
- tax sheltered annuity accounts (TSAs); and
- the district wellness and employee assistance programs.

The department also oversees the processing of claims by a third-party administrator (TPA). Aetna Health Plans of Florida serves as the TPA for employee medical claims, and McCreary Corporation is the TPA for workers' compensation and casualty claims.

Exhibit 9-2 shows the operating and capital budgets for the department for 1996-97. The 1997 budget for personnel costs, \$234,539, is an increase of more than 14 percent from 1996 actual expenditures. The overall budget increased by \$66,219, or almost six percent from the prior year.

Recent organizational changes in the district have resulted in the safety coordinator function being transferred under the supervision of the Maintenance Department. The duties of the safety coordinator include:

- safety training
- security
- electronic surveillance
- facility safety
- fire and sanitation inspections
- risk elimination and minimization

**EXHIBIT 9-2
HISTORICAL BUDGET FOR
THE RISK MANAGEMENT DEPARTMENT**

APPROPRIATIONS	1994-95 ACTUAL	1995-96 ACTUAL	1996-97 BUDGET	CHANGE	PERCENT CHANGE
Salaries	\$198,879	\$153,867	\$175,970	\$22,103	14.37%
Benefits	64,962	51,624	58,569	6,945	13.45%
Personnel Costs	\$263,841	\$205,491	\$234,539	\$29,048	14.14%
Services	\$755,313	806,726	885,700	78,974	9.8%
Energy	\$218	229	200	(29)	-12.66%
Supplies	\$67,738	40,086	61,000	20,914	52.17%
Other	\$3,914	2,091	7,325	5,235	250.17%
Operational Costs	\$827,183	\$849,131	\$954,225	\$105,094	12.38%
Capital Outlay	8,986	67,924	0	(67,924)	
Total	\$1,100,010	\$1,122,545	\$1,188,764	\$66,219	5.9%

Source: Lee County School District, 1997.

- emergency shelter management
- toxic and hazardous waste management
- OSHA compliance

Another essential function of a risk management department is to plan and provide for disaster. Because of the location of Lee County, the district faces the potential risk of flood, hurricane, or other weather related catastrophe. Currently, the district does not have a disaster recovery plan in place.

FINDING

The agreement with McCreary Corporation to locate claims adjusters on-site provides for faster responses to reported incidents. Upon notification of an accident, adjusters are able to respond immediately.

In addition, this arrangement helps to reduce the dollar amount of claims paid out by providing immediate investigation and research of reported incidents.

COMMENDATION

The Lee County School District is commended for its efforts to streamline the claims processing function.

FINDING

The district currently has no formal plan detailing what to do in the event that a disaster such as a fire or flood should occur. In the event of such a disaster, the district would have no plan for maintaining vital functions of the district.

RECOMMENDATION

Recommendation 9-1:

Develop and implement a comprehensive disaster recovery plan.

The district should immediately begin development of a disaster recovery plan. Such a plan is essential in planning for continued district operations in the face of a disaster such as flood or fire. A comprehensive plan should include a list of contact people for each major department in the district and the responsibilities assigned to these individuals. A disaster recovery plan should also provide steps to be taken to protect data and equipment, and alternative operation plans such as arrangements for temporary facilities.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|-------------|
| 1. The Assistant Superintendent for Business and Administrative Services should assign the responsibility of developing a districtwide disaster recovery plan to the Director of Risk Management. | July 1997 |
| 2. The Director of Risk Management should meet with the third-party administrator that handles the property and casualty and workers' compensation claims to discuss a disaster recovery plan for the district. | July 1997 |
| 3. The Director of Risk Management should collect samples of disaster recovery plans for other school districts and determine the model best suited for Lee County. | July 1997 |
| 4. The Assistant Superintendent for Business and Administrative Services should designate contact people throughout the district for all essential functions. The contact people should be assigned the responsibility for developing the disaster recovery plan for their assigned area. | July 1997 |
| 5. The Director of Risk Management should coordinate with all contact people throughout the district to ensure that all major functions in the district are covered by the plan. | August 1997 |
| 6. The Assistant Superintendent for Business and Administrative Services should inform the Board of progress made on the development of a disaster recovery plan. | Ongoing |

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The function of safety coordination was recently moved under the supervision of the Maintenance Department. This move enables the district's full-time safety coordinator and the contracted safety coordinator/inspector to more effectively manage the functions of safety training, building and grounds security, electronic surveillance, facility safety, fire and sanitation inspections, and indoor air quality testing.

The location of the safety coordination function in maintenance enables the coordinator to be closer to the source of safety issues for the district, but it is important that the ties with the risk management function not be severed. In order to provide an overall risk management system in the district that deals with safety and security for district employees and property, in addition to being cost effective, the safety function should be included as an integral part of the risk management function.

RECOMMENDATION

Recommendation 9-2:

Continue to provide for regular coordination and communication between the Risk Management function and the safety coordinator function.

The district needs to continue to ensure that the move of the full-time safety coordinator and the contracted safety coordinator/inspector does not have a detrimental effect on the coordination between the safety function and the risk management function. The loss-control techniques of the district should be closely tied to the insurance function of the district.

The Directors of Maintenance and Risk Management should meet and communicate on a regular basis to maintain the essential link between these two functions.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|-----------|
| 1. The Assistant Superintendent for Business and Administrative Services should assign the Director of Risk Management and the Director of Maintenance to coordinate the safety function with the risk management function in the district. | July 1997 |
| 2. The Directors of Risk Management and Maintenance should meet and communicate regularly. | Ongoing |

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The district provides an Alternate Duty Program for employees who have been injured while at work. Established in 1991, the program provides training for employees so that they may return to work in a different position after being injured on the job. Training is provided by the district, enabling the injured employee to perform job duties that do not aggravate their injury. Exhibit 9-3 summarizes the status of the 21 employees currently participating in the Alternate Duty Program.

**EXHIBIT 9-3
WORKERS' COMPENSATION ALTERNATE DUTY PERSONNEL
IN THE LEE COUNTY SCHOOL DISTRICT**

CATEGORY OF EMPLOYEES	TOTAL
Number of employees at same pay grade after receiving training and returning to work	9
Number of employees at higher pay grade after receiving training and returning to work	9
Number of employees at a lower pay grade after receiving training and returning to work	3
Total employees participating in the Alternate Duty Program	21

Source: Lee County School District, 1997.

COMMENDATION

The district is commended for the implementation of the Alternate Duty Program for employees who have been injured in the line of duty.

9.2 Property and Casualty Insurance

CURRENT SITUATION

The Assistant Superintendent for Business and Administrative Services is responsible for managing the district's property and casualty insurance program designed to protect the district from property losses and liability claims. The day-to-day responsibility of managing the property and casualty insurance program falls to the Director of Risk Management.

The district has purchased insurance coverage for property insurance, including real and personal property, flood insurance, boiler and machinery, student accident, and fidelity insurance. In addition, the district is self-insured for automobile liability, errors and omissions, and general liability.

Exhibit 9-4 summarizes loss experience in the district for the last five years.

**EXHIBIT 9-4
LOSS EXPERIENCE IN THE
LEE COUNTY SCHOOL DISTRICT**

FISCAL YEAR	AUTO CLAIMS	PROPERTY CLAIMS	GENERAL LIABILITY CLAIMS
1992	\$175,143	\$120,224	\$161,611
1993	300,454	112,278	144,048
1994	205,914	238,088	290,059
1995	344,410	167,158	284,041
1996	351,768	136,549	124,208
1997 to date	92,865	172,292	32,104

Source: Lee County School District, 1997.

FINDING

Property insurance in Florida has been difficult to obtain since Hurricane Andrew and related disasters occurred in 1992, creating a difficult property insurance market. Most property coverage has been provided by "layering" (i.e., having several insurance companies provide assigned portions of the coverage). In many instances one company will not insure the entire risk.

True competitive bidding is no longer feasible because of the limited capacity of commercial property insurance carriers and the necessity for layering to spread potential risk among several carriers. According to Risk Management staff, the district has pursued the most cost-effective coverage available.

As of June 30, 1996, the district's building and contents were valued at \$460,784,620. Exhibit 9-5 presents the district's most recent property value summary. Exhibits 9-6 and 9-7 show the district's self insurance fund balances and purchased insurance coverage, respectively.

**EXHIBIT 9-5
REAL AND PERSONAL PROPERTY BOOK BALANCES
IN THE LEE COUNTY SCHOOL DISTRICT
FISCAL YEAR ENDING JUNE 30, 1996**

PROPERTY	VALUE
Buildings	\$397,206,994
Furniture, fixtures, and equipment	57,216,467
Construction-in-progress	3,508,956
Audio Visual Materials	24,124
Computer Software	2,828,079
Total Value	\$460,784,620

Source: Lee County School District, February 1997.

**EXHIBIT 9-6
SUMMARY OF SELF-INSURANCE FUND IN THE
LEE COUNTY SCHOOL DISTRICT
FUND BALANCES FISCAL YEAR ENDING JUNE 30, 1996**

Category	Actual 1994-95	Actual 1995-96	Budget 1996-97
Revenues	\$5,456,339	\$1,537,075	\$2,656,944
Appropriations	\$2,251,855	\$2,245,305	\$3,158,790
Claims Expense	\$6,403,921	\$2,418,617	\$2,425,000
Unappropriated Fund Balance	\$5,456,339	\$1,537,075	\$2,656,944

Source: Lee county School District, February 1997.

The current property and casualty insurance coverage of \$200,000,000 is insufficient to insure the total value of property in the district.

The district recognized the need to increase the current property and casualty coverage and is currently pursuing options available to them. These options include purchasing additional insurance coverage which would entail additional costs to the district, or maintaining current levels of coverage, using the anticipated savings to set up a contingency fund. The use of the contingency fund would be restricted to pay for uninsured losses or for insurance deductibles only.

RECOMMENDATION

Recommendation 9-3:

Continue to pursue avenues to acquire additional property coverage, either through the purchase of additional coverage or by setting up contingency funds.

**EXHIBIT 9-7
PURCHASED PROPERTY INSURANCE COVERAGE FOR THE LEE COUNTY SCHOOL DISTRICT**

COVERAGE	AMOUNT OR LIMITS	TERM	COMPANY	PREMIUM	COMMENTS
<u>Property</u> Loss Limit	\$200,000,000.	7/1/96- 7/1/97	Various	\$1,787,713.50	All risk INCLUDING Flood/Quake. Loss Limit Includes Real and Personal Property/EDP/Equipment Physical Damage on Vehicles Deductibles: \$75,000 @ Occurrence except:: \$1,000,000. Wind \$ Hail \$200,000. Flood \$200,000. Earthquake
<u>DIC</u> Per Occurrence	\$5,000,000.	7/1/98- 7/1/97	International	\$251,179.93	Flood and Earthquake coverage Deductibles: \$50,000 AOP, except: \$200,000 Flood Per Building
<u>Crime</u> Public Employee Dishonesty w/ Faithful Performance Forgery/Alteration Money/Securities - Inside Money/Securities - Outside	\$100,000. \$100,000. \$10,000. \$10,000.	7/1/96- 7/1/97	F & D	\$10,788.	Deductibles: \$25,000. Employee Dishonesty \$25,000. Forgery/Alteration \$1,000. Money/Securities
<u>Student Accident</u> Accident Medical Accidental Death/Dismemberment Catastrophic	\$10,000,000. \$10,000. \$1,000,000.	8/1/96- 8/1/97	Life Insurance Company of North America	\$14,260.	Includes Athletes, Cheerleaders, and Bank; \$25,000. Deductible
<u>Flood Insurance</u> 16 Policies covering Various Buildings/Contents at Sanibel Elem. & Ft. Myers Beach Elementary Schools	Various	1/2/97- 1/2/98	Omaha P & C Various	\$21,200.	\$1,000. Deductible
<u>Boiler & Machinery</u> Property Damage Business Interruption	\$20,000,000.	7/1/96- 7/1/97	Hartford Steam Boiler	\$22,644.	\$25,000. Deductible
<u>Public Entity</u> Excess Liability	\$2,000,000. \$8,000,000.	7/1/96- 7/1/97	Ranger	\$223,000.	\$300,000. Self-Insured Retention GL, AL, WC
<u>School Leaders E & O</u> Aggregate	\$3,000,000.	7/1/96- 7/1/97	National Union	\$37,379.	\$25,000. Deductible - each @ Wrongful Act
<u>Special Events/"Facility Use" Coverage</u> Each Occurrence General Aggregate	\$100,000. \$200,000.	7/1/96- 7/1/97	Scottsdale	\$2,300. M & D	\$500. Deductible Per Claimant BI/PD
<u>Pollution Liability (FPLIPA)</u> Each Incident Aggregate	\$1,000,000. \$2,000,000.	11/10/96- 11/10/97	C & I	\$2,968.	\$10,000. Deductible - Third Party Liability \$10,000. Deductible - Corrective Action

Source: Lee County School District, 1997.

The district should continue to pursue the alternatives available for increasing the amount of property insurance and the costs involved in obtaining the additional coverage. Although obtaining property insurance has been difficult in the recent past, the consensus among insurance professionals is that the market for the upcoming year will be more favorable for school districts in Florida.

The term of the current policy in force at the district expires July 1, 1997. It is critical that the district take steps to increase the amount of coverage carried for real and personal property, including the option of self insurance.

IMPLEMENTATION STRATEGIES AND TIMELINES

- | | |
|--|-----------|
| 1. The Assistant Superintendent for Business and Administrative Services should direct the Director of Risk Management to coordinate the effort to increase the property insurance for the district. | July 1997 |
| 2. The Director of Risk Management should aggressively pursue a solution to the property insurance issue, either by purchasing additional coverage or by providing a self insurance fund. | Ongoing |
| 3. The Assistant Superintendent for Business and Administrative Services should keep the Board informed of the progress made in obtaining adequate property coverage. | Ongoing |

FISCAL IMPACT

The district is currently pursuing additional options for property insurance coverage. Due to the conditions of the insurance market in Florida, as discussed above, the exact cost of this recommendation cannot be estimated. Some of the savings identified in Chapter 16 could be diverted for this purpose.

9.3 Health Insurance and Other Employee Benefits

CURRENT SITUATION

The Lee County School District provides self-funded health insurance to its employees. Effective March 13, 1996, employees working 30 hours or more weekly can participate in all insurance benefits offered by the district. Employees working 20 hours per week on a regular basis can participate in voluntary benefits only. The full cost of voluntary benefits are paid by the employee and they include:

- Dental Insurance
- Visual Insurance
- Medical Supplement Insurance

- Cancer Insurance
- Income Protection Insurance
- Additional Employee Life Insurance
- Family Life Insurance

The district allows employees to choose between two different health insurance plans, a preferred provider organization and a managed care plan. A summary of the plans is presented in Exhibit 9-8 below.

**EXHIBIT 9-8
HEALTH INSURANCE BENEFITS
LEE COUNTY SCHOOL DISTRICT**

PLAN TYPE	CARE PROVIDED WITHIN NETWORK	CARE PROVIDED OUTSIDE NETWORK	MONTHLY PREMIUM COST
Preferred Provider Organization (PPO)	Employee reimbursed for 90 percent of care provided	Employee reimbursed for 70 percent of care provided	\$229 for employee only
Managed Care Plan (MCP)	Employee reimbursed for 80 percent of care provided	Employee reimbursed for 50 percent of care provided	\$200 for employee only

Source: Lee County School District, 1997.

The district contributes a fixed amount of \$2,600 towards an employee benefit bank. This amount covers a portion of the cost of medical coverage, and the remainder of the cost is paid by the employee through payroll deductions. Dependent premiums are not covered by the district.

The employee health plan is administered by a third-party administrator (TPA). The district's TPA since 1991 has been Aetna.

The Lee County School District provides wellness benefits to employees which includes discounted membership rates for a health club and free preventative health screenings. Health screenings currently include:

- mammograms for women
- cholesterol and glucose testing
- colorectal screening
- prostate cancer screening for men

All regular district employees who work 20 hours or more each week are eligible to participate in the Flexible Benefit Plan (Flex Plan). The Flex Plan, an IRS Section 125 plan, allows employees to purchase benefits such as dependent health, dental, vision, and cancer insurance using pre-tax dollars. Employees can also set aside pre-tax funds to pay for uninsured medical expenses and dependent care expenses.

The district maintains the services of a benefits consultant to assist with the administration of the employee benefits plans. The major functions of the benefits consultant are to:

- ensure statutory compliance of language contained in plan documents, summary plan descriptions, and contracts;
- develop Requests for Proposals for employee benefits products and analyze proposals received;
- provide monthly summaries of the self-funded health plan; and
- assist with guidance procurement and monitoring of stop loss insurance for the self-funded health plan.

The district pays the benefits consultant \$36,000 annually, in addition to commissions for the health plan's stop loss insurance, for these services.

FINDING

Effective March 1, 1997, the district has implemented automatic Flex Plan enrollment. That is, all employees qualified to participate in the Flex Plan's pre-tax purchase of benefits will be automatically enrolled in the plan. Employees choosing not to participate in the plan simply fill out a form declining this benefit.

Automatic enrollment reduces the amount of paperwork processed during open enrollment, in addition to simplifying enrollment procedures for employees.

COMMENDATION

The Lee County School District is commended for implementing the automatic Flex Plan feature.

FINDING

The Director of Risk Management produces a monthly newsletter that is distributed to all employees. The newsletter, named *Benefit Revue*, contains articles on such subjects as:

- Safety tips
- Employee benefits
- Explanations or comparisons of medical benefits
- Workers' compensation claims

The monthly newsletter assists in educating employees about their benefits, as well as keeping them informed of benefit changes that occur during the year. In addition, the newsletter contains a list of phone numbers to assist employees in knowing who to call for specific questions or concerns.

COMMENDATION

The Lee County School District is commended for its efforts to communicate and explain benefits to employees.

FINDING

The district has experienced a reduction of annual medical claims costs per employee over the last five years with the concomitant increase in the health plan's loss fund reserve. With reserves of over \$13 million at the end of fiscal year 1996, the district has been able to reduce the amount of employee and dependent health premiums.

Exhibit 9-5 shows health care claims for the past four years.

**EXHIBIT 9-9
HEALTH CARE CLAIMS FOR THE
LEE COUNTY SCHOOL DISTRICT
(dollars in thousands)**

FISCAL YEAR	AVERAGE # OF INSURED INDIVIDUALS	TOTAL CLAIMS PAID	TOTAL PERCENT CHANGE	CLAIMS PAID PER INSURED INDIVIDUAL	PERCENT CHANGE PER INSURED INDIVIDUAL
1993-94	6,352	\$16,559		\$2,045	
1994-95	6,736	\$16,265	- 1.80%	\$1,880	-8.06%
1995-96	6,860	\$16,312	+ .29%	\$1,842	-2.02%
1996-97	N/A	\$9,426 *	N/A	N/A	N/A

Source: Lee County School District, February 1997.

* Year-to-date amount of claims paid as of January 1997.

COMMENDATION

The Lee County School District is commended for its efforts in reducing the amount of claims paid for health claims, and also for reducing the amount of employee and dependent premiums paid into the self-insured fund.

FINDING

An Insurance Task Force Committee, whose members include a Board representative, the Assistant Superintendent for Business and Administrative Services, Director of Risk Management, Director of Payroll, Director of Budget, employee representatives, and union representatives, meet regularly to discuss insurance issues facing the district. The purpose of the committee is to :

- discuss insurance benefits issues;
- discuss and evaluate insurance products;

- identify questions and concerns to be addressed in the monthly benefits newsletter;
- discuss the issuance of Requests For Proposals for insurance coverage; and
- meet with insurance representatives to discuss issues of concern.

The committee has been instrumental in providing consensus in the district in issues regarding employee insurance benefits. The committee solicits feedback for district employees and serves as a vehicle to disseminate information.

COMMENDATION

The district is commended for establishing the Insurance Task Force Committee.

FINDING

The district offers a tax sheltered annuity plan (TSA) to its employees. Currently, the district maintains 75 TSA companies, of which 15 are active. In the past, guidelines for TSA administrators were not very stringent, resulting in the large number of TSA companies. The excessive number of TSA administrators is causing unnecessary burden to the Risk Management and Payroll Departments.

While the department is currently working to revise the TSA application policies and guidelines, there is no organized effort to reduce the number of TSA administrators.

Interviews indicate that employees of the Risk Management and Payroll Departments provide informal tax and investment advice to employees participating in the TSA plans. This is done as a customer service to district employees.

RECOMMENDATIONS

Recommendation 9-4:

Reduce the number of TSA companies and agents used by the district and finalize procedures for new TSAs.

Employees in the Risk Management Department are required to spend an inordinate amount of time dealing with the various TSA plan administrators and in explaining the different plans to employees.

Limiting the number of TSA administrators should help to streamline the benefits process and alleviate excess paperwork and monitoring of the TSA plans by the Risk Management Department.

New TSAs should be provided criteria for activation.

IMPLEMENTATION STRATEGIES AND TIMELINES

- | | |
|---|------------------------|
| 1. The Director of Risk Management should meet with the district's insurance specialist to develop a strategy for reducing the number of TSA administrators used by the district. | July 1997 |
| 2. The Director of Risk Management and the insurance specialist should develop a list of preferred TSA administrators to use. | August 1997 |
| 3. The Assistant Superintendent for Business and Administrative Services should present the preferred list to the Board. | August 1997 |
| 4. The Director of Risk Management should notify all TSA Administrators that will no longer be used by the district. | September 1997 |
| 5. The Director of Risk Management should notify all employees of the changes regarding the preferred TSA administrators. | September 1997 |
| 6. The Director should develop criteria for new TSA activation. | 1997-98
School Year |

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Recommendation 9-5:

Discontinue the practice of giving employees informal investment and tax planning advice regarding their tax sheltered annuity plans.

Even though Risk Management and Payroll employees are attempting to provide good customer service to district employees, this situation could lead to potential litigation. Employees with questions concerning their retirement accounts or investment options should be referred to the TSA administrator or to their personal accountant.

The Risk Management Department should be sensitive in communicating to all employees that personal tax and investment advice can no longer be given by district personnel. Issuing an article in the monthly benefits newsletter is a way to communicate this information.

IMPLEMENTATION STRATEGIES AND TIMELINES

- | | |
|--|-----------|
| 1. The Director of Risk Management should direct all Risk Management employees to cease giving advice to employees regarding investments in retirement accounts. | July 1997 |
|--|-----------|

- | | |
|---|-------------|
| 2. The Director of Payroll should direct all Payroll employees to cease giving advice to employees regarding investment in retirement accounts. | July 1997 |
| 3. The Director of Risk Management should include in the monthly benefits newsletter the change regarding investment advice. | August 1997 |

FISCAL IMPACT

This recommendation can be implemented with existing resources.

9.4 Cash Management

CURRENT SITUATION

Lee County's Assistant Superintendent of Business and Administrative Services has the overall responsibility for oversight of cash and investment management. Management of the daily operational activities for cash and investment management is delegated to an accountant who reports to the Director of Financial Accounting. The fiscal policy used by the accountant was in the process of being updated at the time of the review. The last update prior to this was in 1974.

The district currently maintains five operating accounts as illustrated in Exhibit 9-10.

**EXHIBIT 9-10
OPERATING ACCOUNTS IN THE
LEE COUNTY SCHOOL DISTRICT**

ACCOUNT NAME	BANK	PURPOSE	INTEREST BEARING
Service Account	Barnett Bank	Consolidated holding account for all district operational and general funds.	Yes
Accounts Payable	Barnett Bank	Imprest/clearing account for accounts payable checks	No
Payroll	Barnett Bank	Imprest/clearing account for all district payrolls	No
Food Services	Sun Bank	Operating account for cafeteria operations	No
Food Services	Barnett Bank	Operating account for cafeteria operations	Yes

Source: Business and Administrative Services, 1997.

The district maintains an interest-bearing service account at Barnett Bank. The rate of interest earned by the district fluctuates based on the current federal funds rate. On an as-needed basis, the cash management accountant transfers funds into the payroll and accounts payable accounts for the amount of checks written. On a nightly basis, funds remaining in these accounts after all checks have cleared are automatically transferred to the interest-earning service account.

The cash management accountant monitors activity of the service account and excess funds not needed for current operations are deposited with the Florida State Board of Administration.

FINDING

An accountant in the Finance Department is responsible for ensuring that all district excess funds are invested in short-term investments in order to maximize interest income for the district. This position is also responsible for ensuring that adequate funds are kept in the general service account to fund immediate cash needs.

In addition, this position is responsible for monitoring all incoming wire transfers and other sources of incoming funding, and properly distributing these funds to their proper accounts.

The 1974 fiscal policy was in the process of being rewritten at the time of on-site review. However, there are no formal, written procedures for the monitoring of daily cash needs. In addition, the accountant responsible for cash management monitors cash and investments in an informal manner without the benefit of a comprehensive forecasting model.

Cash disbursements in the form of vendor payments are made weekly, along with semi-monthly payroll. The Financial Accounting Department does not prepare weekly cash flow projections to assist with determining excess cash balances available for investment. Cash flow is monitored on an informal basis by the cash management accountant who simply “knows” what future cash needs will be.

RECOMMENDATIONS

Recommendation 9-6:

Develop and implement detailed procedures for the cash management function in the district.

Formal, written procedures for the cash management function provide vital information to employees in the event of absences or other occurrences. Good procedures provide detailed instruction for the regular, routine cash management function. In addition, procedures should instruct employees in handling any non-routine occurrences and in proper internal controls.

Lack of formal, written procedures could have a detrimental effect in the event that the employees regularly assigned to handle the cash management function are for some reason unable to perform their duties. Cash management at the district currently involves knowing what receipts are expected and what expenditures will be incurred. Incorrect monitoring could lead to insufficient funds available to meet obligations or lost investment revenue due to improper investing.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The Assistant Superintendent for Business and Administrative Services should assign the responsibility for developing cash management procedures to the Director of Financial Accounting. July 1997
2. The Cash Management Accountant should detail all steps required to perform the cash management function. July 1997
3. The cash management procedures should be reviewed and approved first by the Director of Financial Accounting and then by the Assistant Superintendent for Business and Administrative Services. August 1997
4. Upon final approval of the cash management procedures, the Assistant Director of Financial Accounting should incorporate the new procedures into the department's procedures manual. August 1997

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Recommendation 9-7:

Develop an automated weekly cash flow projection model to facilitate cash forecasting for accounts payable, payroll, and investment activity.

The district should develop and implement an automated (i.e. electronic spreadsheet-based) cash flow projection model to monitor cash balances on a daily, weekly, and monthly basis. The projection model should consider all cash receipts and disbursements, along with the timing of each type of transaction. This would enable the district to continuously forecast and monitor its daily and weekly cash balances to facilitate the transfer of funds into high-yielding investment accounts. Additionally, the projection model would forecast anticipated cash shortages (if any) in sufficient time to cover the deficit from investment account drawings or alternate sources such as bank lines of credit.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The Assistant Superintendent for Business and Administrative Services should have the Director of Financial Accounting develop a draft cash flow projection model. July 1997

- | | |
|---|-------------|
| 2. The Assistant Superintendent for Business and Administrative Services should review the draft cash flow projection model and make the appropriate modifications. | August 1997 |
| 3. The Assistant Superintendent for Business and Administrative Services should implement the cash flow projection model. | August 1997 |

FISCAL IMPACT

This recommendation can be implemented with existing resources. Although it cannot be estimated, implementation of this recommendation could result in increased interest revenue for the district.

9.5 Fixed Assets

CURRENT SITUATION

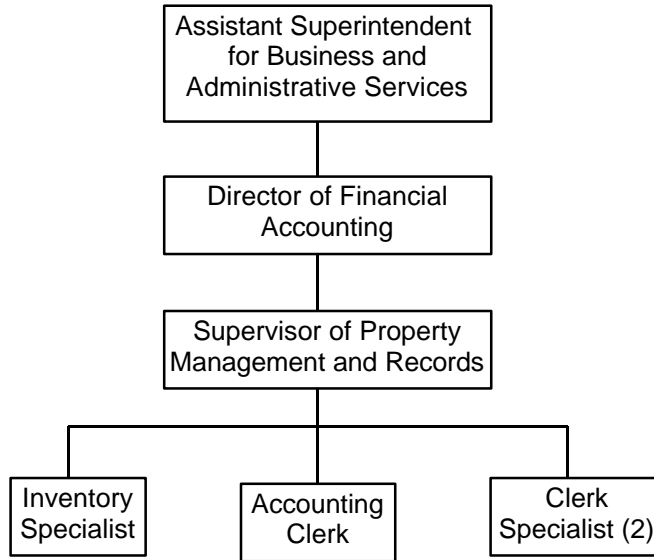
Principals and department heads are assigned the custody function for district furniture and equipment, with the monitoring function assigned to the Property Management section. The function of property management falls under the Director of Financial Accounting as depicted in Exhibit 9-7.

The Property Management Section is headed by a supervisor with four support staff. Major responsibilities of the section include:

- identifying, tagging, and tracking all furniture and equipment with a value of \$500 or more;
- performing an annual inventory of all furniture and equipment with a value of \$500 or more; and
- coordinating district records retention needs.

The district uses a decentralized asset receiving process in that furniture and equipment are shipped directly to the school site or department purchasing the item. Purchase orders for these items are forwarded to the Property Management Section where they are used to locate the assets.

**EXHIBIT 9-11
ORGANIZATIONAL STRUCTURE FOR PROPERTY MANAGEMENT
IN THE LEE COUNTY SCHOOL DISTRICT**



Source: Lee County School District, 1997.

An inventory specialist collects all purchase orders indicating the acquisition of assets with an individual value of \$500 or more, and travels to the asset location for inspection. Upon determination that the asset should be capitalized, the inventory specialist records the pertinent information about the asset (description, serial number, estimated useful life, etc.) onto the purchase order, affixes an inventory tag number to the asset, and records the tag number.

In the course of traveling throughout the district to inspect and record new assets, the inventory specialist may encounter assets which have not been identified and tagged. The specialist will make note of any untagged items and later attempt to trace, identify, and tag them.

The inventory specialist submits all asset information to a Property Management clerk to be entered into the fixed asset accounting system.

The Property Management section conducts an annual inventory count of 100 percent of all district assets. This function takes almost a full year to complete.

This process is performed by taking an assets listing generated by the automated system, physically inspecting each piece of equipment, and comparing to the list. When an asset is identified, it is checked off on the list.

Assets that cannot be located during the annual inventory count are listed and reported to the principal or department head responsible. The principal or department head is given three weeks to locate the missing items. All assets that remain unaccounted for

at this point are listed and reported to all police authorities having jurisdiction in Lee County. After a missing item has remained on the "missing" list for two inventory cycles, it is then written off.

As assets become obsolete or unnecessary, the principal or department head will request that they be written off and removed from the school site or department. At this point, the obsolete assets are posted throughout the district, allowing other schools or departments to take custody of them. All items that are unwanted by anyone in the district are shipped to a district warehouse where they are offered for sale to the general public.

FINDING

State regulations require that school districts track and account for all assets with a value of \$750 or more. Lee County has established a policy to track all assets with a value of \$500 or more. Although the two inventory specialists have the responsibility for tagging and tracking assets in the district, most of the employees of the Property Management Department are involved in this function, including the department supervisor. The annual inventory required by the state takes a full year to complete.

As the district increases in size, it will be difficult to perform a timely annual audit.

RECOMMENDATION

Recommendation 9-8:

Increase the value threshold for tracking asset to \$750.

As the district increases in size and adds new schools, the asset tracking function will need to be expanded. Increasing the district threshold will eliminate unnecessary tracking of smaller, less valuable items.

In addition, as the state modifies the tracking threshold, the district should amend its threshold automatically.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The Assistant Superintendent for Business and Administrative Services should request that the Board increase the limit for tagging and tracking fixed assets to \$750. July 1997
2. After Board approval, the Director of Financial Accounting should communicate the new threshold to all employees in the district responsible for fixed assets. July 1997
3. The Supervisor of the Property Management Department should incorporate the new threshold into operating procedures. August 1997

4. A policy and procedure should be put in place that automatically increases Lee County's threshold to be at the same level as the State.

September 1997

FISCAL IMPACT

This recommendation can be done with existing resources.

FINDING

After the availability obsolete assets are advertised internally to all school sites and no principals express an interest in acquiring the assets, they are sent to the district warehouse where the general public is allowed to view and purchase them. Weekly sales are advertised in the local newspaper, in addition to periodic auctions that are held when the district has a large volume of surplus assets on hand. Exhibit 9-12 shows revenue from the sale of surplus equipment in the district.

**EXHIBIT 9-12
SALE OF SURPLUS FURNITURE AND EQUIPMENT
LEE COUNTY SCHOOL DISTRICT**

Fiscal Year	Proceeds ⁽¹⁾
1992-93	\$3,700
1993-94	\$3,278
1994-95	\$1,485
1995-96	\$6,400
1996-97 ⁽²⁾	\$9,590

Source: Lee County School District, February 1997.

⁽¹⁾These figures *exclude* the auction of large equipment and surplus vehicles

⁽²⁾Year-to-date total as of February 1997.

The district's process of offering surplus equipment for public purchase produces additional revenue for the district.

COMMENDATION

The Lee County School District is commended for the organized and systematic process of tracking and disposing of surplus equipment.

FINDING

The district has held auctions of surplus equipment using the services of a professional auctioneer. However, for the last two years auctions were not conducted because the district did not have enough surplus equipment and furniture to justify hiring a professional auctioneer.

RECOMMENDATION

Recommendation 9-9:

Partner with the county or other local governmental entity to maximize cash received for surplus assets.

The district should consider joining with the county to hold a combined auction. This would allow the two entities to share in the cost of the professional auctioneer and would also help to maximize revenue for the district.

IMPLEMENTATION STRATEGIES AND TIMELINES

- | | |
|--|-----------|
| 1. The Assistant Superintendent for Business should contact the County or other local entities concerning the auction. | Fall 1997 |
| 2. The auction should be held annually. | Ongoing |

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

FINDING

Assets that cannot be located during the annual audit process are listed and given to the asset custodian, either the school principal or the department head, to be found. If the items cannot be found, they are written off after two inventory cycles have passed.

Occasionally, missing items are located in a subsequent inventory cycle because they have been transferred between locations without the proper transfer paperwork being completed by the custodian.

RECOMMENDATION

Recommendation 9-10:

Hold custodians responsible for protecting assets.

Before missing assets are written off, the Property Management Section should list the assets, the custodian responsible for them, and any known information about the reason for the assets being missing. This information should be presented to the Board on a regular basis.

Reporting missing assets, responsible asset custodian, and potential reason for the missing asset will help to ensure accountability for fixed assets in the district.

In addition, tracking and analyzing this information can help to identify areas in the district that may need increased security.

IMPLEMENTATION STRATEGIES AND TIMELINES

- | | |
|--|-----------|
| 1. The Supervisor of Property Management should inform all principals and other fixed asset custodians that all missing fixed assets will need to have a detailed explanation of steps taken to locate them and reasons that they cannot be located. | July 1997 |
| 2. The Supervisor of Property Management should collect all reports of missing assets, along with detailed explanations. | Ongoing |
| 3. On a quarterly basis, the Assistant Superintendent for Business and Administrative Services should present the report of missing assets to the Superintendent. | Ongoing |
| 4. The Superintendent should ensure that custodians are responsible for protecting assets and held accountable for doing so. | Ongoing |

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

As new assets are received in the district, an inventory specialist is assigned the duty of visiting school sites and departments to physically inspect the asset and to record pertinent information. This can be a cumbersome process, requiring that the inventory specialist spend the majority of her time traveling between schools and department work sites.

In addition, many assets are not tagged or tracked in the system.

RECOMMENDATION

Recommendation 9-11:

Centralize the asset receiving function in the district.

Implementation of this recommendation will ensure that all assets will be properly tagged and set up in the automated system before being placed in service. In addition, a centralized asset receiving function will substantially cut down on the need for Property Management employees to travel throughout the district to locate new property.

The Property Management function should be located at the central warehouse where all assets should be delivered. Upon inspection, tagging, and recording of necessary

information, each asset can then be delivered to the designated school site or department. Arrangements can be made for extremely large or specialized equipment to be delivered to its installation location, and a Property Management employee can perform the necessary tagging and tracking procedures on-site.

IMPLEMENTATION STRATEGIES AND TIMELINES

- | | |
|--|----------------|
| 1. The Assistant Superintendent for Business and Administrative Services should direct the Financial Accounting Director the responsibility for implementing a centralized asset receiving function. | July 1997 |
| 2. The Financial Accounting Director and the Property Supervisor should develop new procedures for a centralized asset receiving function. | August 1997 |
| 3. The Assistant Superintendent for Business and Administrative Services should notify all district employees of the new centralized asset procedures. | August 1997 |
| 4. The Financial Accounting Director and the Property Supervisor should develop a plan to centralize the asset receiving function in the district. | September 1997 |
| 5. Property and Records Management personnel should be trained in the new asset receiving policies and procedure. | December 1997 |

FISCAL IMPACT

This recommendation can be done with existing resources.

FINDING

The current process of tagging and tracking assets is cumbersome and uses numbered metal identification tags. For tracking and inventory purposes, the tag numbers must be manually read and written down. Frequently, numbers can be misread or written down incorrectly, leading to further delays in the inventory and tracking process.

RECOMMENDATION

Recommendation 9-12:

Implement a bar coding inventory tracking system.

By using a bar coding system, the annual inventory process will be much easier to perform. Inventory clerks will be able to scan bar coded tags placed on each asset, and the item can be automatically located in the system.

The use of a bar coding system will result in both time and efficiency savings for the district. Implementation strategies and timelines for this recommendation are addressed in more depth in Chapter 12 (See Recommendation 12-7).

10.0 FINANCIAL MANAGEMENT

This section of the report reviews the budgeting and financial management functions of the Lee County School District and contains three major subsections:

- 10.1 Planning and Budgeting
- 10.2 Fiscal Operations
- 10.3 Internal Audit

The functions covered in this chapter fall under the direction of the Assistant Superintendent for Business and Administrative Services.

10.1 Planning and Budgeting

The planning and budgeting process is critical to the effective management and stewardship of the resources and programs of a school district. Once a mission statement has been developed and districtwide goals and objectives have been determined, the allocation of financial resources required to achieve those goals and objectives must be addressed through the planning and budgeting process. Planning and budgeting facilitates a long-term, strategic view toward the allocation and management of resources, rather than a short-term year-to-year allocation based on available resources.

CURRENT SITUATION

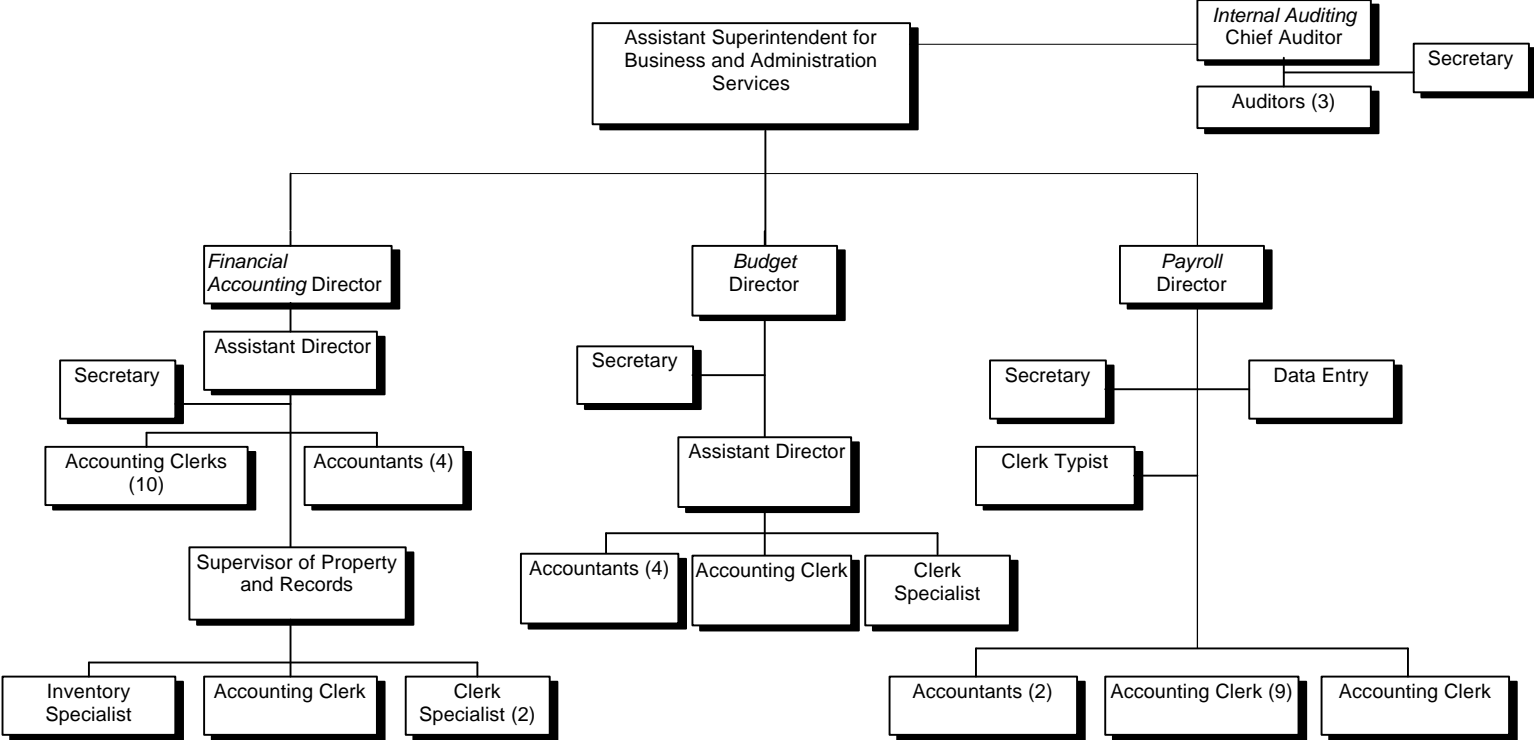
The Assistant Superintendent for Business and Administrative Services has primary responsibility for the district's budget process. Exhibit 10-1 depicts the organizational structure of this division.

The district has an annual expenditure budget for 1996-97 totaling \$536,717,000 for all funds. The budget process is governed by Florida Statutes and State Board Rules, and administered through a formal budget preparation manual. The manual contains budget preparation information for both schools and departments including allocation formulas, budget forms, standardized price lists, and coding descriptions.

The Lee County School District maintains a personnel coding system that is used for budgeting and cost reporting purposes. All jobs are coded by function so that expenditures for salaries and benefits are properly reflected in the budget. Employee work time is tracked through the use of cost center codes, function codes, program codes and project numbers in order to accurately reflect the various functions.

Principals, program directors, district directors, and other key personnel are involved in the budget process at various levels. Campus and program groups develop a preliminary budget draft for their campus or department. Budgets are input by schools and departments to the on-line mainframe computer.

**EXHIBIT 10-1
ORGANIZATIONAL STRUCTURE FOR FINANCIAL ACCOUNTING AND BUDGET
IN THE LEE COUNTY SCHOOL DISTRICT**



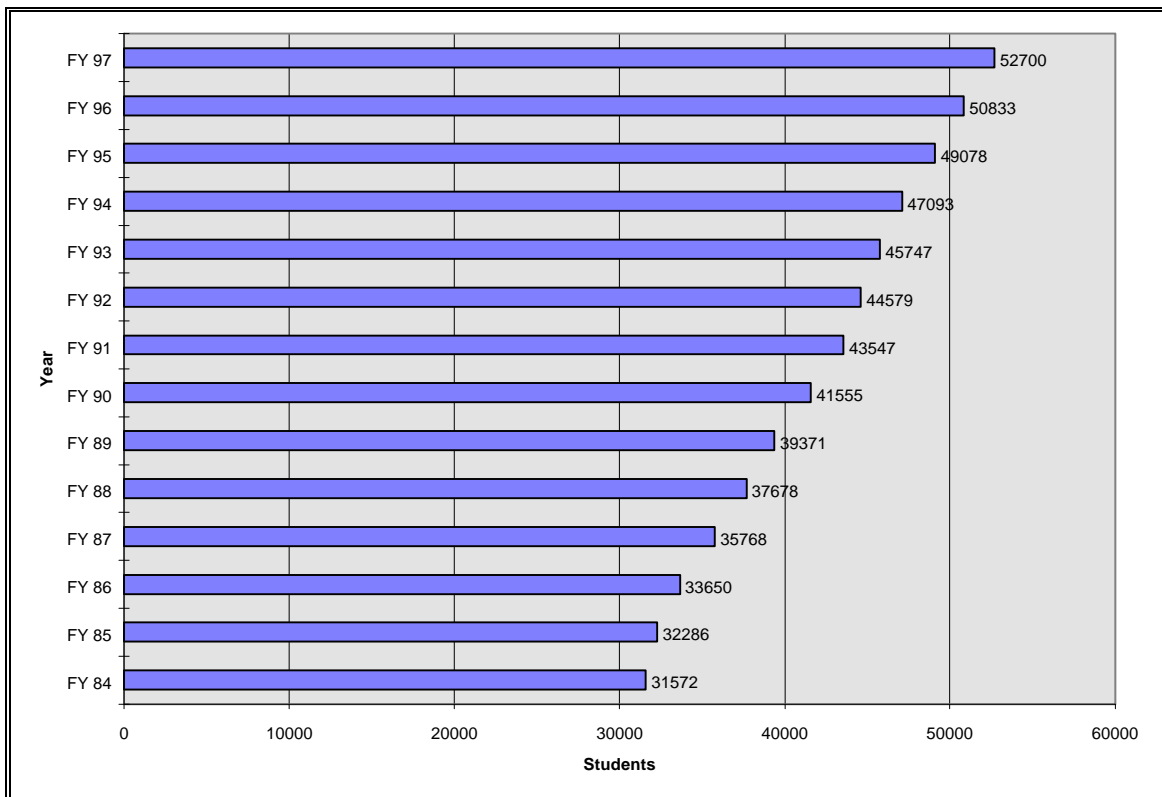
Source: School District of Lee County, February 1997.

The school budget is prepared using historical information adjusted for current year assumptions about student enrollment, expenditures, and the availability of funds from state, federal, and local sources. School discretionary budgets are arrived at using a formula based on statewide cost factors and enrollment.

Allocation of most school staff is determined by school allocation formulas except for exceptional education (ESE) staff, nurses, and social workers, whose allocation is based on the recommendation of the exceptional education director (for ESE positions) or the Superintendent. Non-personnel allocations are also set by formulas based on student enrollment.

Exhibit 10-2 shows student growth in the district from 1984-1997. The Lee County School District continues to experience rapid growth in its student population. Lee County grew by 63 percent as compared to the state of Florida's 33 percent growth rate and the 10 percent growth rate for the nation.

**EXHIBIT 10-2
STUDENT GROWTH IN THE
LEE COUNTY SCHOOL DISTRICT
1983-84 THROUGH 1996-97**



Source: Lee County School District, 1997.

While population estimates, and in particular student population estimates, are trends that are closely monitored by the Lee County School District, the unique characteristics

and needs of the growing student population are more difficult to project. As a result, Lee County must closely monitor and track student enrollment and population composition in order to adequately budget the district's educational resources.

Each year, a draft budget is presented to the School Board in June. A Budget Advisory Committee meets at least monthly during the year to discuss budget related issues. The board reviews expenditures and anticipated revenue levels by major fund source and adopts a tentative tax rate in August. In September, after a public hearing, the Board adopts the budget for the upcoming year. Exhibit 10-3 depicts the budget process in Lee County School District.

Budget allocations at the school level are made in increments throughout the year to ensure that schools do not exceed budgeted expenditures and to provide reserves in the event that budgeted Full-time Equivalent (FTE) calculations are higher than the final FTE counts made in October and in February.

As shown in Exhibit 10-4, approximately 46 percent of the district's total budget is for personnel expense, with 22 percent accounted for within the capital outlay fund. Approximately 15 percent of the budget is designated for operations of the district, with five percent supporting debt service and 12 percent classified as other expense. Exhibit 10-5 defines these expenditure areas and details the amounts budgeted for 1996-97.

FINDING

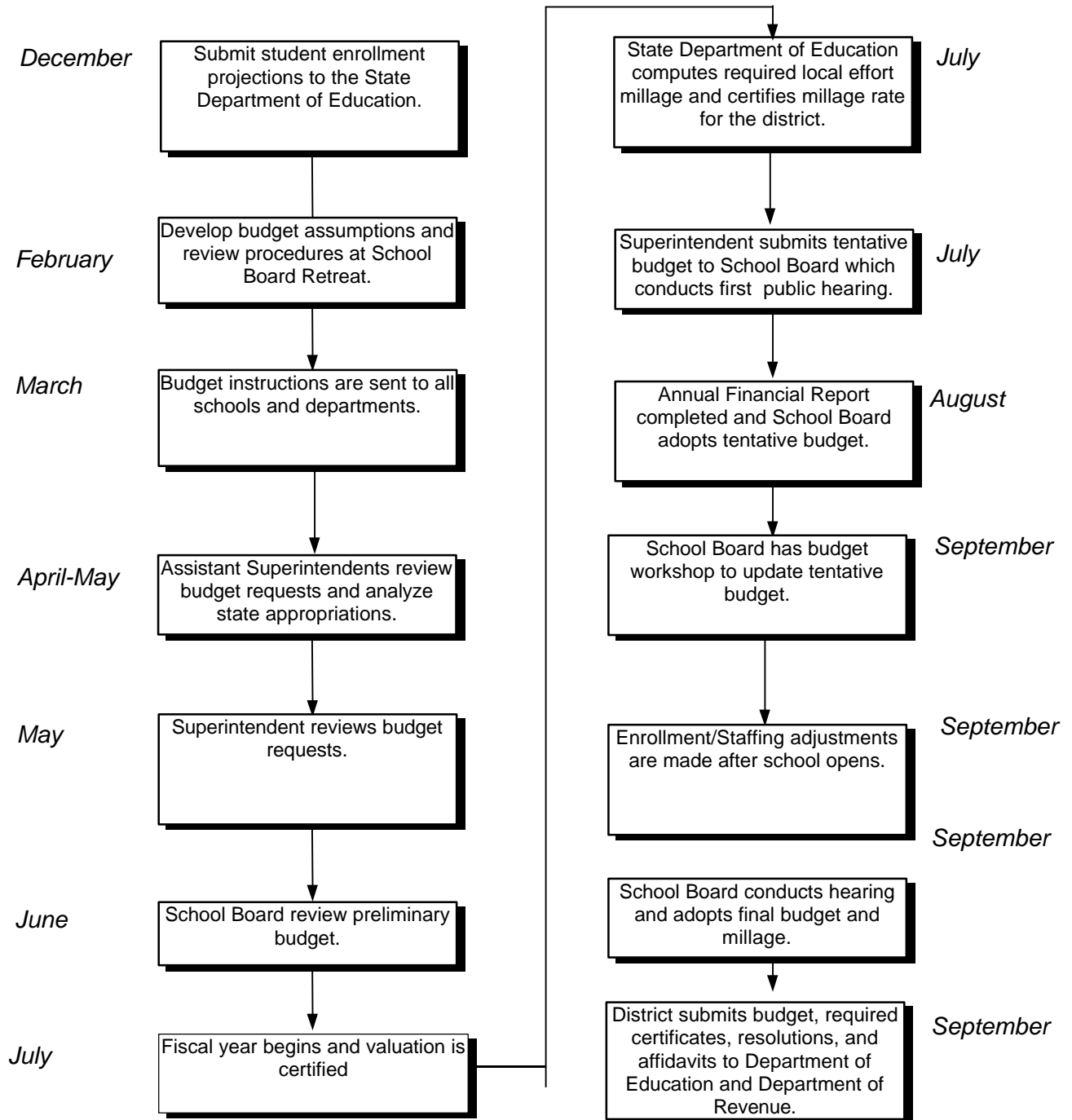
The Budget Department produces a budget manual every year to assist schools and departments in preparing both regular and capital budgets. The manual is well organized with a table of contents that makes it easy for users to find the necessary information. The manual has sections for school budgets, department budgets, and general information that contains detailed data on such areas as personnel funding formulas, coding of personnel salaries, equipment funding calculations, textbook allocations.

The manual also contains background and budget process chapters that explain account coding and budget transfers. The manual has six appendices containing detailed information on school allocation formulas, student full-time equivalent (FTE) cost factors, and purchase requisition policies.

The Budget Department conducts regular training on the budget and finance process for department heads, principals, and aspiring principals. The Budget Department will also conduct individualized training as requested.

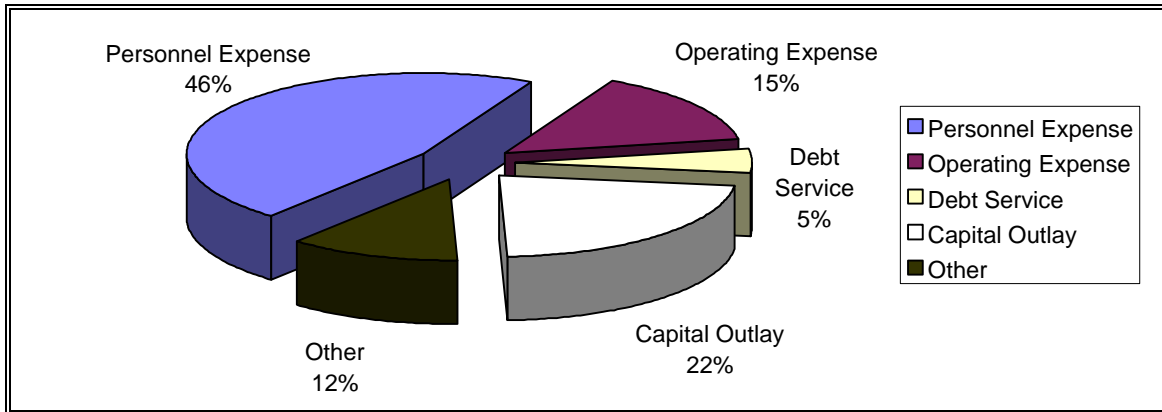
Exhibit 10-6 displays the responses of administrators, principals, and teachers in the district on MGT's survey regarding the budget and financial management functions in the district. The high ratings are due in large part to the dedication to customer service on the part of the Budget Department.

**EXHIBIT 10-3
BUDGET PROCESS IN THE
LEE COUNTY SCHOOL DISTRICT**



Source: Lee County School District, 1996-97 Budget, March 1997.

**EXHIBIT 10-4
BUDGET BY EXPENDITURE**



Source: Lee County School District, 1997.

**EXHIBIT 10-5
EXPENDITURE TYPES AND PURPOSES
IN THE BUDGET OF THE LEE COUNTY SCHOOL DISTRICT
1996-97
(Dollars in thousands)**

FUND	TOTAL BUDGET	FUND PURPOSE/USE
Personnel Expense	\$249,128	Used for payment of salaries and benefits as well as insurance reserves including workers' compensation, liability insurance, and employee health insurance.
Operating Expense	\$79,156	Used for the day-to-day operation of the school system. Used to fund the majority of supplies and materials, textbooks, transportation, utilities, and other expenditures such as repairs, equipment, etc.
Debt Service	\$25,423	Used to pay the principal, interest, and other costs for bond issues.
Capital Outlay	\$120,480	Used to fund capital projects such as the acquisition of educational facilities and land, the construction and renovation of educational facilities, and the acquisition of major equipment.
Other	\$62,530	Transfers and unappropriated fund balance.
TOTAL	\$536,717	

Source: Lee County School District, 1997.

**EXHIBIT 10-6
COMPARISON SURVEY RESPONSES
WITHIN LEE COUNTY SCHOOL DISTRICT**

FUNCTION	% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT		/	% ADEQUATE + OUTSTANDING ¹	
	ADMINISTRATORS	PRINCIPALS		TEACHERS	
a. Budgeting	32/64	41/59		64/16	
b. Strategic planning	42/44	55/31		51/18	
c. Curriculum planning	46/50	59/41		61/33	
d. Financial management and accounting	29/63	22/77		50/22	

Source: MGT survey of Lee County School District, 1997.

¹ Percent responding Needs Some Improvement of Needs Major Improvement/Percent responding Adequate or Outstanding

The budget process is a critical function of a school district, yet many people find the process cumbersome and difficult to understand. The Budget Department's efforts to inform district employees helps to ensure a smooth budget process. In addition, the budget manual summarizes state and federal requirements so users can understand the big picture.

COMMENDATION

The Budget Department is commended for its efforts in assisting departments and schools with the functions of preparing and monitoring annual budgets.

FINDING

The Budget Department allocates 85 percent of each school's material and supplies budget at the beginning of the school year. Following the October student full-time equivalent (FTE) counts, schools are allotted the remainder of their budgets.

Each year, state funding is allocated to school districts in Florida based on projected student full-time equivalent (FTE) figures. Following actual FTE counts, a district's funding may be adjusted by the State. Lee County's approach to allocating funding to individual schools allows the district flexibility in handling student FTE fluctuations.

COMMENDATION

The Budget Department is commended for its conservative approach in anticipating fluctuations in student enrollment projections.

FINDING

The Government Finance Officers Association of the United States and Canada (GFOA) is an organization that supports state and local financial officials. The GFOA

sponsors a Distinguished Budget Presentation Award for governmental units publishing a budget document that meets program criteria as a policy document, as an operations guide, a financial plan and as a communication device.

The Lee County School District has received the Distinguished Budget Presentation Award for the last four years. Preparing and submitting its budget to the GFOA is an indication of the district's commitment to establishing and maintaining a formal professional approach to budgeting and financial management.

COMMENDATION

The Budget Department is commended for receiving the GFOA budget award.

FINDING

The budget system has some degree of budgetary control, but expense categories can exceed budgeted amounts in some circumstances. In the payment or encumbrance process, the automated budget system will not accept items that exceed remaining budgeted amounts. However, journal entries can be made to the system that do not have this automatic reject function. As a result, the budget department monitors all credit balances and notifies the individual responsible for monitoring and maintaining the budget.

RECOMMENDATION

Recommendation 10-1:

Modify the mainframe budget system to reject any instance causing a credit balance for a budgeted line item.

The general fund operating budget is approved by the Board each year and specifies the authorized level of funds by expenditures category (e.g., salaries, supplies, equipment) that can be expended by schools and departments. The budget monitoring and budgetary control processes are critical functions designed to ensure that funds are expended as authorized by the Board and by state law.

Modifying the system will help to prevent overspending in budgeted categories in addition to alleviating the burden for the Budget Department in reviewing the credit balance report.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Director and the Assistant Director of Budget should meet with the MIIS Department to discuss modifications to the automated budget system. July 1997
2. The Budget Department and the MIIS Department should develop a strategy and timeline for the modifications to the budget system. August 1997

3. After modifications have been made to the automated budget system, the Director of Budget should assign an accountant in the Budget Department the responsibility of testing the new system. September 1997

4. Upon final testing of the system, the Director and the Assistant Director of Budget should notify all district employees having a role in the budget process of the new changes. October 1997

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Lee County has assembled a Capital Plan Management Team to develop strategies for anticipating district capital asset needs. Prior to the organization of this team, the capital plan for the district consisted of a list of needed assets.

This new team prepares a five-year capital plan that is reviewed and adjusted annually. The plan takes into consideration school capacity, enrollment projections, and individual needs at each school. The current method of planning for capital needs provides an organized and systematic process for managing district needs.

The process for budgeting for capital assets allows the district to deal with expanding needs while facing limited resources. By prioritizing needs, the district will be able to meet these needs while minimizing the effect on tax payers.

COMMENDATION

The Lee County School District is commended for its excellent capital assets plan.

10.2 Fiscal Operations

A district's fiscal operations control the collection, disbursement and accounting for federal, state and local funds. An effective fiscal operation has detailed policies and procedures and internal controls to efficiently processes the district's daily business transactions and provide accurate, complete and timely information to the administration and board to facilitate decision making.

CURRENT SITUATION

The Assistant Superintendent for Business and Administrative Services has overall responsibility for accounting and fiscal operations. The Director of Financial Accounting has responsibility for the day-to-day management of accounting and reporting activities.

The Financial Accounting Department has a total of 16 FTEs (including the director) and is responsible for processing accounts payable, accounting for federal programs, maintaining the general ledger, fixed asset accounting, and food services accounting. The Payroll Department, with a total of 16 FTEs, including its director, also reports to the Assistant Superintendent for Business and Administrative Services.

FINDING

The district pays employees on a semi-monthly basis. Leave reporting is on an exception basis, with adjustments to pay occurring for the prior month on the pay check for the 15th of the month. In addition, leave is communicated to the Payroll Department through the use of bubble sheets that are scanned by the Payroll Department as a way to enter the data into the payroll system.

The bubble sheets used for reporting time are completed by district employees by blackening the appropriate spaces on a "bubble sheet" time card. The bubble sheets are then scanned by the Payroll Department. Manual data entry is necessary only when an employee's social security number is entered incorrectly.

COMMENDATION

The Lee County School District is commended on its efficient and effective use of technology for the transmission of leave information.

FINDING

The Payroll Department is struggling with trying to train three new employees, while handling excessive workloads. For example, all employee leave requests are matched to absences reported to ensure proper accounting of employee leave. Currently, the department is approximately three months behind in matching leave requests. In addition, when the Support Personnel Association of the Lee County (SPALC), the support union in the district finalizes contract negotiations, all affected employees will need to have their pay adjusted retroactively for the entire year.

RECOMMENDATION

Recommendation 10-2:

Hire temporary employees to help the department alleviate the current work overload.

The process of matching employee leave requests to absences reported is a function that should occur immediately. Errors are more difficult to identify and correct when this process is not performed on a timely basis.

The Payroll Department should bring in temporary employees to assist with the matching process. As an alternative to hiring temporary employees, the Payroll Department could use existing division personnel who may be underutilized.

IMPLEMENTATION STRATEGIES AND TIMELINES

- | | |
|---|-----------|
| 1. The Assistant Superintendent for Business and Administrative Services should assess the availability of staff in the Financial Accounting and Budget Departments. | July 1997 |
| 2. In the event that there is adequate staff in the district who can assist with the backlog in the Payroll Department, the Assistant Superintendent should direct them to assist with the backlog in the Payroll Department. | July 1997 |
| 3. The Payroll Director should provide a brief training session for the temporary employees. | July 1997 |
| 4. In the event that district employees are not available to assist the Payroll Department, the Payroll Director should contact a temporary employment agency to assist with the backlog in the department. | July 1997 |

FISCAL IMPACT

If district employees are used to assist the Payroll Department with their backlog, this recommendation can be done with existing resources.

Should the district use temporary employment services, the cost of this recommendation will range between \$1,000 and \$1,300.

Recommendation	1997-98	1998-99	1999-00	2000-01	2001-02
Hire Temporary Personnel	(\$1,300)	\$0	\$0	\$0	\$0

FINDING

Currently, the Payroll Department is facing many challenges including:

- training of three new employees;
- getting caught up with the matching of leave requests to reported absences;
- retroactively adjusting employee pay as a result of delayed union contract agreement; and
- implementing a new payroll and time reporting system.

Due to the lack of a current procedures manual, the process of training the new employees has become an undue burden on the department in light of the other tasks facing the department.

Current, formal, written procedures are important to have in the payroll process so that all employees know what they should and should not be doing.

RECOMMENDATION

Recommendation 10-3:

Document procedures and develop a procedures manual for the Payroll Department.

The Payroll Department should develop a detailed procedures manual that describes, in detail, process steps for each critical payroll function. Examples of functional procedures that should be described in the procedures manual include transaction postings, month-end closings, preparation for cash disbursement, and payroll processing.

In addition, a payroll manual should describe the process for issuing manual checks and maintaining employee records.

The Payroll Department should use the same system used by the Internal Audit Department in the developing of school activity fund procedures (discussed in Section 10.3 of this chapter).

Once a comprehensive procedures manual has been prepared, it is equally important to ensure that it is maintained and updated on a regular basis.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent for Business and Administrative Services should direct the Director of Payroll to develop a formal policies and procedures manual. July 1997
2. The Director of Payroll should compile a manual containing all policies and procedures as applicable to the payroll functions in the district. Summer 1997
3. The Assistant Superintendent for Business and Administrative Services should review all procedures submitted by the Payroll Department. August 1997
4. The Assistant Superintendent for Business and Administrative Services should approve the policies and procedures manual. August 1997

5. The payroll policy and procedures manual should be distributed to all payroll personnel. September 1997

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Beginning May 1997, the district will pilot a new time reporting system that employees will access through a telephone system. The pilot will include instructional staff, as the system is not only a leave reporting system, but also a substitute system.

An Employee Attendance Committee has been formed in the district to provide guidance to the process of implementing the new system. The stated mission of the committee is to fully automate the record keeping of data related to employee attendance by implementing a streamlined and simple system that efficiently tracks the required data for employee attendance and effectively meets the district's needs.

Exhibit 10-7 summarizes the implementation timeline for the new system.

**EXHIBIT 10-7
IMPLEMENTATION TIMELINE FOR
AUTOMATED ATTENDANCE SYSTEM**

FUNCTION	COMPLETION DATE
Set up telephone system greeting and help desk procedures	February 1997
Telephone lines installed	March 1997
Computer hardware and software installed	March 1997
District employees receive training	April 1997
Information loaded to system (e.g. substitute lists, substitute profiles, teacher rosters)	March 1997
Substitutes register to system	March 1997
Regular teachers register to system	April 1997
Call-in practice period	April 1997
Make changes to system, if necessary	April 1997
System to go on-line	May 1997

Source: Lee County School District, 1997.

Employees will access the system through a telephone. After entering a social security number and a personal identification number, the employee can enter codes to report vacation or sick leave taken. If the employee calling in sick is a regular teacher, the system automatically identifies and notifies a substitute teacher having the appropriate qualifications.

COMMENDATION

The Lee County School District is commended for using technology to streamline processes.

Implementation of the new system should reduce the number of errors in reporting leave while at the same time alleviate the work load currently facing the Payroll department.

FINDING

Payroll policy does not allow the release of any employee's paycheck until a leave request has been received in the Payroll Department. If an employee is scheduled to receive a paycheck, but the payroll clerk has no record of a leave report on file, the payroll clerk will notify the employee's supervisor immediately. The supervisor is required to send a leave report either by personal courier or by fax. This policy ensures that employees with excessive absences and inadequate sick leave or vacation balances are not overpaid.

COMMENDATION

The Payroll Department is commended for implementing procedures that are designed to cut down on the amount of employee overpayments.

FINDING

The district has implemented an alternative retirement plan for employees not normally covered by the state retirement system, chiefly substitute teachers and temporary employees. Under this plan, the employee will participate in the alternative system in lieu of making FICA contributions. As a result, the district is not required to make matching FICA contributions for those participants.

The benefits of this plan are two-fold. The district saves money in avoiding the FICA matching contribution of 7.65 percent of an employees gross salary. Additionally, employees not otherwise covered by a retirement are provided for retirement through payroll deductions.

COMMENDATION

The Lee County School District is commended for providing this benefit for its substitute teachers and temporary employees, while at the same time saving the district money.

FINDING

The district has a practice of renting rooms in the schools to the public. Rooms are rented for various meetings and for musical conferences. Currently, rates charged for room rentals are \$25 per day. In addition, if functions are held during hours that do not have a regularly scheduled custodian on site, the renter is required to pay an hourly rate of \$25 per hour for custodial services. Rental fees amounted to \$206,413 for the

fiscal year ending June 30, 1996, while custodial and other service reimbursement fees amounted to \$79,310 for the same period.

RECOMMENDATION

Recommendation 10-4:

Increase the rates charged for room rentals and custodial services at the schools.

The rates charged for room rentals have not kept pace with the rising cost of utilities and other building costs. The current rates do not adequately reimburse the schools for these costs. In addition, the average salary for a custodian in the district is \$17 per hour. When compensating for overtime pay and benefits, the hourly cost to the district for custodial fees is more than \$30 per hour.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|-------------|
| 1. The Director of Financial Accounting should develop a new building fee schedule that will more accurately reflect the true cost of allowing the public to use school facilities. | July 1997 |
| 2. The Director of Financial Accounting should communicate the revised fee schedules to all district employees. | August 1997 |
| 3. The Director of Financial Accounting should ensure that the accountant responsible for reviewing room rental contracts has included the new rates in her procedures. | August 1997 |

FISCAL IMPACT

An increase of 20 percent for room rental and custodial overtime fees only would result in an annual increase to the district of approximately \$60,000. This amount is derived by an estimate based on actual revenue received for fiscal year 1996.

Recommendation	1997-98	1998-99	1999-00	2000-01	2001-02
Increase Room Rental Fees	\$60,000	\$60,000	\$60,000	\$60,000	\$60,000

FINDING

The accounting systems used in the Financial Accounting Department consist of a mainframe accounting system that is used to process accounts payable transactions, record journal entries, maintain fixed asset records, and produce monthly statements. Employees in the department also have access to a local area network (LAN) which is accessed through individual desktop computers.

Accountants in the department use spreadsheet applications to perform detailed analyses of financial information. However, the current mainframe accounting system does not allow users to download information into personal computers. All data are entered into spreadsheets performed manually.

RECOMMENDATION

Recommendation 10-5:

Modify mainframe accounting software to allow for download capabilities.

Modifying the current accounting system to allow users to download information will eliminate excessive manual input for spreadsheet analysis. Manually re-keying information is not only time consuming, but can result in data entry errors that can be difficult to trace.

Downloading capabilities in the finance and budget area will be beneficial in the following functions:

- preparing monthly food services financial reports;
- preparing general ledger reconciliations;
- preparing budget analysis reports; and
- preparing payroll analyses.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Director of Financial Accounting should meet with the MIIS Department to discuss modifying the mainframe system to allow for download capabilities. July 1997
2. The Director of Financial Accounting and the MIIS Department should develop an implementation plan to modify the financial accounting system. August 1997
3. The Director of Financial Accounting and the MIIS Department should develop a timeline for incorporating the changes to the system. August 1997
4. Upon completion of system modifications, the Director of Financial Accounting should train all financial employees on use of the new system. January 1998

FISCAL IMPACT

Implementing this recommendation will result in time and efficiency savings for Finance, Budget, and Payroll staff. This recommendation is discussed in detail in Chapter 11 on Administrative and Instructional Technology (see Recommendation 11-9).

FINDING

The district receives a large volume of checks at school sites for student lunches. Some of these checks are non-sufficient funds (NSF) checks that cannot be collected. School principals are responsible for attempted collection of all NSF checks, but upon final determination that a check is uncollectible, the Financial Accounting Department writes it off, charging it against revenue. NSF checks that are uncollectible and ultimately written off are not reported to the Board or turned over to the State Department of Revenue.

RECOMMENDATION

Recommendation 10-6:

Require all non-sufficient funds (NSF) write-offs be approved by the School Board.

In addition, the district should track NSF check write-offs in a separate revenue contra-account and report them to the state department of revenue.

Tracking and analyzing NSF check activity will allow the district to identify significant trends. This in turn will allow the district to change policy or procedure if necessary in order to achieve a better collection rate on NSF checks. In addition, the School Board should be made aware of all NSF checks that are actually written off.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|-----------|
| 1. The Director of Financial Accounting should instruct the accountant responsible for monitoring the NSF checks to prepare a report on a quarterly basis of all checks to be written off. | June 1997 |
| 2. The Assistant Superintendent for Business and Administrative Services should present the NSF check write-off list to the Board on a quarterly basis. | Ongoing |

FISCAL IMPACT

This recommendation can be implemented using existing resources.

FINDING

Some Headstart Centers give free meals to children who don't financially qualify to receive meals under the federal reimbursement guidelines. The expense, approximately \$3,000 monthly, is paid by the district.

The school district receives federal funding to pay for meals provided to children who qualify under federal guidelines to receive free meals. However, when the district provides meals free of charge to children not meeting the federal guidelines, reimbursement by the federal government is not available.

RECOMMENDATION

Recommendation 10-7:

Eliminate providing free meals to children who do not financially qualify for free meals.

The district can reduce expenses by collecting meal costs from all students having the ability to pay.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|-------------|
| 1. The Assistant Superintendent for Business and Administrative Services should implement a procedure that the district will collect payment for meals from all students attending the Headstart Centers who have the ability to pay. | July 1997 |
| 2. The Assistant Superintendent for Business and Administrative Services should issue a memo to all applicable employees of the district informing them of the new policy regarding meals served in the Headstart Centers. | August 1997 |
| 3. The Director of Financial Accounting should inform the food services accountant of the new policy on meal charges. | August 1997 |

FISCAL IMPACT

The fiscal impact is based on the current expenses of approximately \$3,000 per month.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Eliminate Free Meals in Headstart Centers	\$36,000	\$36,000	\$36,000	\$36,000	\$36,000

10.3 Internal Audit

The internal auditing function is a major element of management and internal control. Recently, internal audits have focused on management and operational reviews that embrace overall management performance and efficiency in addition to financial activities.

The primary purpose of an internal audit function within a school system is to evaluate the manner in which schools account for their activity funds. District organizational audits and evaluations of district compliance with board and administrative policies and

procedures, as well as state and federal laws and guidelines, is a secondary purpose of an Internal Audit Department. In addition, an internal audit function can provide a district with feedback on its student FTE enrollment count procedures and practices.

CURRENT SITUATION

The School District of Lee County has an internal audit department headed by a chief auditor and staffed with three staff auditors and a support secretary. Currently, the Internal Audit Department serves to as an independent appraisal and monitoring function which primarily reviews internal fund activity at all schools. The department furnishes analyses, appraisals, recommendations, counsel, and information concerning the activities reviewed. The audit results are used to assist management in evaluating fiscal performance relating to internal funds. The process is designed to ensure efficient and effective use of financial resources. The department also has the responsibility for ensuring that all bookkeepers are trained in using school activity fund accounting procedures. The Internal Audit Department, as shown in Exhibit 10-1, reports directly to the assistant superintendent for Business and Research.

FINDING

The district began using an accounting software system for school internal funds that includes an automated audit function. That is, the system will provide the auditor with statistically valid samples to facilitate conducting a school audit. The use of the software has not only improved efficiencies at the school level, but has also improved efficiency of the audit function.

In addition, the school activity fund software includes a module for an automated purchase order system. This system is designed to ensure that schools adhere to district policy and proper disbursement authorization is received when making purchases. All purchases of \$50 or more made with school activity funds are required to have a purchase order.

The software product chosen is user friendly, making it easier to use and understood by school bookkeepers, in addition to reducing the amount of training time for new bookkeepers.

COMMENDATION

The Internal Audit Department is commended for implementing a cost effective and efficiency enhancing tool for use both at all school locations and at the central office.

FINDING

The district's early retirement plan, coupled with regular employee turnover has resulted in 23 of the 67 school bookkeepers being new employees. The Internal Audit Department has implemented training programs to communicate proper school level accounting procedures to both experienced bookkeepers and new bookkeepers. Prior to each training session, the Internal Audit Department sends advance questionnaires to all bookkeepers soliciting input so that they can better structure and organize training

classes. Following training sessions, bookkeepers are asked to provide written feedback regarding their perceptions of the training classes.

After initial group training for new school site bookkeepers, the Internal Audit Department then trains bookkeepers on an individual basis. Following this, the Internal Audit Department reviews 100 percent of the new bookkeeper's work for their first month and provides feedback and additional training if necessary.

The training promotes efficiencies in the accounting for school activity funds, and in turn cuts down on the amount of time required to audit the internal activity funds. In addition, proper training for school bookkeepers is essential to providing accountability for school activity funds.

COMMENDATION

The Internal Audit Department is commended for its efforts in training, monitoring, and counseling new bookkeepers.

FINDING

The Internal Audit Department created an internal funds procedures manual that is provided to all school bookkeepers. The handbook was created in a Microsoft Word Master document, allowing for automatic updates to the table of contents and the index any time the manual is changed or updated.

Contents of the manual include both district policies and accounting/purchasing system procedures for processing transactions. Topics covered by the manual include the following:

- bookkeeper duties and responsibilities;
- description of the accounting system;
- cash procedures including checking accounts, petty cash funds, and investments;
- purchasing and disbursement procedures; and
- audit procedures.

In addition to assisting in the training of new bookkeepers, the handbook allows all bookkeepers to be kept abreast of changes in procedures any time changes are implemented.

COMMENDATION

The Internal Audit Department is commended for its work on the internal funds procedure manual.

FINDING

The school sites are required to transfer excess school funds into the system's general fund for investment in the states investment pool. Excess funds are defined by district policy as cash in excess of immediate needs. Immediate needs are typically one month's anticipated cash needs. Interest earned on the investment of excess funds is allocated back to the individual schools sites.

Bookkeepers are required to issue checks drawn on the school's bank account for the amount of excess funds to be invested, and deposited into the district's Investment Fund.

COMMENDATION

The Lee County School District is commended for maximizing opportunities to earn interest on excess funds at the school level.

FINDING

Student enrollment is tracked by each school. Accurate student counts are essential in order to maximize state funding formulas and to accurately project future FTE figures for budgeting purposes.

Currently, no student FTE audits are performed in the district.

RECOMMENDATION

Recommendation 10-8:

Develop and implement an audit routine for monitoring student FTE counts at the school level.

All schools in the district should be audited for their student FTE tracking procedures on a rotational basis. This audit function will provide useful information to the district in preparing and reporting student enrollment. In addition, such audits can be a means to identify schools needing assistance or additional training for the individuals responsible for tracking student attendance.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|--------------|
| 1. The Chief Internal Auditor should research student FTE audit programs and collect "best practices" examples from other school districts in Florida. | August 1997 |
| 2. The Chief Internal Auditor should develop a student enrollment audit plan for the Lee County School District. | October 1997 |
| 3. The Internal Audit Department should conduct regular student enrollment audits for the district. | January 1997 |

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The performance responsibilities for staff auditor include the following:

- assisting in developing audit standards to ensure that public funds are collected, deposited, accounted for and disbursed according to state laws, regulations and policies of the Board, as well as in accordance with sound business practices;
- assisting in preparing audit reports;
- assisting in developing procedures for the efficient operation of the Audit Department;
- performing audits of internal funds of all schools;
- preparing monthly and annual summaries of internal funds for the superintendent;
- assisting in audits of various budgetary funds of the School Board; and
- performing such other tasks and assuming such other responsibilities as may be required.

The current job qualifications for a staff auditor include having a Bachelor's Degree in Business Administration with a major in accounting *or* two years experience in auditing governmental agencies. Of the three staff auditors in the district, only one holds a college degree. Additionally senior accountants, the equivalent level of a staff auditor, in the Financial Accounting and Budget Departments are required to hold bachelor's degrees.

The job qualifications for staff auditors resulted from a 1989 reclassification of the official job description to match the actual qualifications of the employees functioning in the auditor positions. This situation has resulted in inequitable conditions in the district. The staff auditor, currently holding a bachelor's degree, carries the major workload for the department, yet is compensated at a lower rate than the non-degreed auditors. Additionally, this saturation results in the non-degreed auditors having less expertise than the individuals being audited.

RECOMMENDATION

Recommendation 10-9:

Amend the current job description for staff auditors in the district to require a Bachelor's Degree in Accounting.

Possessing the required skills and expertise for a position is vital to how well a department functions. Having employees that do not meet minimum required skills can prevent a department from fulfilling its basic functions. In addition, this situation can create unequal work loads for the employees in the department.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|-----------|
| 1. The Chief Internal Auditor should prepare a job description for the position of staff auditor that requires a Bachelor's Degree in Accounting. | July 1997 |
| 2. The Board should review the amended requirements for the position of Internal Auditor and vote to adopt the amended requirements. | July 1997 |
| 3. The Chief Internal Auditor should ensure that all Internal Auditors possess the requisite degree. | Ongoing |

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The Internal Audit Department created a database system for the school foundation, a non-profit 501-C corporation, to monitor, track, and account for donated assets. The system was designed using a Microsoft Access system, and was designed to be user-friendly.

To a large degree, the school foundation makes use of volunteers to perform routine office functions. Many volunteers do not have experience working with computers. The fixed asset system designed by the Internal Audit Department provides a system that is easy to use and helps the foundation in accurately tracking donated assets.

COMMENDATION

The Internal Audit Department is commended for its efforts to improve accountability in the district.

FINDING

School policy states that school bookkeepers should deposit funds within five business days. Under the current five-day policy, some schools can hold as much as \$3,000 at the school site. In addition, many schools are not equipped with safes, so funds are kept in file cabinets and desk drawers.

RECOMMENDATION

Recommendation 10-10:

Amend current school policy to require that funds be delivered to the bank within five business days, or whenever funds on hand exceed \$200, whichever ever comes first.

The district should amend policies relating to the timely deposit of funds at school sites. Without an adequate supply of safes at the individual school sites, the district is a risk of losing funds through theft. In addition, school sites are experiencing a loss of interest income by holding funds for excessive amounts of time.

The Internal Audit Department should perform spot checks to ensure that schools are following the new deposit frequency policy.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|-------------|
| 1. The Assistant Superintendent for Business and Administrative Services should amend current policy to require that all funds collected at the school sites be deposited within five business day, or when funds exceed \$200. | July 1997 |
| 2. The Assistant Superintendent should notify all school personnel of the change in policy. | August 1997 |
| 3. The Internal Audit Department should incorporate the changed policy into their audit programs. | August 1997 |

FISCAL IMPACT

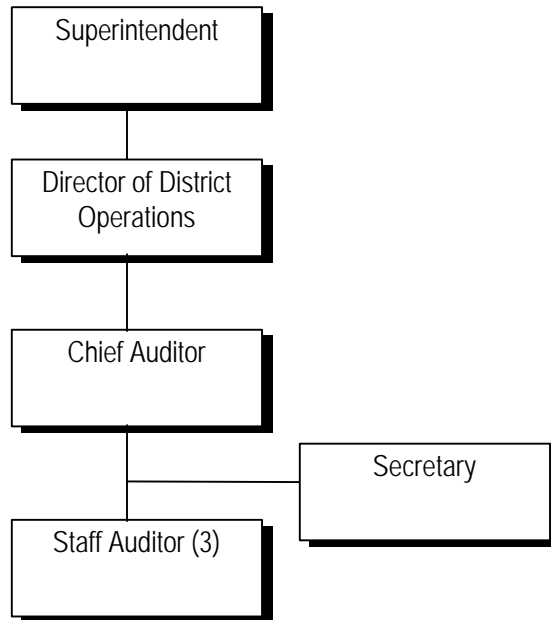
This recommendation can be implemented with existing resources.

FINDING

The Internal Audit Department currently reports directly to the Superintendent for Business and Administrative Services as the result of a 1996 district reorganization. Prior to this, the department reported to the Director of District Operations as shown in Exhibit 10-8.

An effective internal audit function that is independent in both function and appearance should report to a higher level. Such a structure will ensure the independence of the audit function.

**EXHIBIT 10-8
CURRENT ORGANIZATIONAL CHART FOR THE INTERNAL AUDIT DEPARTMENT
OF LEE COUNTY SCHOOL DISTRICT**



Source: Lee County School District, 1996.

RECOMMENDATION

Recommendation 10-11:

Move the Internal Audit Department to report directly to the Superintendent and the Board.

As discussed in more detail in Chapter 4.0, the internal audit function should be moved directly under the Board and the Superintendent. This reporting structure will ensure independence of the audit function, in particular when district level policies and procedures are audited.

IMPLEMENTATION STRATEGIES AND TIMELINE

The implementation strategies and timeline for this recommendation can be found in Chapter 4.0.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

11.0 ADMINISTRATIVE AND INSTRUCTIONAL TECHNOLOGY

This chapter provides a review of administrative and instructional technology use in Lee County School District. It is divided into the following five major sections:

- 11.1 Organization and Staffing
- 11.2 Management and Planning
- 11.3 Infrastructure
- 11.4 Equipment
- 11.5 Software

The responsibilities of Management Information Services (Information Systems or Information Resources, as it is sometimes called) units in Florida school districts vary. Some units support only administrative functions. Others support both administrative and instructional functions. Generally, this office is responsible for the infrastructure which supports the district's use of technology. As a minimum this usually includes the wide area network (WAN) and often also includes management responsibility for the telephone system.

11.1 Organization and Staffing

To achieve its technology goals, a school district must have an organizational structure in place that creates the best possible environment for implementing and supporting technology. The schools and the district as a whole will benefit most from an organizational structure that places all the technology support functions in one area.

The ideal administrative technology and information services organization has a clear and definitive vision of the entire range of information resources and services to be provided by a management information systems department. This vision includes a clearly delineated organization, well ordered data entity relationships, data ownership tied to end-user needs, well defined development procedures to be used when designing new applications and an overarching mission to meet user needs, combined with a statement of methodology to be used to meet those requirements. Further, the vision would address anticipated new technologies and plans for adopting improved functionality over time.

The ideal instructional technology support organization is extremely familiar with school operations; very knowledgeable about the technologies that are used for instructional purposes; well versed in technology oriented instructional materials; proficient in using networks for instructional purposes; experienced in conducting technology related training in all areas, including integrating technology into the curriculum; and very closely associated with the curriculum areas to ensure that all instructional technology initiatives positively affect the teaching and learning process.

Where once the administrative and instructional technology units could operate very effectively as independent entities, that has changed. The primary reason is that technology has changed significantly in recent years. The most important change that

has occurred in technology is the role networks already play and the expanded impact they will have in the future. Thus, if instructional technology is to flourish, there must not only be strong attention paid to the technical aspects of implementing the networks, but there must be careful consideration given to the specific requirements schools have for making successful use of those networks.

CURRENT SITUATION

In Lee County School District both administrative and instructional technology is supported by the Department of Management and Instructional Information Systems (MIIS). The unit is headed by a Director who reports to the Assistant Superintendent for Business and Administrative Services. MIIS has 45 staff members which are aligned as shown in Exhibit 11-1.

After serving for nine months as the Acting Director, the incumbent was appointed Director in January 1997. In fact, prior to the appointment of the Director, the unit had operated for the previous three years under three different Acting Directors, including the current incumbent.

MIIS provides data processing services to 67 public schools and 57 departments and administrative areas in Lee County, along with services to four other school districts, and the Southwest Florida Teacher Education Consortium. Services are provided for both mainframe and microcomputer applications.

FINDING

In 1991 the Lee County School Board established as one of its five priorities the development of a Five-Year Technology Plan. *To develop the plan, the district:*

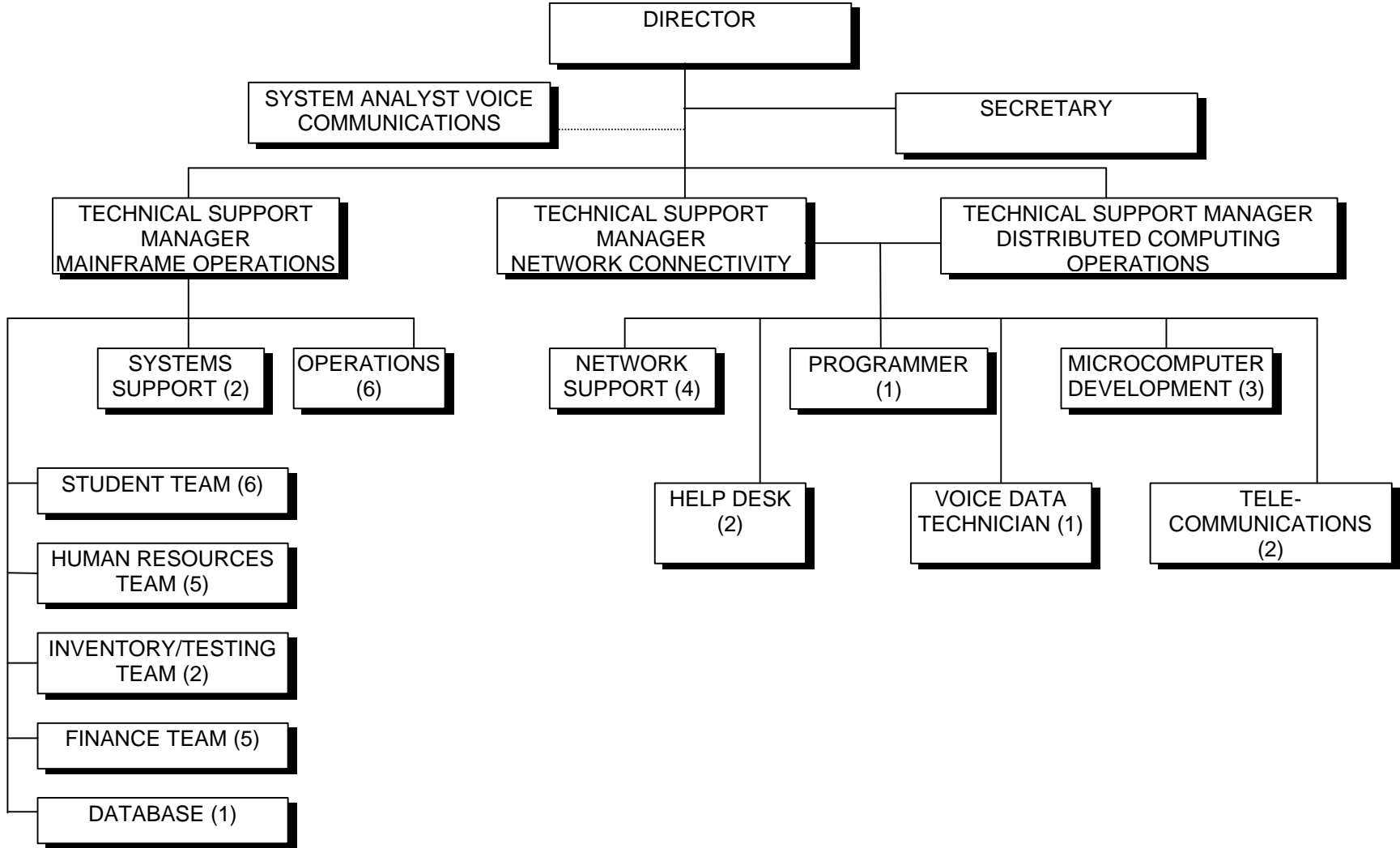
- formed a Technology Task Force consisting of district staff, community leaders, and vendor representatives;
- established a Core Teacher Committee consisting of elementary, middle and high school teachers; and
- selected an educational technology consulting firm.....to facilitate the planning process.

Together, these three groups completed this technology plan that outlines the district's instructional and administrative technology goals and the cost for achieving them¹.

The plan was completed in July 1992.

¹ *The School District of Lee County, "Five-Year Technology Plan," July 16, 1992, p.1.*

EXHIBIT 11-1
MANAGEMENT AND INSTRUCTIONAL INFORMATION SYSTEMS
LEE COUNTY SCHOOL DISTRICT



Source: Lee County Public Schools, MIIS Office, 1997.

The Five-Year Technology Plan was effectively done and provides an excellent guide to the district as it moves forward with its technology initiatives. Particularly impressive aspects of the plan include:

- its stress on the critical importance of an infrastructure to support technology;
- the identification of core technologies to be implemented in every school over a five-year period; and
- the recommendation for a school-based support team consisting of a full-time technology curriculum specialist, a part-time technology aide, and a technology team composed of staff from each grade level in the school.

Since the Five-Year Plan was completed in 1992, the span of time it was intended to cover ends this summer. To its credit, the district has made arrangements for another outside firm to assist it in updating its plan. Outside assistance helps to ensure that all technology issues are viewed more objectively and less politically.

COMMENDATION

The Lee County School Board is commended for taking the initiative to develop a Technology Plan.

Regardless of the changes that are made in the plan, the district should continue to emphasize the infrastructure, the maintenance of up-to-date core technologies in every school, and particularly the school-based support team.

FINDING

Lee County administrators rate their district's support of administrative technology far higher than do their counterparts in other districts MGT has surveyed. For example, the survey indicated that 83 percent of administrators state the district's support of technology for administration was *excellent* or *good*. This compares very favorably to only 49 percent of administrators in other school systems who ranked their district's support of administrative technology as *excellent* or *good*. Similarly, 85 percent of Lee County School District administrators said they have adequate equipment to do their job, whereas only 63 percent of administrators in other districts held that opinion about their respective districts.

Likewise, teachers ranked their district's support of instructional technology much more favorably than did their counterparts in other districts. Sixty-nine (69) percent of the teachers felt the district provided adequate instructional technology, while only 43 percent of teachers in other school systems felt the same way about the technology provided by their district. Sixty-five (65) percent of the teachers claimed they have adequate equipment to do their job, but only 47 percent of teachers in other districts felt that way.

COMMENDATION

Lee County School District is commended for its past investment in, and support of, administrative and instructional technology.

Because the other districts surveyed by MGT are generally at least medium to large systems, they usually have the resources to adequately support technology--and many of them are doing so. Consequently, it is impressive that both administrators and teachers ranked the Lee County School District so much higher than did their counterparts.

The probable reason for the more favorable opinions of staff is the district's development of a comprehensive technology plan five years ago and its subsequent efforts to implement many of its recommendations. This confirms the importance of planning and emphasizes the value of taking steps this year to update the plan.

FINDING

One of the primary functions of the Media Services Department is to provide repair services for both computers and audio/visual equipment. A total of 10 media services positions are dedicated to this function. Exhibit 11-2 shows these positions within Media Services. In MIIS there are network technician positions and a microcomputer support technician position which require many of the same skills as the repair technician positions in media services. Because they are able to get better pay in MIIS, some media services technicians, after being trained and gaining 12-18 months of experience, have taken positions in MIIS. This has left some positions vacant in media services and there has been considerable difficulty filling them.

The vacancies have been a principle reason for a decline in the level of repair service provided. Where once they were able to provide a 48-hour turnaround on repairs, now it takes about 10-14 days. Adding to the problem of keeping up is the fact that the number of computers and other equipment used in the district continues to increase. Moreover, as technology is becoming an increasingly vital resource in almost every area, there is every reason to believe this trend will continue.

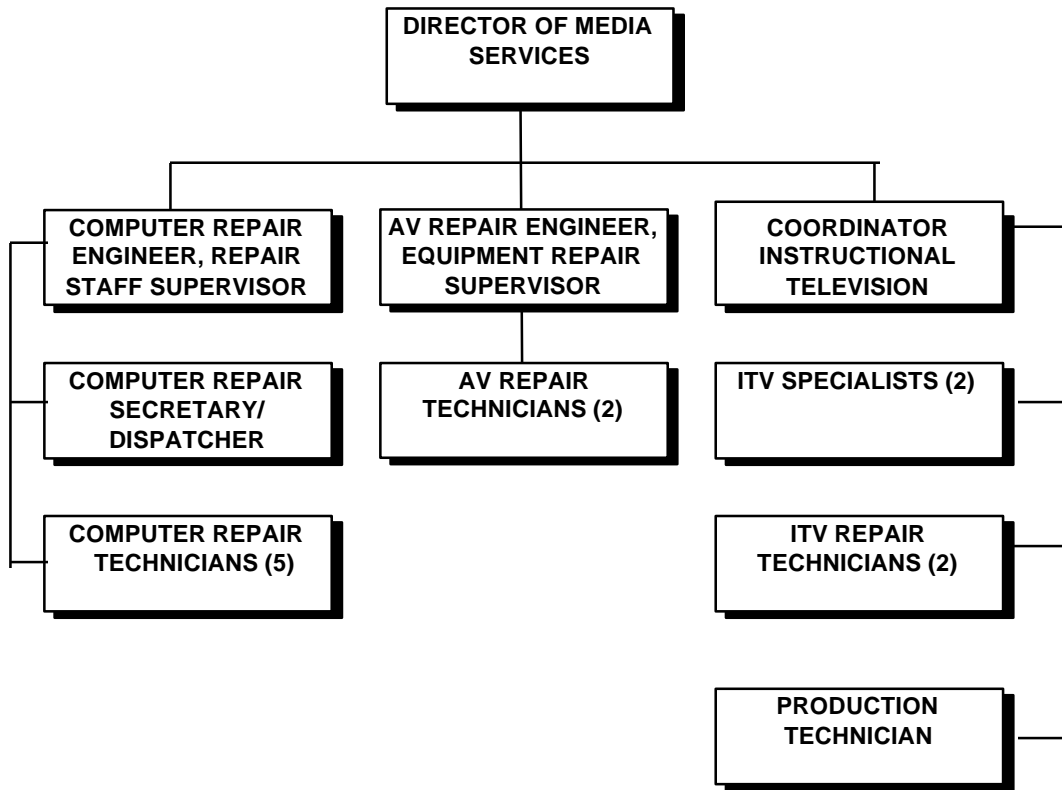
RECOMMENDATION

Recommendation 11-1:

Transfer the computer repair and audio/visual equipment repair support functions from Media Services to MIIS.

The transfer of these functions into MIIS should result in the creation of a Technology Repair Services Unit. It would include the computer repair and audio/visual equipment repair personnel from Media Services and the network support personnel already in MIIS. This restructuring will consolidate all the repair functions in one area and should streamline the support they provide to the district. In addition, following some cross-training of personnel, the level of service provided will be enhanced.

**EXHIBIT 11-2
MEDIA SERVICES DEPARTMENT**



Source: Lee County Public Schools, Media Services Department, 1997.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Superintendent should propose to the School Board that the repair functions be moved from Media Services to MIIS. September 1997
2. The School Board should approve the transfer. October 1997
3. The repair personnel should be transferred from Media Services to MIIS. November 1997

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

RECOMMENDATION

Recommendation 11-2:

Develop a Request for Proposals (RFP) that seeks to outsource all of the computer repair, audio/visual repair, and network support functions.

While consolidating the repair functions will undoubtedly result in improved efficiency and service, it is possible that the whole function, or portions of it, could be privatized at approximately the same or even less cost to the district. At this time, the district spends about \$685,600 annually to provide in-house repair services for computers and audio/visual equipment. In addition, another \$680,000 is spent to provide network support. By conducting a competitive selection process, Lee County may find an even more effective means of providing these repair services. Such an RFP should include the following conditions as specifications for selecting one or more contractors:

- a set fee for each repair made to a piece of equipment, regardless of the labor time or the cost of parts;
- a minimum 24-hour response to normal problems;
- 48-hour response for all problems;
- loaner equipment immediately for critical problems and for normal problems not remedied in 48 hours;
- a requirement that the contractor must process all warranty claims; and
- immediate replacement of critical components.

Agreements such as this are not uncommon among governmental agencies. Some agencies that are considerably smaller than Lee County School District have arranged repair contracts at costs ranging from \$150 to \$200 per incident. Based on the current cost to perform this function internally, using the high end of the range (\$200 per incident), a total of 3,428 incidents could be completed before reaching that level of expense. Likewise, if the network support function were privatized, a very large number of network problems could be resolved for the cost currently expended to provide that service with in-house personnel.

The RFP should contain provisions that allow potential contractors to propose to do all or only a subset of the repair functions. For example, one vendor might propose to do the computer repair function at a very good rate, but another might propose to perform the network support function more economically. The district needs to have the option of selecting one or several vendors from those who respond, depending upon what's best for Lee County.

Based upon the proposals submitted, MIIS will determine whether the best, most cost effective option is to outsource all of the functions; some of the functions or none of the

functions. If it proves to be more economical to continue to perform these functions in-house, MIIS should conduct another such process in 18-24 months. If, on the other hand, it is more beneficial to outsource some or all of the function, this outsourcing should be phased in over a time period that allows MIIS to responsibly phase out the positions.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. MIIS should develop the RFP. November 1997
2. The responses to the RFP should be reviewed by a committee of people knowledgeable in technology and its repair. February 1998
3. Based upon the proposals submitted, decisions should be made as to whether to outsource some or all of the repair functions. March 1998
4. The repair functions should be outsourced, if appropriate. July 1998

FISCAL IMPACT

Issuing an RFP can be done with existing resources. If the best response to the RFP is higher than the district's current cost, then the district can continue to perform these services internally. If the best response is lower, the district will realize that amount of savings.

FINDING

Another important function of the Media Services Department is the support of Instructional Television (ITV). Six staff members comprise the ITV support unit. Exhibit 11-2 shows these positions within Media Services. The ITV Center provides a library of more than 3,000 educational videotapes which may be scheduled over a mainframe computer terminal at a school. Once scheduled, the video is transmitted directly to schools over three closed circuit television channels; broadcasting from 7:30 a.m. until 4:30 p.m. The ITV Center also has a satellite downlink which allows it to receive educational programming from a multitude of sources and either record them or transmit them directly to schools over the ITV channels.

The ITV Center provides very good service to the district and is a resource that must be continued and expanded upon as resources permit. The delivery and use of distance learning courses from national sources will continue to grow and the Lee County School District should be in a position to capitalize upon such offerings. Enhancing this capability and coordinating it with other technology initiatives can best be accomplished if it is closely associated with other instructional technology support units.

RECOMMENDATION

Recommendation 11-3:

Transfer the ITV support unit from Media Services to MIIS.

Because ITV can be a very beneficial and complex instructional technology resource, it needs to be located where it can easily be coordinated with other technology initiatives. Since MIIS is responsible for all other technology initiatives, the district will be better served if ITV is administered through MIIS. Clear guidelines for communication and coordination with instructional personnel should be established.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|----------------|
| 1. The Superintendent should propose to the School Board that the ITV Center be moved from Media Services to MIIS. | September 1997 |
| 2. The School Board should approve the transfer. | October 1997 |
| 3. The ITV Center should be transferred from Media Services to MIIS. | November 1997 |

FISCAL IMPACT

This recommendation can be accomplished with existing resources. This recommendation does not necessarily require the physical relocation of these services.

11.2 Management and Planning

To ensure that technology adequately supports the administrative and instructional functions, it is imperative that the management and planning functions be accommodated effectively. This means, of course, from the management perspective, that internal operations are administered efficiently, but it also means there is a strong customer service orientation, a sound priority setting mechanism, effective communications with user organizations, an emphasis upon creative solutions and a constant effort to improve services and products. With respect to planning, it is essential that appropriate efforts be directed toward keeping the technology plan current and that provisions be made to ensure continuous operations of the central computing facility, in spite of minor interruptions or major disasters.

CURRENT SITUATION

The Director of MIIS has the responsibility for managing the unit. To assist, the Director is guided by the district's Five-Year Technology Plan, and advice and input from a technology advisory committee: the Capital Plan Technology Subcommittee. This committee is composed of several district administrators and four community members.

The Five-Year Technology Plan called for a broader committee which was created pursuant to that plan. That committee was called the Technology Steering Committee

and had about 30 members, over half of which were school-based personnel: principals, teachers or media specialists. That committee also included several district administrators and three community members. It met periodically during the course of the plan's five years. Since the Five-Year Technology Plan is being updated, the Capital Plan Technology Subcommittee is being expanded to include the same personnel that served on the original Technology Steering Committee.

FINDING

Lee County School District provides administrative computing support for Desoto, Glades, Hardee and Highlands County School Districts, in the areas of finance, human resources and inventory. This consortium arrangement has been in operation for over 10 years. This support enables these small districts to obtain computing services for less than if they were to provide them for themselves.

COMMENDATION

The Lee County School District is commended for providing administrative computing services to four of their neighboring school districts.

The four districts pay over \$300,000 per year to the Lee County School District to cover the cost of the services they receive. This income is a beneficial revenue stream, even though it is payment for services rendered.

FINDING

One difficulty MIIS encounters regularly is determining the priority of work that has been requested. Although the Capital Plan Technology Subcommittee is an ideal group for assisting with this activity, in fact, MIIS staff are often placed in the position of deciding what should be given the highest priority.

One effect of this is that some requests wait for quite some time before they are addressed by the appropriate software support team. For example, even though they insist that the MIIS staff is most cooperative, Personnel contends that they have had a request "on the list for five years" (a request to automate the process of identifying out-of-field teachers). Because it has not been automated, a substantial manual effort is required to identify those teachers.

Another problem which complicates the efforts of MIIS is poor communications with some user offices and schools. For example, interviews revealed that the decision to pilot Abacus, an instructional management system, by some of the schools was made without MIIS involvement, yet they will be called by the schools for assistance on Abacus. The same is true of the Excelsior Gradebook package. The failure to communicate makes it extremely difficult for MIIS to coordinate the use of those packages with other initiatives that are ongoing.

Still another example of poor communications is the phone call MIIS received a week before school started last fall, informing them that there were some portables that needed to be wired before school started. Obviously, had they received notice of that

earlier, it would have been much easier to accommodate the request in a timely manner. Such late notice raises the possibility that some portables may not be wired by the time school starts.

RECOMMENDATIONS

Recommendation 11-4:

Establish a formal means of setting priorities to facilitate MIIS development efforts.

A regular part of every Capital Plan Technology Subcommittee meeting (which should be held at least monthly) should be the consideration of a list of work requests received in MIIS since the last meeting. The Director should present the list, perhaps with a recommendation to the committee regarding its priority. However, the Subcommittee should actually prioritize the list of requests.

The tasks that are reviewed and prioritized should only be those that will require a substantial amount of effort (for example, 40 hours of work or more). This level of effort may be raised or lowered, depending upon the preferences of the Subcommittee. Any tasks that are controversial or politically sensitive should also be added to the list, regardless of size.

Recommendation 11-5:

Improve communications between MIIS and its users.

Similarly, time during each meeting of the Capital Plan Technology Subcommittee should be spent improving communications between MIIS and its users. This should be done by allowing the representatives from each area of the district office to elaborate on any activities or plans they have underway that may have some impact upon MIIS. In fact, prior to the meeting, the chair should remind each member to come prepared to share information relevant to MIIS. Obviously, all representatives should be encouraged to communicate with MIIS and others as appropriate via email as another means of improving communications districtwide.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|-----------|
| 1. The Chair of the Capital Plan Technology Subcommittee should inform the members of the committee that in future meetings, time will be devoted to: 1) reviewing and prioritizing work requests received in MIIS; and, 2) improving communications between MIIS and its users. | July 1997 |
| 2. The Capital Plan Technology Subcommittee meetings continuously address these two areas. | Ongoing |

FISCAL IMPACT

This recommendation can be completed with existing resources.

FINDING

At the time of this study, Lee County School District did not have a Disaster Recovery Plan for technology. However, an effort had just begun to establish such a plan. The process to be employed is to select, through an RFP, a contractor who would develop a “turnkey disaster recovery plan which would cover the school district’s data center including WAN. The assignment would also include the development of a minimal recovery plan for one of the school district’s remote LAN sites which could be used by the school district to complete a recovery plan for all other remote locations.”¹

COMMENDATION

The Lee County School District is commended for taking the steps necessary to create a Technology Disaster Recovery Plan.

Given the proximity of Lee County to the Gulf of Mexico, the district is clearly at-risk of receiving substantial damage from a hurricane. Considering the wreckage left in Dade County following Hurricane Andrew, a similar storm could obviously cause tremendous damage for the school system. As a result, it is prudent to prepare a Disaster Recovery Plan.

It is also a wise move to bring in a consulting firm who has experience creating such a plan. Not only can the plan be created with little time devoted by technical staff, but the objectivity and experience of the outside firm will be very beneficial to the district as it completes the plan.

11.3 Infrastructure

Infrastructure is the underlying system of cabling, phone lines, hubs, switches and routers which connects the various parts of a wide area network. It is similar in nature to a human skeleton or a country’s road network--it accomplishes no work on its own, but rather enables other systems to perform their functions.

Of all technology resources, infrastructure is probably the most important. If a sound infrastructure is in place, most users will have a means of accessing people and information throughout their organization and beyond, greatly facilitating their ability to accomplish the responsibilities of their job. Increased efficiency and effectiveness will be the result. Without an infrastructure, such capabilities are available only on a piecemeal basis, usually to individuals who have the vision and the resources to create this capability for themselves.

¹ The Lee County School District, DRAFT Request for Proposal for A Disaster Recovery Plan, January 1997, p. 1.

Given the capabilities and benefits that will accrue, many organizations, both public and private, are finding that to achieve their desired level of success, they must invest adequately in an infrastructure. This is particularly true in a school district environment which typically has a central office and multiple school sites spread over a wide area.

FINDING

The Lee County School District is in the process of completing its WAN. It was originally scheduled to be completed by the end of December 1997. However, a decision was made a few months ago to target June 30, 1997 as the completion date. Implementation is on schedule.

COMMENDATION

Lee County School District is commended for accelerating its efforts to complete its WAN.

As mentioned earlier, the infrastructure is probably the most important technology resource. It will allow users to make full use of the other technology resources they have. It will be an extremely valuable support item for both administrative and instructional users.

FINDING

The district has developed, and the School Board has approved, a policy that governs the use and management of telecommunication services and networks. A key part of that policy is a *Student Network Use Agreement* that outlines the terms and conditions under which students will be authorized to use Lee County's Intranet, L.E.A.R.N. (Lee Educational Activities and Resource Network), FIRN (Florida Information Resource Network) or the Internet. The agreement also provides 10 guidelines that identify appropriate uses of district resources to access L.E.A.R.N., FIRN or the Internet.

COMMENDATION

The Lee County School District is commended for establishing the policy governing the use and management of telecommunications.

A policy governing the use and management of telecommunications services and networks is critical to give guidance to staff and students alike regarding what are and are not appropriate uses. It is also important to have an agreement for students which specifies in detail the rules for using the various networks. Such an agreement is essential as a means of protecting the school system from challenges which parents or others may raise regarding materials or information accessed via the Internet.

11.4 Equipment

The review of equipment involves an analysis of the type hardware resources available for staff, teacher and student use. While computers are the predominant resource, in the classroom other relevant technologies include but are not limited to, video disc players, televisions and networking equipment. With respect to computers used for instruction, it is important that they have sufficient power and speed to support the use of recently developed multimedia courseware and the effective access of the Internet/WWW. It is preferable that such computers be networked but as a minimum, they should be capable of being networked. Similarly, computers that are used for administrative purposes also need sufficient power and speed if they are to effectively use the more advanced software tools available for data storage, manipulation and analysis. They, too, should be networked.

CURRENT SITUATION

There are approximately 14,000 personal computers in use in the district, most of which, of course, reside in the schools. The computers in the schools are a mixture of Apple and IBM compatible systems. The newer Macintoshes and pentium-based PCs provide the capabilities schools need to employ technology effectively; the older systems do not.

FINDING

The district has established standards for microcomputers which provide guidance to school and district office personnel regarding acquisitions of computers for administrative or instructional use. Standards are in place for both the Macintosh and IBM-compatible platforms. Further guidance is provided by the identification of various systems for different users, (e.g., there are suggested workstation configurations for teachers, students, administrators, clerks, building technology specialists and data processors).

COMMENDATION

The Lee County School District is commended for establishing standards for the acquisition of computers for administrative and instructional use.

Because change in the technology industry is so rapid, it is exceedingly difficult for the most seasoned technology veteran to remain informed. These rapid changes make it practically impossible for even the most knowledgeable school-based personnel (unless they forego their regular teaching or administrative responsibilities) to keep abreast of these new developments. The same is true for district office staff. Consequently, it is imperative that guidance is provided to avoid serious mistakes in the acquisition of technology resources.

Making the standards even more effective is the requirement that all acquisition requests are reviewed for compliance with the standards. While exceptions can be granted, most every acquisition does conform.

FINDING

In accordance with its plan, Lee County School District began full scale implementation of technology in the schools in the 1992-93 school year. As 1996-97 nears its end, the technology acquired in the first year is approaching five years of age--quite old, considering the relatively short life span of computers. To its credit, MIIS has budgeted funds to begin to replace the equipment purchased during the early years of the plan. The 1996-97 budget contains approximately \$750,000 to be used for this purpose. Initial MIIS projections of the amounts required to continue to replace outdated equipment in the next two fiscal years is \$1.5 million for FY 1997-98 and \$1.2 million for FY 1998-99. Although an MIIS estimate is not yet available for the years following 1998-99, it is probable that about \$1.2 million will be needed annually for this purpose.

RECOMMENDATION

Recommendation 11-6:

Approve the recommendations that will come from MIIS for the replacement of equipment for 1997-98 and subsequent years.

As mentioned earlier, MIIS currently projects that about \$1.5 million will be required for equipment replacement in 1997-98. As MIIS, in consultation with the Capital Plan Technology Subcommittee, continues its analysis of the equipment needs of Lee County schools, before developing its annual budget request, it may determine that this amount needs to be adjusted. In order for the district to methodically address its hardware needs, this recommendation must be implemented.

Preliminary estimates for 1998-99 indicate that approximately \$1.2 million will be needed for this purpose. Obviously, as that fiscal year draws near, that projection may be modified. Regardless of how it varies, it is important that the School Board recognize that a dedicated amount should be set aside annually to support the replacement of equipment. For projection purposes, it would be wise to plan on an annual allocation of about \$1.2 million for each year after 1997-98.

If Lee County School District is to support its technology requirements in a cost effective manner, once new hardware is acquired, it must have a strategy for rotating the replaced equipment to new users within the enterprise. It is important that new workstations be allocated to staff that require more powerful systems to ensure maximum investment returns. The allocation of newer PCs to such personnel will improve productivity and make available older models for use by staff having lower power requirements.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. MIIS, working with the Capital Plan Technology Subcommittee, should finalize its budget request for 1997-98. July 1997

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|---|-------------|
| 2. The budget request should be submitted to the Superintendent and the School Board for approval. | August 1997 |
| 3. The School Board should approve the 1997-98 budget request. | August 1997 |
| 4. MIIS should continue to work with the Capital Plan Technology Subcommittee to prepare annual budgets that include a dedicated funding source for instructional technology. | Ongoing |

FISCAL IMPACT*

Based upon the initial projections for the 1997-98 and 1998-99 fiscal years, MIIS projects that amounts of \$1.5 million and \$1.2 million will be needed, respectively. Since this recommendation continues to support the actions of the Capital Plan Technology Subcommittee, the fiscal impact beyond 1999-2000 cannot be set at this time.

11.5 Software

To better describe the review of the software in use in Lee County School District, this section is divided into three parts: administrative applications, productivity tools, and instructional courseware.

11.5.1 Administrative Applications

CURRENT SITUATION

Like many school districts, Lee County School District has a number of administrative applications that have been in operation for many years. Typical of applications developed years ago, user access to the information they maintain is very limited, usually requiring a request to MIIS for an ad hoc report. For this, and other reasons, replacing those applications has become an important objective of MIIS.

The student information system and some other newer applications operate under DATACOM DB, a database management system that provides much better access to the information maintained by the system. In fact, users are able to download DATACOM files to their PCs for local manipulation and analysis.

FINDING

Lee County schools have the capability of ordering textbooks on-line. This capability shortens the process of ordering and receiving books. For example, when books are ordered from the Florida School Book Depository in Jacksonville, they are received within a week or so. Books ordered from other sources, even though they may take two or three weeks to arrive, are still received in considerably less time than when the entire process was done manually. The creation and implementation of the textbook program was a collaborative effort between Media Services and MIIS.

*Fiscal Impact based on recommendations of Capital Plan Technology Subcommittee and not MGT.

COMMENDATION

The Lee County School District is commended for providing the capability of ordering textbooks on-line.

The capability of ordering textbooks is a very positive, time saving benefit to the schools. It is an example of excellent customer service provided by MIIS in collaboration with other departments.

FINDING

The Lee County School District will soon be implementing a Automated Purchase Order System. This system offers several benefits, including:

- eliminates the handling of paper purchase requests;
- automatically encumbers the budgetary account, eliminating this task for the Budget Department;
- maintains purchase orders on-line, eliminating the manual typing of purchase orders; and
- provides up-to-date purchase request status on-line.

COMMENDATION

The Lee County School District is commended for developing the Automated Purchase Order System.

This system will be piloted in a few schools in May and June 1997. Unless some serious problems are encountered, the system will be fully implemented for use by all schools when school starts in Fall 1997. Once operational, the system will both speed up the ordering process and reduce the number of errors that occur. (See Chapter 12 for more complete discussion of this system).

FINDING

Client Builder is currently being utilized in Personnel Services for downloading data to PC for a Certification Tracking System. Data available under DATACOM DB can be downloaded via Visual Express. The remaining administrative applications do not allow users to access the information maintained by their applications. This void requires users to request MIIS staff to produce a report or write a short program to download a file for their use on a PC. The effect is to reduce the value of the information since it may take quite a while to receive the report or the downloaded file.

Recommendation 16 of the district's Five-Year Technology Plan reads, in part, as follows: "The district must implement microcomputer-based data extraction tools that allow end-users to use mainframe data for ad hoc queries and for downloading data to

microcomputers.”³ Obviously, MIIS has not implemented this recommendation, although some effort was directed towards it a couple of years ago, as described below.

The Five-Year Technology Plan specifies a cost of about \$112,000 over two years to implement Recommendation 16 in the district’s plan.

RECOMMENDATION

Recommendation 11-7:

Acquire a software package that will enable users whose data does not reside under DATACOM DB to download data from the mainframe to their PCs to enhance the usefulness of that information.

About two years ago, MIIS provided a demonstration of a product (Decision Analyzer) that would allow users to download data from the mainframe. Because user reaction was not strongly in favor of acquiring the product, it was not purchased. The effect has been that MIIS has continued to be called upon to produce reports or write programs to download data, taking time away from their development efforts. By acquiring a package similar to the one demonstrated earlier, some MIIS staff time will be freed up and, once they are familiar with the package, users will be able to make much better use of the information housed in their applications.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. MIIS, in consultation with the Capital Plan Technology Subcommittee, should select a package that best suits this purpose. July 1997
2. The package should be acquired and implemented. August 1997
3. Users should be trained in the use of the product. September 1997
4. Users should use the package as necessary to accommodate their data management needs. Ongoing

FISCAL IMPACT

No additional fiscal impact based on performance review recommendations. The Five-Year Technology Plan already specifies fiscal impact to be incurred by the district.

FINDING

The procedures necessary to implement the School Board’s new policy relating to the textbooks available to students has dramatically increased the workload of those who administer the textbook allocation process. Because there is not an effective link between the automated Textbook System and the Budget System, staff must manually key in an update to the Budget File by looking at a printout from the Textbook System.

³ *The School District of Lee County, “Five-Year Technology Plan,”* July 16, 1992, p.161.

RECOMMENDATION

Recommendation 11-8:

Modify the Textbook and Budget Systems so that the interface between the two will accommodate the new procedures that are necessary to administer the new textbook policy.

The magnitude of the effort required to handle the new textbook policy is such that, unless software modifications are made, a new position will be needed to continue to conduct the process manually.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Director of MIIS should assign the responsibility for the software modification to the appropriate support team. August 1997
2. MIIS staff should meet with the textbook administrator to determine exactly what modifications are needed. August 1997
3. The software modifications should be made and tested by MIIS staff. September 1997
4. The modified systems should be implemented by MIIS staff. January 1998

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Lee County School District has determined that the PC school-based Student Information System which has been in use for over 10 years should be replaced. The system no longer satisfies all needs of the district and, like other older systems, does not provide the ease of access to data that are needed to administer the various programs that depend upon that data. MIIS has begun exploring other systems which could be acquired and installed. The initial estimate of the cost for acquiring such a system is \$550,000.

COMMENDATION

The Lee County School District is commended for initiating an effort to replace its current Student Information System.

It is important that the PC school-based Student Information System be an effective resource for the district. The system must effectively support the numerous administrative functions that require student information and be flexible enough to accommodate the multitude of state reporting requirements which change annually.

It is also prudent to acquire a software package, rather than develop it in-house. To develop comprehensive systems, such as that required in a student system, is an extremely labor intensive task.

FINDING

Neither the Personnel System nor the Payroll System provide the level of support the district needs. Both require a considerable amount of manual operation and neither allows the information access their respective administrators need to manage their functions effectively. For example, interviews revealed that MIIS often must produce a list in response to an ad hoc request from Personnel when all that is needed is the total at the bottom of the list.

For payroll, historical data are a real deficiency. For example, interviews with Central Office personnel indicated that when an early retirement program was proposed some time ago, payroll staff had to manually look up the last five years of salary information for the 200 people that expressed an interest to determine the impact of such a program. There is also a limitation on the amount of information that can be updated on-line. While there are 11 screens for an employee, there are only a small number of the fields that can be updated.

RECOMMENDATION

Recommendation 11-9:

Acquire new systems that support the Personnel and Payroll functions.

Both the Personnel and Payroll Systems are old systems and have been modified significantly. It is particularly difficult to modify the systems to include negotiated items, a requirement that occurs at least annually.

IMPLEMENTATION STRATEGIES AND TIMELINE

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|--|----------------------------|
| 1. The Capital Plan Technology Subcommittee should establish a task force that will take the responsibility for selecting the Personnel/Payroll Systems that best fit Lee County School District operations. | August 1997 |
| 2. The Personnel/Payroll Selection Committee should study the various packages available on the market. | August 1997-
March 1998 |
| 3. A formal selection process should be initiated. | May 1998 |
| 4. The selection process should be completed. | August 1998 |
| 5. Implementation of the new applications should begin. | October 1998 |
| 6. The new applications should be fully implemented for payroll and personnel. | December 1999 |

FISCAL IMPACT

A one-time cost of \$250,000 is needed to purchase the new system based on costs of similar packages used by other districts of comparable size in Florida.

Recommendation	1997-98	1998-99	1999-00	2000-01	2001-02
Acquire New Applications	-----	(\$250,000)	-----	-----	-----

11.5.2 Productivity Tools

Software products such as spreadsheets, databases, and word processors are exactly what their name implies -- productivity tools. They have made it possible for people with very limited technical capabilities to perform sophisticated data processing functions on a personal computer that once could only be performed by skilled programmers on a mainframe.

CURRENT SITUATION

As in most organizations, productivity tools are widely used in Lee County School District. They are used by administrative staff to manipulate information pertinent to their particular function. Teachers make extensive use of them to facilitate their classroom activities. Clerks and secretaries use them to accomplish numerous clerical functions. Students are taught how to use them to facilitate their learning experiences. Clearly, they have become extremely valuable resources.

FINDING

While productivity tools are widely used in the district, there are no standards regarding which packages should be acquired. Schools are left to choose for themselves the packages they like best.

Recommendation 20 of the district's Five-Year Technology Plan specifies that "the district must standardize the office productivity software products district staff use to take advantage of cost savings through site licenses and reduced training."² Almost five years after the plan was approved, there are still no productivity tool standards.

RECOMMENDATION

Recommendation 11-10:

Establish standards for productivity tools that may be acquired.

² Ibid, p.185.

Without standards, schools and district offices may acquire any productivity software they choose. The result is that a variety of packages are in use, thereby presenting a number of problems to the district, including (as pointed out in the district's own plan):

- difficulty in file compatibility and transfer between software packages;
- training and support become much more difficult;
- the benefits of bulk purchases or site/district licenses are lost or degraded; and
- staff who transfer into a school or office have to learn a new package.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Capital Plan Technology Subcommittee should review the productivity software available. July 1997
2. The Subcommittee should analyze the software packages and recommend standards. August 1997
3. The Capital Plan Technology Subcommittee should take the steps necessary to have the standards incorporated in district policy. September 1997

FISCAL IMPACT

This recommendation can be accomplished with existing resources. In fact, savings will result from the efficiencies realized, however, those savings are impossible to quantify.

11.5.3 Instructional Courseware

The identification and selection of instructional software that fits well into the curriculum is a very difficult task. While many teachers have now reached a level of technology proficiency that would enable them to make wise selections, generally they do not have the time it takes to sift through the scores of packages on the market that might be suitable. This process is further exacerbated by the movement to site-based decision making, meaning that schools generally will make their own decisions about the software they will use. Consequently, if schools are to make sound choices, school districts need to devise a means of assisting with the selection process.

CURRENT SITUATION

Many schools have a technology committee which facilitates all of their technology efforts, including the selection of instructional software. There are, however, quite a

few that do not have such a committee and are not well prepared to examine and select software from the many packages that are on the market.

FINDING

Some schools have devised a means of selecting software that enables them to make wise choices. Others have not reached that point. Despite the fact that some schools are not in a good position to select software, the district has not developed a process for assisting them make those selections.

The second recommendation in the district's Five-Year Technology Plan concludes with the advice that the district should develop "a core software list for use by the district staff."³ However, a process for developing such a list does not exist.

RECOMMENDATION

Recommendation 11-11:

Establish a process for developing recommended lists of instructional courseware which will facilitate school-based selections.

Selecting instructional software for use in their classroom is a very difficult and time consuming task for teachers. If a list exists which narrows the span of choices for each curriculum area from a few dozen to three or four, the selection process becomes much more manageable.

The Capital Plan Technology Subcommittee should assume the responsibility for creating the lists of recommended courseware. The lists can be developed with a group of knowledgeable teachers. A resource that could be used in developing it is the list of courseware titles that the Department of Education produces annually. After a review by the full Capital Plan Technology Subcommittee, the lists should be approved by the Superintendent for use by schools.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Capital Plan Technology Subcommittee should, using a group of teachers and other knowledgeable staff, establish the recommended lists. July 1997
2. The group should meet and develops the lists. Summer 1997
3. The full Capital Plan Technology Subcommittee should review the lists and secure the Superintendent's approval of the lists as resources for use by schools. October 1997

FISCAL IMPACT

This recommendation can be implemented with existing resources.

³ Ibid, p. 82.

12.0 PURCHASING AND WAREHOUSING

This chapter reviews purchasing and warehousing functions for the Lee County School District in three sections:

- 12.1 Organization and Structure
- 12.2 Purchasing
- 12.3 Warehousing

Purchasing is an essential function for any school system because instructional supplies, materials, and equipment critical to each school's educational mission must be obtained in the most efficient and cost effective manner possible. Schools, centers, and offices must be able to order and receive these items on time and in good condition.

An efficient purchasing and warehousing function should have management processes in place to ensure that supplies, equipment, and services are purchased, from the right source, in the right quantity, and at the lowest price. Once purchased, equipment and materials must be efficiently stored and delivered to the appropriate location in a timely manner.

As described in Chapter 4 under the proposed organizational structure, Purchasing and Supply should report to the proposed Chief Financial Officer. This administrative structure should ensure ongoing accountability for purchasing and warehousing functions.

12.1 Organization and Structure

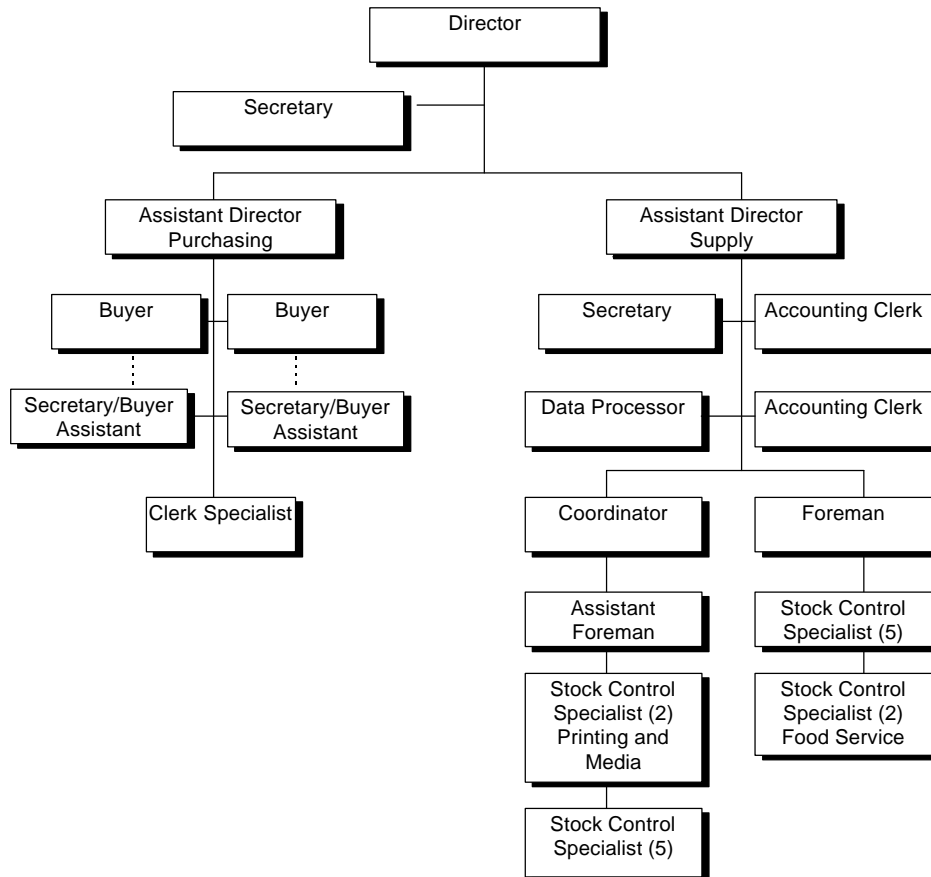
CURRENT SITUATION

In Lee County, the purchasing function is housed within the Department of Purchasing and Supply. The Purchasing and Supply Department's mission statement is:

To purchase materials, supplies and equipment for all schools and departments at the lowest and best possible price; and then arrange for their safe storage and timely distribution to the requisitioner as required in meeting the School Board priorities.

Exhibit 12-1 illustrates the current organizational structure of the Purchasing and Supply Department for the Lee County School District. Purchasing and Supply is one of four departments that report to the Assistant Superintendent for Federal, State and Community Relations. The Director of Purchasing and Supply is responsible for ensuring that the district purchases all needed goods and services as specified by policies and procedures established by the School Board. The Director of Purchasing and Supply is charged with ensuring that Lee County School District purchases the goods and services at the lowest possible price, while not sacrificing quality.

**EXHIBIT 12-1
CURRENT ORGANIZATIONAL STRUCTURE
FOR THE DEPARTMENT OF PURCHASING AND SUPPLY
LEE COUNTY SCHOOL DISTRICT**



Source: Lee County School District, Department of Purchasing and Supply, 1997.

The Purchasing and Supply Department has two assistant directors: one responsible for the district's buying activities and one who oversees warehousing. The Assistant Director for Purchasing supervises two buyers, one clerk specialist, and two secretaries. The Assistant Director of Supply supervises 14 stock control specialists. The two specialists perform stock control duties for Printing and Media and two of the stock control specialists are responsible for the food products stored in the freezer and cooler space at the Canal Street location. These two specialists are funded by the Food Service Department. In addition to the stock control specialists, the Assistant Director of Supply supervises one foreman, one assistant foreman, one coordinator, one data processor, two accounting clerks, and one secretary.

Exhibit 12-2 presents the Purchasing and Supply budget for the current year and actual expenditures for 1993-94 through 1995-96. The Purchasing and Supply actual budget for the 1995-96 school year totals \$970,273, a 9.6 percent decrease over the 1994-95 actual budget. The budget for the current year (1996-97) is estimated to be

\$1,210,047, a 24.7 percent increase over 1995-96, and a 12.8 percent increase over 1994-95. Of the \$1,210,047 budgeted expenditures for 1996-97, \$1,115,607 (or 92.2 percent) is attributed to personnel costs. For 1996-97, Purchasing and Supply budgeted for 28 department employees and two specialists funded by the Food Services Department.

**EXHIBIT 12-2
PURCHASING AND SUPPLY
BUDGET FOR SCHOOL YEARS 1993-94 TO 1996-97**

	1993-94	1994-95	1995-96	1996-97	AMOUNT	PERCENT
	ACTUAL	ACTUAL	ACTUAL	BUDGET	CHANGE	CHANGE
Salaries	\$712,291	\$722,418	\$737,635	\$820,113	\$82,478	
Benefits	252,743	257,411	259,589	295,494	35,905	
Total Personnel Cost	965,034	979,829	997,224	1,115,607	118,383	11.87%
Services	28,770	34,479	34,176	32,900	(1,276)	
Energy	6,161	7,278	7,038	7,100	62	
Supplies	3,233	27,303	(4,656)	16,800	21,456	
Other	2,932	2,274	(102,952)	3,650	106,602	
Operational Cost	41,096	71,334	(66,394)	60,450	126,844	(191.05%)
Capital Outlay	50,089	21,940	39,443	33,990	(5,453)	
Total	\$1,056,219	\$1,073,103	\$970,273	\$1,210,047	\$239,774	

Source: Lee County School District Departmental Budgets: Purchasing and Supply, 1993-94 - 1996-97.

FINDING

The Purchasing and Supply Department has too many employees. The span of control of the director includes the supervision of 29 district employees, seven who are involved in the purchasing function, and 22 who are involved in the supply warehouse function. The director has the primary responsibility for reviewing all purchase orders generated by the district.

The Assistant Director of Purchasing oversees five employees: two buyers, two secretaries, and a clerk specialist. The major functions of the job include but are not limited to:

- ensuring that the buyers are following Board policies and procedures in all purchases;
- overseeing purchasing operations in the absence of the director;
- approving routine and emergency purchase orders in the absence of the director;

- working with other district administrators and staff in identifying procurement needs and developing appropriate bid specifications;
- researching State Statutes, State Board of Education rules, and other regulatory requirements related to the procurement function, and informing the director of all revisions; and
- assisting the director in the ongoing development and training of purchasing policies and procedures to ensure district compliance with all applicable laws and rules.

The assistant director who is responsible for the warehousing function oversees the following employees: one secretary, one data processor, two accounting clerks, one coordinator, one foreman, one assistant foreman, 14 stock control specialists and two Printing and Media stock control specialists. The major functions of the job include but are not limited to:

- ensuring the safe storage of all purchased goods that are not delivered immediately to schools and departments;
- ensuring timely delivery of all purchased goods.
- developing bid specifications for warehouse items;
- working with schools, departments, and district committees in identifying and developing standards for items to be warehoused;
- testing and evaluation of items proposed for warehousing;
- supervising the performance of numerous non-repair work orders (in excess of 1,500 annually) for moving furniture and equipment within the district;
- delivering surplus equipment for transfer between district sites and/or disposal through the bid process and/or public auction;
- transporting equipment needing repair for Media Services and items for Printing Services; and
- operating all phases of district trash, garbage and recycling activities.

Under the present structure, the district employs both a Director and an Assistant Director of Purchasing and Supply. This assistant director is specifically assigned to the purchasing function. There are three secretary positions in the Purchasing Department for four professional positions. One of these secretaries is assigned to the director, the other two provide support and buyer assistance to the assistant director, two buyers, and a clerk specialist.

Combining the receiving and distribution warehouses, implementing a bar coding system for warehouse items, implementing the automated purchase order system, and using a centralized delivery function for small deliveries are all measures that, if implemented, could increase the efficiency of the Department of Purchasing and Supply. This increased efficiency has implications for the way the Department of Purchasing and Supply is staffed and organized.

RECOMMENDATION

Recommendation 12-1:

Reduce the number of employees in the Purchasing and Supply Department.

Although a description of the rationale behind the elimination of these positions is presented here, more in-depth discussion regarding the elimination of positions is presented within specific findings and recommendations throughout this chapter.

Exhibit 12-3 illustrates the proposed organizational structure for the Purchasing and Supply Department. Across both the purchasing and supply functions, a total of eight positions are recommended for elimination. Under this new structure, the Director of Purchasing and Supply directly supervises two buyers, a secretary, and a clerk specialist.

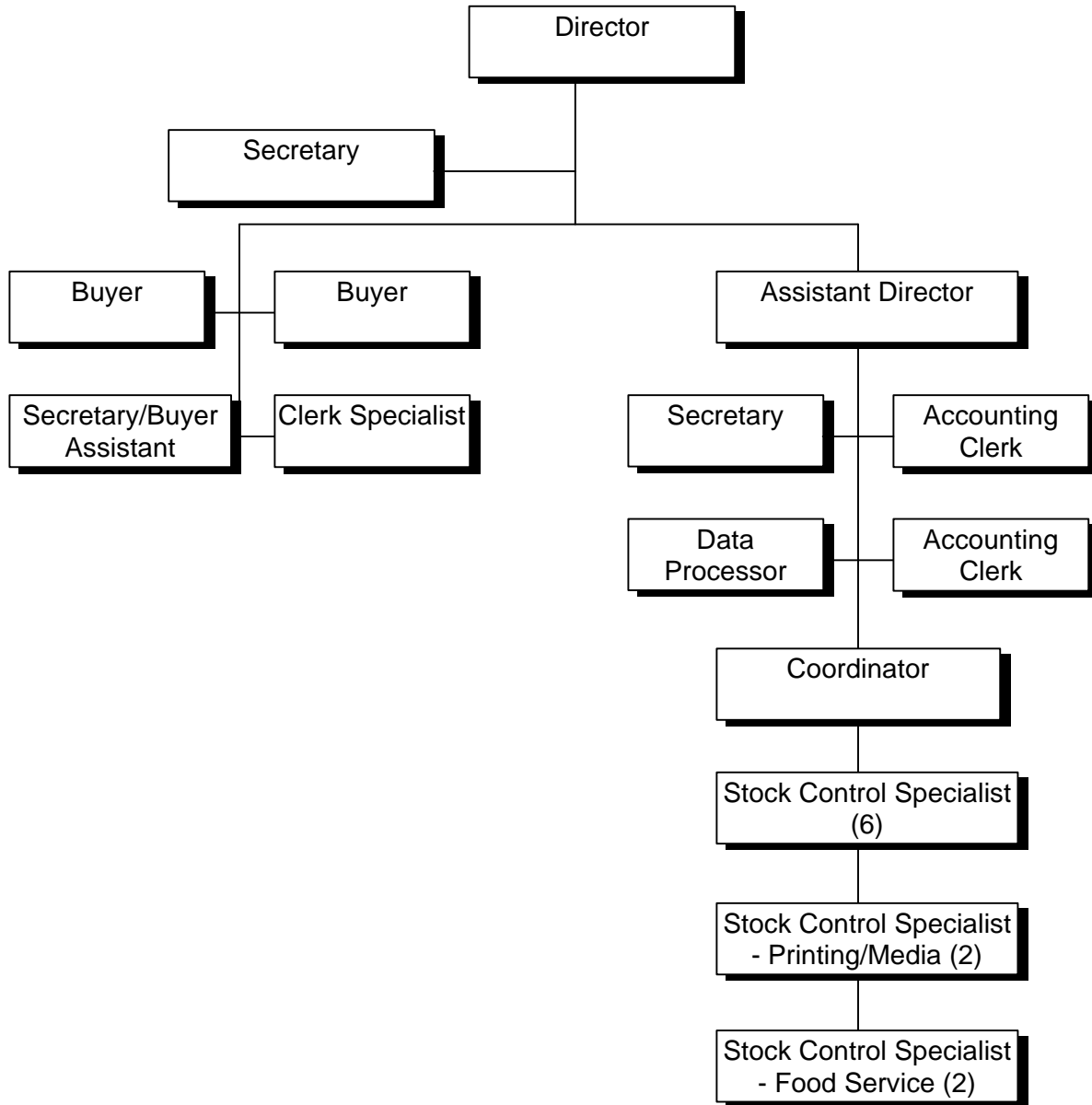
The new organizational structure proposed in Exhibit 12-3 calls for:

- the elimination of the positions of foreman and assistant foreman;
- the expansion of the job description for the coordinator's position to include the tasks previously assigned to the foreman and assistant foreman;
- the elimination of four stock control specialists; and
- the elimination of the assistant director for purchasing and one secretarial position.

Under Supply, the assistant director is to supervise two accounting clerks, one secretary, and one data processor. The assistant director is also to supervise a coordinator who is to supervise ten stock control specialists. Of these ten stock control specialists, two are assigned specifically to food service and two to print and media.

Implementing the automated purchase order system contributes to the recommendation that the assistant director position for the purchasing function be eliminated. Along with the recommended elimination of the assistant director position for the purchasing function, one secretary position for the purchasing function is also recommended for elimination. Subsequently, two secretary positions will be providing support to two buyer positions and one clerk specialist position. A ratio of one (secretary) to three positions should be sufficient to provide adequate support to these three positions. This is especially true once the automated purchase order system is implemented.

**EXHIBIT 12-3
PROPOSED ORGANIZATIONAL STRUCTURE
FOR THE DEPARTMENT OF PURCHASING AND SUPPLY**



Source: Created by MGT, 1997.

Combining the receiving and distribution warehouses, implementing a bar coding system for warehouse items, and using a centralized delivery function for small deliveries are all measures that, if implemented, should allow for elimination of the positions of foreman and assistant foreman. In conjunction with the recommended elimination of these two positions, the coordinator's job description should be expanded to include the supervisory responsibilities of the foreman and assistant foreman. Elimination of four stock control specialist positions will significantly reduce the number of staff for which the position of coordinator is responsible.

These significant recommended changes allow for four stock control specialist positions to be eliminated. These changes include combining the receiving and distribution warehouses, implementing a bar coding system for warehoused items, using a centralized delivery function for small deliveries, and using custodial staff at the schools to assist the stock control specialist making a delivery in unloading the items at the respective school site.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|----------------|
| 1. The Assistant Superintendent for Business and Administrative Services should recommend the elimination of the purchasing and supply positions. | August 1997 |
| 2. The Board should approve the elimination of the positions. | September 1997 |
| 3. The Director of Purchasing and Supply should assess the impact of eliminating the eight positions on the workloads of remaining staff. | October 1997 |
| 4. Based on this assessment, the Director of Purchasing and Supply should develop an implementation plan that calls for elimination of the positions over a six-month period. This adjustment period should help to ensure that remaining Purchasing and Supply staff adapt to their new responsibilities and the transition does not jeopardize the department from successfully carrying out its mission. | October 1997 |
| 5. The Board should approve the implementation plan. | October 1997 |
| 6. All eight positions should be eliminated. | January 1998 |

FISCAL IMPACT

Reducing the number of employees in the Purchasing and Supply Department is related to other findings that create efficiencies later in this chapter. Subsequent recommendations that address combining the receiving and distribution warehouses, implementing a bar coding system for warehouse items, implementing the automated purchase order system, and using a centralized delivery function for small deliveries each should contribute to a more efficient Department of Purchasing and Supply.

Cost savings from the elimination of the eight positions in the Purchasing and Supply Department are shown in Exhibit 12-4. On an annual basis, the elimination of these eight positions will save the district a total of \$316,643 in salary and benefits.

**EXHIBIT 12-4
PURCHASING AND SUPPLY DEPARTMENT
ANNUAL COST SAVINGS BY POSITIONS RECOMMENDED FOR ELIMINATION**

Position	Number	Salary	Benefits	Total
Assistant Director	1	\$47,029	\$19,009	\$66,038
Foreman	1	\$33,946	\$13,258	\$47,204
Assistant Foreman	1	\$27,360	\$10,376	\$37,736
Secretary	1	\$23,161	\$9,668	\$32,829
Stock Control Specialists (4)	4	*\$94,640	**\$38,196	\$132,836
Totals	8	\$226,136	\$90,507	\$316,643

Source: Purchasing and Supply base salaries 1996-97.

*\$94,640 is \$23,660 per position times 4 positions.

**\$38,196 is \$9,549 per position times 4 positions.

FISCAL IMPACT

Recommendation	1997-98*	1998-99	1999-00	2000-01	2001-02
Eliminate Assistant Director	\$33,019	\$66,038	\$66,038	\$66,038	\$66,038
Eliminate Foreman	\$23,602	\$47,024	\$47,024	\$47,024	\$47,024
Eliminate Assistant Foreman	\$18,868	\$37,736	\$37,736	\$37,736	\$37,736
Eliminate Secretary	\$16,415	\$38,829	\$38,829	\$38,829	\$38,829
Eliminate Stock Control Specialists (4)	\$66,418	\$132,836	\$132,836	\$132,836	\$132,836
Total (Cost)/Savings	\$158,322	\$316,643	\$316,643	\$316,643	\$316,643

*Annual cost savings for 1997-98 are exactly half of what the cost savings are for years 1998-99 to 2001-02. This is due to a mid-year implementation of the reduction in employees in the Purchasing and Supply.

FINDING

District staff have been instrumental in starting the Gulf Coast Association of Governmental Purchasing Officers. This professional association helps to keep members abreast of the latest developments in the field of public purchasing. The district anticipates that participation in the association will facilitate an increase the professionalism of purchasing personnel in the district.

COMMENDATION

The Lee County School District is commended for starting this chapter of the Governmental Purchasing Officers Association.

12.2 Purchasing

An efficient procurement system is one that readily responds to the needs of its customers. District schools and departments rely on the purchasing function to expeditiously translate their requests for goods and services into quotes and bids from vendors that can be reviewed to determine the extent to which they meet the requirements of the original request. Once a vendor is selected, the purchasing function facilitates prompt delivery of the goods and services to the requesting school or department.

CURRENT SITUATION

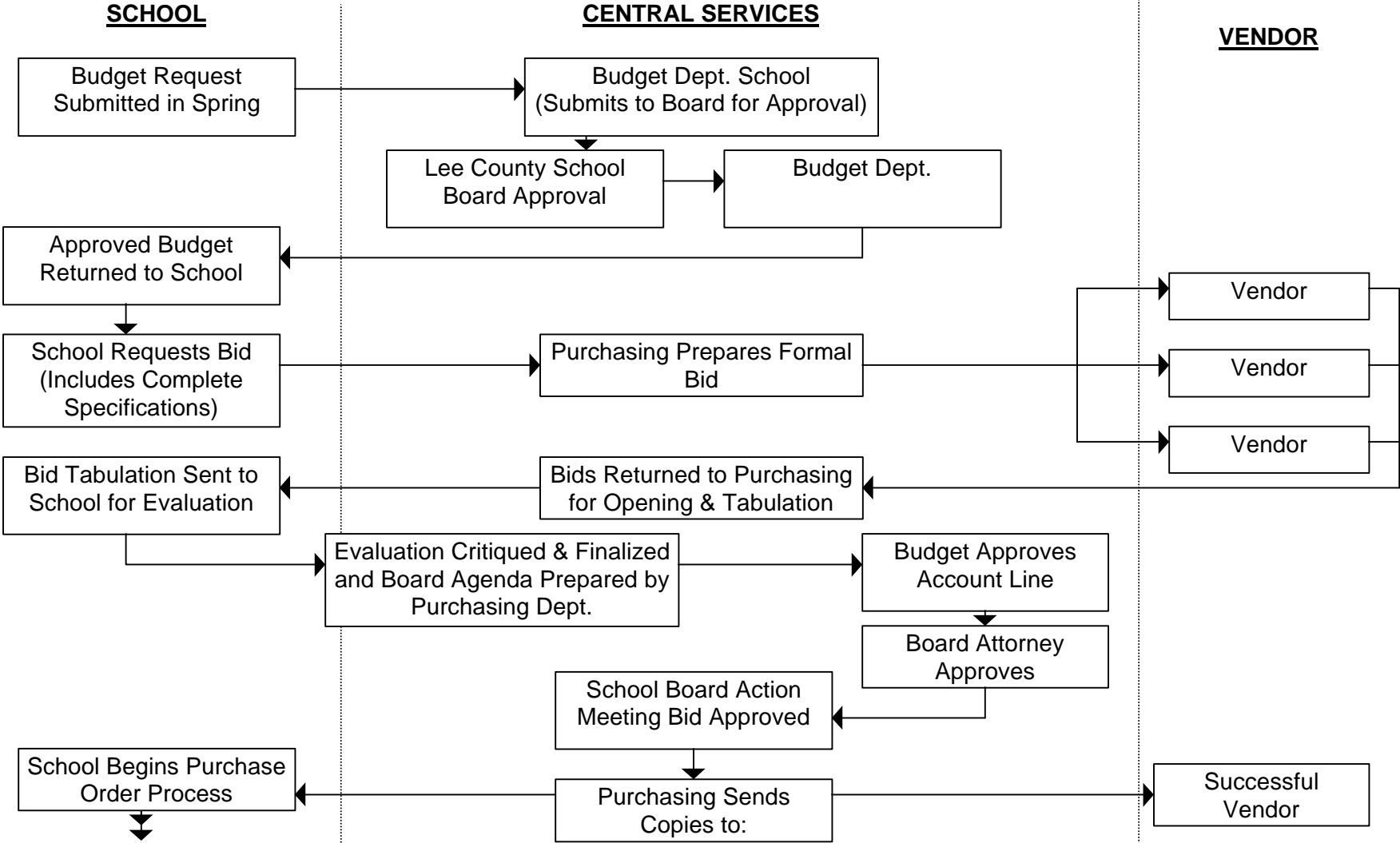
A total of 299 formal quotes and bids were processed and approved by the Purchasing and Supply Department during 1995-96. In total, depending on dates of Board meetings, it takes approximately six to eight weeks for the bid process to be completed and related purchase orders to be sent to vendors. In the case of a formal quote, which does not require Board approval, the timeframe is reduced to an average of three-and-a-half to four weeks until a purchase order is sent to a vendor. Exhibit 12-5 illustrates the Lee County School District's formal bid process that was used with all purchases over \$6,000.00 until recently.

The district presently uses a five-part purchase order form that is manually completed and distributed to the various departments involved in the processing of a particular purchase order. The district has developed plans to implement a pilot test of an automated purchase order system for external purchases.

Under the manual system, purchase orders are submitted to the Budget Department to verify the account line. From there, the purchase order is submitted to the Director of Purchasing for final approval. A clerk specialist files the purchase orders numerically. This person handles purchase order cancellations and corrections, and also mails and/or faxes the vendor copy, forwards the Financial Accounting copy, and notifies all parties of any changes or corrections that are made. Exhibit 12-6 displays the district's manual purchase order process and Exhibit 12-7 shows the time frames for completing the district's manual purchase order process.

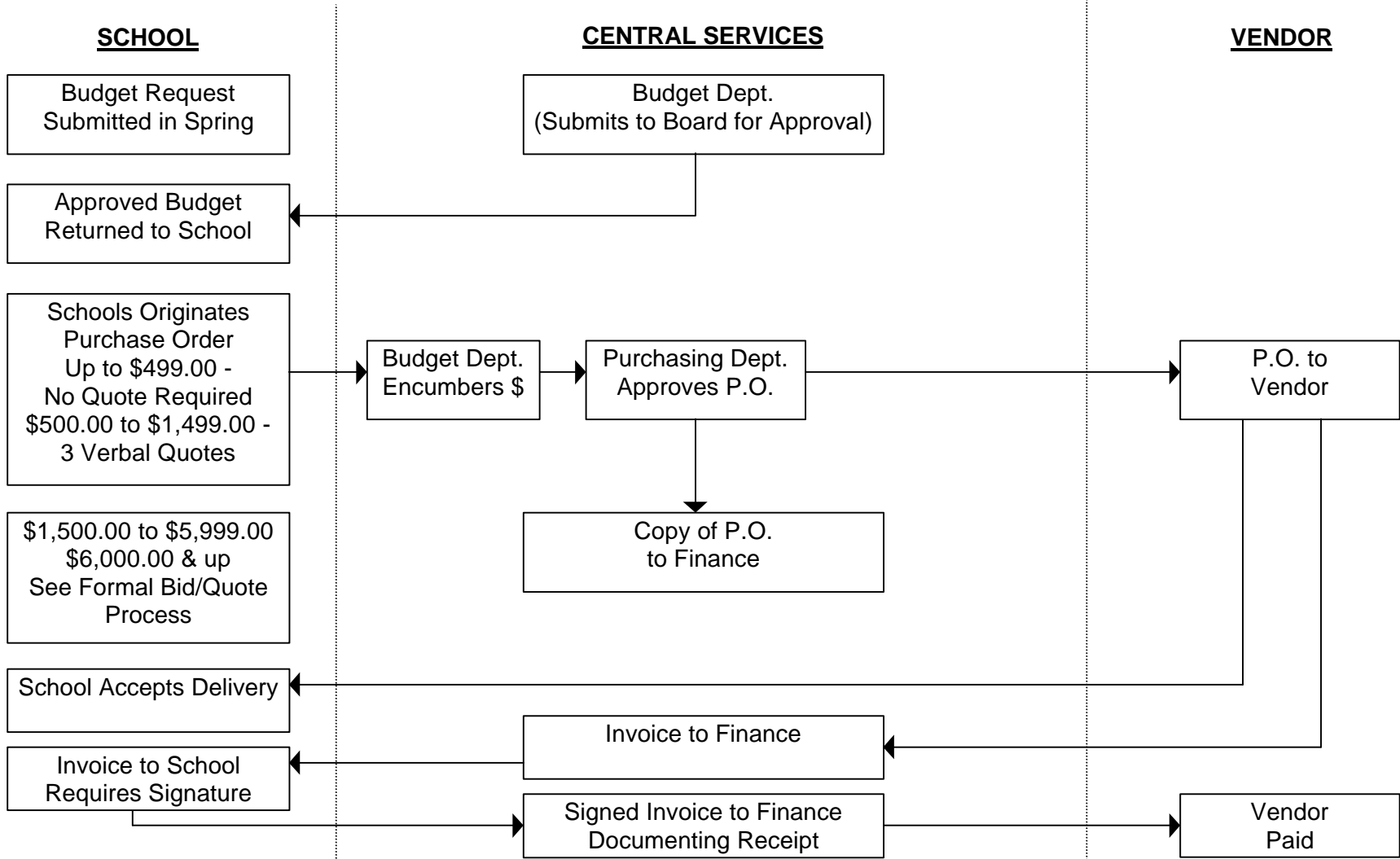
Exhibit 12-8 illustrates the purchase order process for the automated purchase order system that is in the process of implementation. The automated purchase order system will allow for account lines to be verified on individual purchase orders immediately. This will eliminate staff manually sending purchase orders to the Budget Department, and will also eliminate the delay associated with Budget Department staff then having to verify account lines. Paper copies of purchase orders will no longer have to be filed, and cancellations and corrections will be handled on-line, without involving multiple district staff. Overall, implementation of the automated purchase order system results in fewer hours being spent on purchase order processing, and will greatly enhance management's ability to track the status of purchase orders at any point in the purchasing process.

**EXHIBIT 12-5
FORMAL BID PROCESS**



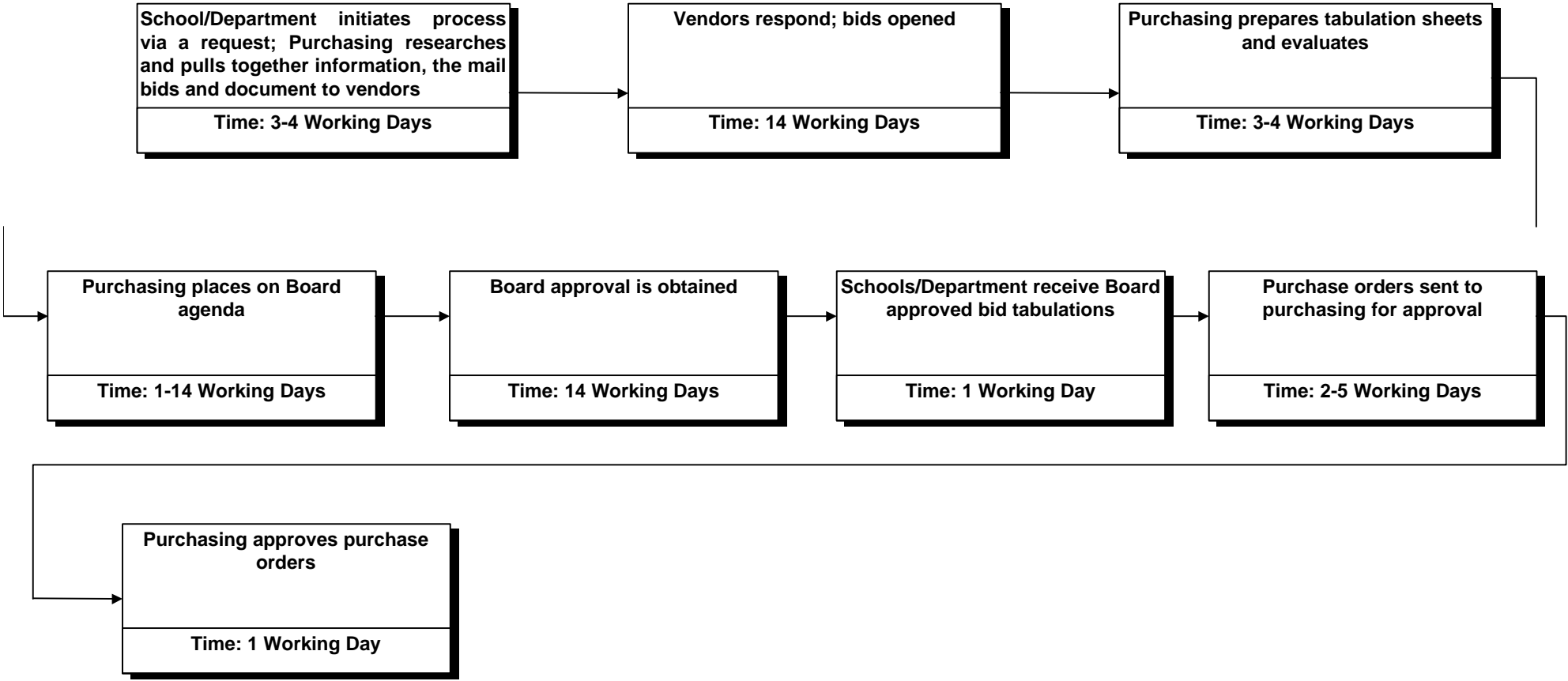
Source: Lee County School District, Department of Purchasing and Supply, 1996-97.

EXHIBIT 12-6
PURCHASE ORDER PROCESS



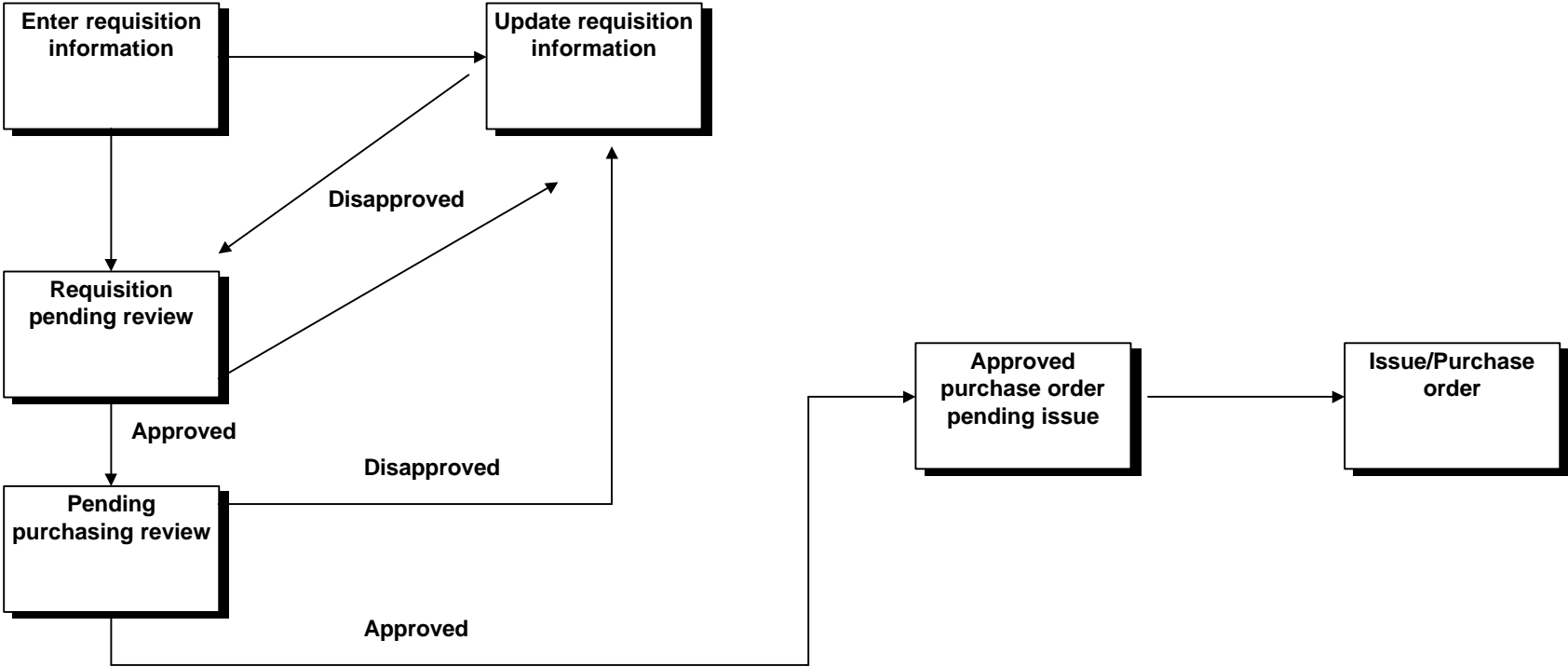
Source: Lee County School District, Department of Purchasing and Supply, 1996-97.

**EXHIBIT 12-7
TIME FRAMES FOR THE MANUAL
PURCHASING PROCESS**



Source: Lee County School District Purchasing and Supply Department, 1997.

EXHIBIT 12-8
AUTOMATED PURCHASE ORDER SYSTEM



Source: Lee County School District MIIS Department, 1997.

The new automated system will also electronically link the individual schools and each of the departments in the district to the Department of Purchasing and Supply. The Budget Department, a critical link in this system, will automatically verify that sufficient money is available for any given purchase. Introduction of the new system should lead to a reduced purchase order cycle time.

One task that the automated purchase order system, as it is presently designed, will not eliminate is the manual sending of approved purchase orders to the requisitioner (e.g., individual schools). Purchasing will still have to manually distribute copies of approved purchase orders to requisitioners.

Exhibit 12-9 illustrates the time frames for implementing the automated purchase order system.

FINDING

The district has invested significant resources in the development of the automated purchase order system for external purchases over the last four to five years. For various reasons over this period, programming has not been completed on the system, and subsequently the system has not been implemented. The lack of an automated purchase order system results in an inefficient, paper intensive process for handling purchase orders.

RECOMMENDATION

Recommendation 12-2:

Ensure that efforts supporting implementation of the automated external purchase order (APO) system are not halted.

The district should address the fact that the new system is not programmed to allow the Purchasing Office to electronically send copies of approved purchase orders to the requisitioner (e.g., individual schools).

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|-----------|
| 1. The Director of Purchasing and Supply should monitor the implementation and ongoing operation of the new automated purchase order system to ensure that it addresses the district's need for improving the efficiency and effectiveness of the purchase order process. | Ongoing |
| 2. The Director of Purchasing and Supply should request that MIIS program the new system to electronically transfer copies of approved purchase orders to requisitioners. | July 1997 |
| 3. The system should be fully implemented. | July 1997 |

**EXHIBIT 12-9
TIME FRAME FOR IMPLEMENTING THE AUTOMATED
PURCHASE ORDER SYSTEM**

PURCHASE ORDER IMPLEMENTATION TASKS	DATE
1. Identification and consideration of any remaining concerns of the Budget department by Budget, Purchasing, Finance, and MIIS.	2/26/97
2. MIIS makes programming modifications to address the Budget Department's concerns.	3/19/97
3. MIIS assigns pilot test user Ids for the participating schools and departments.	3/14/97
4. Budget and MIIS review and sign off on the programming changes that address Budget's concerns.	3/20/97
5. MIIS and Budget complete development of a User's Guide and develop an agenda for the training workshop.	3/21/97
6. Budget, Purchasing, MIIS, and involved persons from the pilot schools and departments participate in the training workshop.	3/24/97
7. Pilot test begins.	3/24/97
8. Interim feedback received.	3/27/97
9. Pilot test feedback period ends.	4/11/97
10. Review of feedback by Budget, Purchasing, MIIS, and the participating schools and departments completed.	4/15/97
11. Budget obtains a list of all authorized APO users.	4/16/97
12. Budget notifies the remaining schools and departments of workshop training dates.	4/16/97
13. Final programming changes completed by MIIS.	4/25/97
14. MIIS incorporates final changes into Purchasing's User's Guide.	4/25/97
15. Budget and MIIS incorporate final changes to the User's Guide and the agenda for the training workshop.	4/25/97
16. MIIS moves final programs and database to production.	4/25/97
17. MIIS and Purchasing conduct walk-through of the APO's final purchasing process.	4/28/97
18. MIIS distributes updated version of the User's Guide to the pilot schools and departments.	4/29/97
19. MIIS implements the final version of the APO for the pilot schools and departments.	4/30/97
20. Budget, Purchasing, and MIIS conduct a training workshop on the final version of the APO for a second group of schools and departments.	5/1/97
21. Budget, Purchasing, and MIIS conduct a training workshop on the final version of the APO for a third group of schools and departments.	5/8/97
22. MIIS implements the final version of the APO for the second group of schools and departments.	5/14/97
23. Budget, Purchasing, and MIIS conduct a training workshop on the final version of the APO for a fourth group of schools and departments.	5/15/97
24. MIIS implements the final version of the APO for the third group of schools and departments.	5/21/97
25. MIIS implements the final version of the APO for the fourth group of schools and departments.	5/28/97

Source: Lee County School District MIIS Department, 1997.

FISCAL IMPACT

Implementation of the automated purchase order system will not require any additional expenditures by the district. Staff time has already been allocated for conducting the pilot test of the system, making necessary programming changes, as well as making changes to the supporting documentation (e.g., User's Guides). The district should experience significant efficiency gains in the purchase order process as a result of implementing the new system.

FINDING

The Internal Audit Unit has developed an automated purchase order system for purchases made with school-generated funds (e.g., moneys generated via fundraising activities). This system has eliminated the practice of giving signed, blank checks to staff for purchases.

COMMENDATION

The Internal Audit Unit is commended for developing a purchase order system that increases the efficiency and enhances the district's ability to monitor and audit purchases made with internal funds.

FINDING

Approximately 90 percent of the schools had not been using requisition documents to make purchases using internal funds. The Internal Audit Unit recommended the consistent use of a requisition form for internal purchases for internal purchases.

COMMENDATION

Internal audit is commended for suggesting this simple, yet effective means of improving internal funds management and improving the audit trail for internal funds.

FINDING

Florida law now requires sealed bids for all purchases in excess of \$15,000. Until March 1997, the Lee County School District's competitive sealed bidding process for purchases greater than \$6,000 was much more stringent than Florida law requires. Lee County School District, rather than requiring three written quotes for all purchases between \$6,000 and \$15,000, required sealed bids. Receiving sealed bids for purchases in this price range consumed more staff time than written quotations would have used.

The Director of Purchasing and Supply proposed changes to the district's current purchasing policy that allows the district to rely on written quotes for purchases in the \$6,000 to \$15,000 range, as opposed to sealed bids. The Board recently approved the new purchasing policy. Receiving written quotations for purchases in this price range will be much less time-consuming than was the formal (sealed) bid process.

As Exhibit 12-10 indicates, approximately 32 percent, or \$29,946,000 of the district's total purchases of approximately \$93,000,000 for 1995-96 were in the \$6,000 to \$15,000 range.

**EXHIBIT 12-10
LEE COUNTY SCHOOL DISTRICT PURCHASES
TOTAL ORDER VOLUME BY DOLLAR AMOUNT
1995-96**

Dollar Amount of Purchase Orders	Total Expenditures (2)	Percent of Total
\$0.00-\$1,500 (1)	\$16,740,000	18%
\$1,500-\$6,000	\$11,160,000	12%
\$6,000-\$15,000	\$29,946,000	32%
\$15,000 and up	\$35,154,000	38%
Total	\$93,000,000	100.00%

Source: Interview with Purchasing and Supply staff, 1997.

- 1) The \$0 - \$500 category is combined with the \$500.00 - \$1,500 category
- 2) The expenditures by category are based on estimates.

The lack of an automated purchase order system means that extensive effort is required to break-out the purchase orders in the \$0 - \$500 range from those in the \$500 - \$15,000 range. It also means that the actual total dollar amounts by category are not available, and therefore Exhibit 12-10 provides estimates only. Implementation of the district's automated purchase order system should facilitate the availability of accurate purchasing data for each category in the future.

Implementation of this new purchasing policy by the district further supports the elimination of the assistant director and secretary positions as called for in Recommendation 12-1. Additional staff time spent developing the bid requests and processing the bids versus receiving written quotations for these purchases will be eliminated as a result of implementing the new purchasing policy.

COMMENDATION

Lee County School District is commended for implementing purchasing policy that raises the threshold amount for sealed bids from \$6,000 to \$15,000.

FINDING

The Lee County School District is benefiting from collaborative purchasing agreements with external purchasers and purchasing groups. These associations help make the bidding process more efficient and allow the district to receive high volume discounts that it otherwise would not receive. Several joint purchasing activities include:

- The district has purchased walk-up convenience copiers on the state contract. This practice should provide the district with exceptional discounts on copiers. Purchasing and Supply staff

reported that the district will soon be issuing an RFP to receive bids from vendors on walk-up convenience copiers. This process will inform the district as to actually how much it can save by purchasing these copiers on state contract.

- The district participates in the “Tampa Bay Area Schools” Co-op in the purchase of equipment such as computers. Lee County Purchasing and Supply staff indicated that the district has not specifically tracked these data, and therefore could not provide a savings figure as the result of the Co-op. However, staff believe savings on computer equipment purchases over the years has been significant.

The district also does a significant amount of “piggybacking” on the bids of other districts. This means that district uses bids received by other districts, rather than developing entirely new bids for items recently received by other districts. The piggy backing process is more efficient and reduces the amount of time spent soliciting bids from vendors.

COMMENDATION

The Lee County School District is commended for participating in co-operative purchasing arrangements and gaining large volume purchase discounts.

FINDING

The Internal Audit Department receives disks once a month from each school that contain the internal purchasing data from the automated internal purchase order system. The disk for each of the 60 plus schools in the district must be uploaded by Internal Audit to compile the database for the district. As a result of this manual loading process, there are delays of at least 20 days in Internal Audit being able to compile and review the internal purchasing data of individual schools.

RECOMMENDATION

Recommendation 12-3:

Ensure that the Wide Area Network, once in place, has the necessary file transfer protocol capabilities to allow for schools to transmit their internal purchasing data directly to Internal Audit.

Receiving internal purchasing data from individual schools via the Wide Area Network should allow for Internal Audit to compile and report on this important financial data in a more timely and efficient manner. This process also eliminates delays associated with computer disks being lost in the mail, or misplaced by Internal Audit staff.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent of Business and Administrative Services should assign the Chief Auditor to determine the specifications for the file transfer protocol. July 1997

2. The Chief Auditor should meet with the MIIS Department to review the specifications for the file transfer protocol that will allow individual schools to electronically send internal purchasing data to the Internal Audit Unit. Changes to the specifications should be made as indicated. July 1997

3. The MIIS Department should implement the new file transfer protocol and distribute instructions for use of the new protocol to the individual schools. August 1997

4. The Chief Auditor should conduct follow-up contacts with the individual schools to gain feedback on how the file transfer protocol is working, and provide assistance to any schools that experience problems with the application process. Ongoing, Through
September 1997

FISCAL IMPACT

This recommendation can be accomplished within existing resources.

FINDING

The purchase of classroom furniture for an individual school is a significant expenditure in any school's budget. The purchasing of classroom furniture for newly constructed and renovated schools is done on an individual school basis. While the district is in the process of reviewing the standardizing of classroom furniture, and compiling a list of recommended classroom furniture items for standardization, schools still have autonomy in selecting classroom furniture. The Director of Purchasing and Supply estimates that approximately 60 percent of the schools in the district comply with the Purchasing and Supply Department's list of recommended classroom furniture.

The lack of requirements for purchasing classroom furniture based on districtwide standards means that substantial savings from high volume discounts on furniture purchases are lost. Even if one school does not participate, the potential loss of savings can be significant. The Director of Purchasing estimated that not choosing furniture from the district's list of recommended classroom furniture items may mean paying as much as 15 to 25 percent more for the same item.

RECOMMENDATION

Recommendation 12-4:

Standardize the purchasing of classroom furniture, and consider standardizing any other items that may result in volume discounts.

The Lee County School District has made some progress toward standardization of furniture purchases by developing a list of recommended classroom furniture. The work necessary to make any needed changes to this list and subsequently have it approved as the list of standardized (not recommended) classroom furniture items should be done.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Director of Purchasing and Supply should review the list of recommended classroom furniture already developed by the district to determine whether it needs to be updated or changed. July 1997
2. The Director of Purchasing and Supply should submit the updated list of recommended classroom furniture items to each school for review and comment. August 1997
3. Individual schools should provide feedback on the updated list to the Director of Purchasing and Supply. September 1997
4. The Director of Purchasing and Supply should review the comments received from individual schools and change the list accordingly. September 1997
5. The *List of Standardized Classroom Furniture Items*, along with accompanying policy and procedures changes should be submitted to the Assistant Superintendent for Business and Administrative Services to prepare for the Board approval. October 1997
6. The Board should approve the new policy and schools should be notified. November 1997
7. The Director of Purchasing and Supply should review the fiscal impact of the standardized classroom furniture policy, and survey schools that purchased new classroom furniture during the fiscal year under the new policy to understand the impact of the policy change on the affected schools. June 1998

FISCAL IMPACT

Using an estimate of \$250,000 to furnish the classrooms of a school serving 1,200 students, 15 to 25 percent savings equal a savings of \$37,500 to \$62,500 per school. (Note: Furnishings for high school classrooms tend to be more costly, even twice that of elementary schools, given the larger size of the furniture and the need for it to be more durable.) Calculating the midpoint value between 15 and 25 percent of 20 percent savings for two schools annual cost savings are estimated at \$100,000. The estimated two schools per year is based on the district's estimate of the average number of schools annually participating in new construction, refurbishment and general replacement.

The table below presents the five-year cost savings from standardizing the purchase of classroom furniture.

Recommendation	1997-98	1998-99	1999-00	2000-01	2001-02
Standardize Classroom Furniture Purchases	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000

FINDING

Classroom furniture costs are also high when an existing school is renovated. During the renovation process many schools choose to purchase all new furniture. In some cases, existing classroom furniture at the school may still be suitable for student use. District staff reported that some classroom furniture that is removed is still useable. The sale of some of the surplus furniture to the public, along with some of the surplus furniture going into portables, is evidence that at least some of the furniture being replaced is still useable.

RECOMMENDATION

Recommendation 12-5:

Develop a procedure that requires an assessment of a school's existing classroom furniture prior to purchasing new classroom furniture.

This procedure should require, except in unusual circumstances, that schools continue to use that portion of their existing furniture and equipment. Factors that should assist the district in reducing the costs of all new furniture include the resale of surplus furniture to the public and the use of surplus furniture to furnish portables.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent should direct the Director of Purchasing and Supply to draft a procedure that requires an assessment of existing school furniture prior to purchase of new furniture. The procedure should establish specific criteria for requiring schools to use October 1997

portions of their existing furniture that are determined to be useable. The procedures should include a review by the Director of Purchasing that allows for exceptions, but only in specific or unusual situations.

2. The Director of Purchasing and Supply should submit the procedure to the Leadership Team for approval. November 1997
3. The Leadership Team should approve new procedure and notify all schools. November 1997
4. The Director of Purchasing and Supply should review the fiscal impact of the new procedure, and survey schools affected by the policy during the 1997-98 school year to understand its impact on individual schools. June 1998

FISCAL IMPACT

The cost savings resulting from not discarding classroom furniture that is still safe and useable cannot be readily determined given the variety of factors required to determine the amount of potential savings. Those factors include the amount of furniture at a given school that is found to be useable. At minimum, based on MGT's experience with districts of similar size, an estimated 25 percent useable rate, cost savings for a \$250,000 purchase of furniture for an average of two renovations per year equals \$125,000 (\$62,500 per school times two schools).

Annually, using the estimates stated above, the Lee County School District could save up to \$125,000 per year by retaining useable furniture in the schools that are being renovated.

Recommendation	1997-98	1998-99	1999-00	2000-01	2001-02
Retain Useable Furniture	\$125,000	\$125,000	\$125,000	\$125,000	\$125,000

12.3 Warehousing

Warehousing is an essential function of efficient supply operations in any district. Without an efficient warehousing function, cost savings that result from buying in large quantities can be wiped out.

CURRENT SITUATION

Since the Lee County School District purchases materials, equipment, and supplies for all schools and district departments centrally, the items must be delivered to a warehouse and stocked. Schools, centers, and administrative offices throughout the district order from warehouse stock. The district's Supply Warehouse performs several primary functions. These functions include: (1) ordering; (2) receiving; (3) inventorying; and (4) distributing supplies, food goods, materials, and equipment throughout the

district. In addition, tasks related to the warehousing function, the Supply Warehouse provides for the pick-up and delivery of audio and visual equipment, operates the district's recycling program, delivers classroom and library books, delivers and picks up testing materials, and handles the district's surplus and obsolete items.

In 1995-96, the Supply Warehouse expenditures totaled nearly \$538,290. In 1995-96, ending inventory was \$867,299. Exhibit 12-11 displays the Supply Warehouse's year end inventory, after the physical counts were conducted, for each of the last three years.

The annual year end inventory for the Supply Warehouse has remained somewhat constant over the past three years, fluctuating less than ten percent each year.

**EXHIBIT 12-11
YEAR END INVENTORY FOR THE SUPPLY WAREHOUSE
FOR 1993-94 THROUGH 1995-96**

YEAR	YEAR END INVENTORY IN DOLLARS	PERCENT CHANGE
1993-94	\$899,126	NA
1994-95	\$956,858	6.4% increase
1995-96	\$867,299	9.4% decrease
Average	\$907,761	NA

Source: Lee County School District, Purchasing and Supply Department, 1997

FINDING

The development of the recycling program by the Supply Division saved the district over \$130,000 in trash/garbage hauling fees in one year.

The Lee County School District has aggressively pursued a recycling program that has received national recognition. For 1995-96, the Supply Department was able to verify savings totaling \$169,109. These savings cover 58 schools and departments. To encourage recycling among schools, a cash incentive is paid to any school saving \$5,000 or more as a result of the program. In 1995-96, \$70,879 was paid in incentives. Beyond savings, the district generated \$12,147 in revenue for 1995-96 from the sale of miscellaneous recyclables not included in existing recycling contracts.

COMMENDATION

The Lee County School District is commended for its extensive recycling program.

FINDING

Lee County School District operates separate supply receiving and distribution warehouses. Receiving is housed at the extensive Canal Street facility and distribution

at the smaller Central Avenue location. Vendors deliver supply orders in bulk to the Canal Street facility. The bulk quantities are then broken down into smaller quantities and delivered to the distribution warehouse. This process is inefficient in several ways. First, stock control specialists are required at each facility. Secondly, the district incurs the cost of transporting inventory from one supply warehouse to another before the merchandise is ever delivered to a school or department for use. This factor increases both the labor and transportation costs.

The district has also given consideration to building new warehouse space on the Canal Street property, adjacent to the existing warehouse building. Consequently, the district has developed cost estimates for constructing the new space.

The warehouse located on Central Avenue contains both office space and storage space for district supplies. New warehouse space constructed at the Canal Street location will need to include sufficient office space to house staff currently working out of the Central Avenue location. The Canal Street location presently has over 9,000 square feet of storage space; in addition, approximately 500 square feet are used for office space, a breakroom, and two bathrooms. The district's cost estimate for constructing new warehouse space at the Canal Street location includes 25,000 square feet of new storage space and 1,500 square feet of new office space. If constructed, the Canal Street facility will consist of a total of approximately 34,000 square feet of storage space and over 2,000 square feet of office-related space. This amount of storage space will be more than sufficient given the district's current warehousing needs and should accommodate future growth in storage space equipments.

RECOMMENDATION

Recommendation 12-6:

Increase the capacity at the Canal Street location to house the distribution warehouse currently located at the Central Avenue location.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Director of Purchasing and Supply and the Director of Facilities should develop a report on the construction of new warehouse space and submit the report to the Assistant Superintendent for Business and Administrative Services. December 1997
2. The Assistant Superintendent for Business and Administrative Services should submit the construction plan to the Board for approval. December 1997
3. Once adopted by the board, the Assistant Superintendent should ensure that implementation plans are in place for the 1998-99 fiscal year. January 1998
4. The Implementation should begin. January 1998

FISCAL IMPACT

The one-time cost for constructing new warehouse space is estimated at about \$485,000.

Recommendation	1997-98	1998-99	1999-00	2000-01	2001-02
Build Warehouse Space	-----	(\$485,000)	-----	-----	-----

FINDING

Information on all warehoused inventory is manually entered into a computer database file, as are subsequent changes in quantity, price of items. The district does not use bar coding to monitor warehousing operations.

A bar coding and scanning system would enable the receiving and shipping functions to scan received items, and those items to be shipped, and enter that data directly into the inventory system.

RECOMMENDATION

Recommendation 12-7:

Implement bar coding of warehoused inventory.

Installing an electronic receiving and shipping system in the receiving warehouse should decrease the number of steps required to receive and ship goods; decrease processing time of inventory shipments (both receiving and shipping); improve the accuracy of receiving, shipping, and accounting records; decrease turnaround time; and decrease the amount of paper used in the process. The reduction in processing steps and time should allow the Lee County School District to reduce the number of staff involved in the receiving and shipping of inventory. (see Recommendation 12-1).

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|-------------|
| 1. The Director of Purchasing and Supply should identify the specific requirements to install a bar coding system. | July 1997 |
| 2. The Director of Purchasing and Supply should conduct a visit to a school district in Florida of similar size (e.g. Polk County) that has implemented a bar coding system. | July 1997 |
| 3. The Director of Purchasing and Supply should contact three to five vendors of bar coding systems. | July 1997 |
| 4. The Director of Purchasing and Supply should review the specifications of major providers. | August 1997 |

- | | |
|--|----------------|
| 5. The Director of Purchasing and Supply should initiate a Request for Proposal (RFP) to purchase a bar coding system. | September 1997 |
| 6. The Purchasing staff should create and submit the RFP. | September 1997 |
| 7. The Director of Purchasing should ensure the RFP process be conducted and the bar coding system is obtained. | October 1997 |
| 8. The Director of Purchasing should ensure the bar coding system is installed. | November 1997 |

FISCAL IMPACT

The total one-time installation cost for purchasing and installing the bar coding system will be approximately \$50,000. Programming needs should be performed by the MIIS Department. The MIIS Department should conduct the training for system users. It is estimated that the increased efficiency gained as a result of using bar coding for warehoused inventory will allow for one stock control specialist position to be eliminated. Over time, the Lee County School District will save approximately \$32,559 annually in reduced warehouse staffing needs as a result of a more efficient receiving and shipping process. These costs are reflected in Recommendation 12-1. All cost savings associated with implementing bar coding are from decreased staffings needs. Therefore, annual cost savings over the next five years as presented here only reflect the initial investment necessary to implement the system.

Recommendation	1997-98	1998-99	1999-00	2000-01	2001-02
Install Bar Coding System	(\$50,000)	\$0	\$0	\$0	\$0

FINDING

The district is renting semi-trailers to store surplus equipment and supplies such as furniture and equipment. As of February 1997, the district was renting six tractor trailers at the rate of \$90.00 per month. If the district rented six semi-trailers each month, the district would spend \$540.00 per month or \$6,480.00 annually. However, the Director of the Department of Purchasing and Supply reported that the district's average annual cost for the rental of semi-trailers to store surplus goods is \$8,300. The district varies the number of semi-trailers it rents based on the quantity of surplus furniture and equipment that must be stored.

RECOMMENDATION

Recommendation 12-8:

Utilize permanent storage space at the Canal Street facility to store surplus goods.

The district plans to move transportation from the Canal Street facility to another location. Once this move has been accomplished, space will be available to store surplus equipment and supplies in the metal building that houses the district's bus painting equipment. No modifications will be necessary to this metal building.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Transportation Department should remove all bus painting equipment from the metal building on the Canal Street property. August 1999
2. The Director of Purchasing and Supply should ensure that all surplus items from the semi-trailers moved into the metal building. August 1999

FISCAL IMPACT

There are no additional costs to the district for moving the surplus items in the semi-trailers to the vacated metal building. The only investment of resources involved in transitioning from the rented semi-trailers is the time spent taking the surplus items out of the semi-trailers and putting them in the building. Cost savings to the Lee County School District will total \$8,300 per year beginning in 1999-2000, the first year during which the metal building should be vacated.

Recommendation	1997-98	1998-99	1999-00	2000-01	2001-02
Use Permanent Storage Space to Store Surplus	-----	-----	\$8,300	\$8,300	\$8,300

FINDING

The Lee County School District makes the surplus equipment and furniture stored at the Canal Street property available to the public for sale every Friday. For 1995-96, the district received over \$6,000 from the sale of surplus equipment and furniture to the public.

COMMENDATION

The Lee County School District is commended for developing an ongoing income stream from the surplus goods stored at the Canal Street facility.

FINDING

Some schools are receiving goods from the Supply Warehouse that have spoiled. A survey of a randomly selected group of schools revealed that schools do receive some items from the Warehouse that are not useable when received. Some items that were identified by the schools as spoiling include:

- white out
- ink pens
- highlighters
- markers for white boards

Schools must discard spoiled goods and purchase new materials.

RECOMMENDATION

Recommendation 12-9:

Discontinue stocking items that can spoil before being distributed to schools.

IMPLEMENTATION STRATEGIES AND TIMELINE

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| 1. The Director of Purchasing and Supply should survey all schools (principals) and department heads in the district to determine which items are spoiling prior to being delivered and used. | August 1997 |
| 2. The Director of Purchasing and Supply should review the feedback received. | September 1997 |
| 3. Based on the feedback received, the Director of Purchasing and Supply should determine those items which, due to spoilage should be either purchased by schools directly from vendors, or warehoused in smaller quantity and submit a report to the Leadership Team for review. | September 1997 |
| 4. The Director of Purchasing and Supply should maintain ongoing contact with the schools to ensure that the steps implemented have eliminated the delivery of unusable goods to the schools. | Ongoing |

FISCAL IMPACT

Cost savings from discontinuing the stocking of items that can spoil before being distributed to schools are based on an estimated spoilage rate of two percent. The year-end audit inventory dollar amount for Purchasing and Supply was \$929,671. This figure represents the dollar value of all supplies in inventory as of the year-end audit. Using the \$929,671 amount, estimated cost savings are \$18,594 per year (i.e., two percent times \$929,671 equals \$18,594). This \$18,594 is the dollar value of those items that are spoiling prior to being distributed to schools and departments.

Recommendation	1997-98	1998-99	1999-00	2000-01	2001-02
Discontinue Stocking of Items	\$18,594	\$18,594	\$18,594	\$18,594	\$18,594

FINDING

The district is maintaining high levels of inventory in some areas. Exhibit 12-12 presents a breakdown of the dollar value for each type of inventory, as of the end of the last fiscal year.

Total inventory at the end of 1996-97 is valued at over \$2.7 million. The largest inventory is attributed to Purchasing and Supply Department (34.08 percent) and the Maintenance Department (25.55 percent). Reducing the overall inventory warehouse by the district could greatly reduce costs. It is possible that the district could reduce overall inventory by half, or approximately \$1.4 million.

**EXHIBIT 12-12
DOLLAR VALUE OF INVENTORY BY COMPONENT
1996-97**

Type of Inventory	Dollar Value	Percent of Total
Maintenance and Operations	\$697,069	25.55%
Transportation Services	\$235,407	8.63%
Purchasing and Supply	\$929,671	34.08%
Printing Services	\$56,193	2.06%
Media Services (Textbooks)	\$1,066	0.04%
Food and Nutrition Services	\$639,909	23.46%
Internal Funds (School Stores)	\$168,823	6.19%
Total	\$2,728,138	100.00%

Source: Lee County School District, Purchasing and Supply Department, 1997.

RECOMMENDATION

Recommendation 12-10:

Reduce, by at least 50 percent, the inventory levels maintained by the district.

Reducing the inventory maintained by the district from over \$2.7 million to approximately \$1.4 million should reduce costs associated with the storing of inventory. A smaller inventory requires less physical space. Decreasing the size of the inventory maintained by the district should also reduce the number of stock control specialists necessary to perform the function of receiving, storing, and distributing goods. Fewer warehoused items also means a decrease in the percentage of items discarded due to spoilage or damage. The district should explore other uses for space made available by this decrease in warehoused items.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Director of Purchasing and Supply should evaluate items in inventory and determine which items should be warehoused in smaller quantities. This September 1997

assessment should include identifying those items that can spoil over lengthy storage periods.

2. The Director of Purchasing and Supply should purchase items that can spoil in smaller quantities. October 1997 and
Ongoing

FISCAL IMPACT

During 1995-96, the portion of the Supply Warehouse operating budget that covers the cost of procuring, warehousing, and delivering inventoried school and department supply items totaled \$537,725. A significant portion of this amount was for the salary and benefits of stock control specialists. As described in Recommendation 12-1, reducing overall inventory by half would allow for two less stock control specialist than are currently in place. Salary and benefits costs per stock control specialists average \$32,559 for the stock control specialists presently employed by the district. Therefore, \$32,559 times two positions means that \$65,118 would be saved annually by reducing two stock control specialists.

FINDING

Presently, the Warehouse has an inventory of 1,781 items. There are several advisory committees in place to give feedback to warehouse personnel regarding the quality and appropriateness of items stocked. For example, the Art Supplies Advisory Committee has worked closely with warehouse personnel to ensure that an adequate quality and quantity of the art supplies are stocked by the warehouse. Other advisory committees include the Cafeteria Supplies Advisory Committee, the Custodial Supplies Advisory Committee, and the Office Supplies Advisory Committee.

Schools are doing some purchasing of supplies and materials directly from vendors rather than from the district's supply warehouse. A survey of a randomly selected group of school staff revealed that schools are doing this for the following reasons:

- the quality of some of the goods in the warehouse is lower than what schools require;
- the Warehouse is often out of requested items; and
- items are viewed as cheaper when purchased directly from a vendor.

In March 1997, Board approval was obtained for a purchasing policy that stipulates that schools must purchase from the supply warehouse if the item stocked by the supply warehouse and is comparable to what is available directly from a vendor.

RECOMMENDATION

Recommendation 12-11:

Monitor inventory items schools purchase directly from vendors, and ensure that this practice occurs only when it is more cost effective.

To implement this recommendation several administrative procedures should be considered. These include:

- an annual survey of all principals and department heads to determine which items are of insufficient quality for schools to use, which items are under stocked, and which items can be purchased at lower cost from a vendor than from the warehouse; and
- using already established mechanisms for addressing such issues as quality; (i.e., advisory committees), reach consensus on the quality, quantity, and price standards for frequently use items. On an ongoing basis, work to expand efforts with advisory committees to maintain communication between the supply warehouse and the customer (schools) to facilitate the purchasing of items of sufficient quality, in sufficient quantity, and at the best price. Broad-based representation on the committees should be sought.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Director of Purchasing and Supply should develop a survey to be administered to all school principals and department heads to determine which items are of insufficient quality for schools to use, which items are under stocked, and which items can be purchased at lower cost from a vendor than from the warehouse. August 1997
2. The Director of Purchasing and Supply should distribute the survey, along with a cover letter indicating how this information will assist the department in better serving the district's schools and departments. September 1997
3. The Director of Purchasing and Supply should review and compile the findings from the survey. October 1997
4. The Director of Purchasing and Supply should meet with the various supply advisory committees, and with key school and department representatives who are responsible for purchasing decisions for their respective school and department, and reach consensus as to how to address the issues identified by the survey. November 1997

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| 5. Based on the consensus developed, the Director of Purchasing and Supply should establish procedures that facilitate providing quality goods, in sufficient quantities, and at low prices to the schools on a timely basis. | January 1997 |
| 6. For any areas or items that appear to be more amenable to direct purchase from vendors rather than through the warehouse, the Director of Purchasing and Supply should develop uniform guidelines for schools to follow that ensure the most cost effective purchasing of quality items. | September 1997 |
| 7. The Director of Purchasing should maintain ongoing contact with the related advisory committees to ensure that the supply warehouse is serving schools in the most effective manner possible. | Ongoing |
| 8. The Director of Purchasing and Supply should conduct the annual survey of principals and department heads to assess current status of the warehousing function. The survey should seek direct input on how the new purchasing policy has affected the practice of buying directly from vendors. | Beginning June 1998 |

FISCAL IMPACT

This recommendation can be implemented within existing resources.

FINDING

Currently, much of the district's delivery function is conducted by staff employed by the Supply Warehouse. Each week, the supply warehouse schedules 141 deliveries to classrooms, cafeterias, and various departments within the district. Pick-up and special services for moving of furniture and equipment from school and department locations was accomplished 1,405 times during the year. The types of deliveries include:

- regularly scheduled deliveries of supplies to schools and departments;
- regularly scheduled deliveries of food commodities from in coolers and freezers at the Canal Street location;
- as needed pick-up and delivery of audio and visual equipment to be repaired;
- as needed transfers of furniture and equipment (e.g., delivering folding tables and chairs); and

- as needed picking up of surplus furniture.

To perform these deliveries, typically a two-man team is employed, along with appliance carts and diesel truck equipped with a hydraulic lift.

Supply warehouse personnel delivered food and supplies 6,300 times during the 1995-96 school year at a rate of once per week to each school and department. The district's Mail Courier service also makes deliveries to all schools and departments on a daily basis.

RECOMMENDATION

Recommendation 12-12:

Centralize the delivery function in the district.

This will have a significant impact on the delivery of small items or groups of items in the district. Centralizing the delivery function in the district will facilitate coordination between Supply and the Mail Courier, resulting in a reduction in the number of deliveries that Supply has to make to individual schools. Centralizing the delivery function in the district would allow for the Mail Courier service to be utilized for smaller deliveries (i.e., those that do not require a large truck or van) could reduce the districts overall delivery costs in terms of personnel time and vehicle and fuel costs.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent for Business and Administrative Services should initiate an analysis of how to best centralize the delivery function. July 1997
2. The Assistant Superintendent for Business and Administrative Services should assign the Director of Purchasing and Supply the task of coordinating deliveries to schools and departments. August 1997
3. The Director for Purchasing and Supply should conduct an analysis to determine those deliveries made by supply that would be appropriate for delivery by the mail courier service. August 1997
4. The Director of Purchasing and Supply should meet with the responsible persons to determine the extent to which the Mail Courier service can make the deliveries necessary. August 1997
5. The Director of Purchasing and Supply should Implement the use of the Mail Courier service in making small deliveries to the schools and departments in the district. August 1997

FISCAL IMPACT

No additional costs will be incurred by the district to centralize the delivery function. The extent to which the district realizes cost savings from centralizing deliveries will be dependent upon the extent to which deliveries formerly being done by multiple units can be combined.

Estimated cost savings are based on the following:

- elimination of two delivery runs per day;
- using two stock control specialists at \$15.90 per hour (salary and benefits); and
- estimating two hours per delivery for a total of eight staff hours per day.

This leads to a savings of \$636 per week for ten delivery runs. Multiplying \$636 by 40 weeks produces an estimated annual cost savings of \$25,440.

Recommendation	1997-98	1998-99	1999-00	2000-01	2001-02
Centralize the Delivery Function	\$25,440	\$25,440	\$25,440	\$25,440	\$25,440

13.0 TRANSPORTATION

This chapter addresses the Transportation Department of the Lee County School District. The chapter is organized into six sections:

- 13.1 Organization and Staffing
- 13.2 Management Policies and Procedures
- 13.3 Routing and Scheduling
- 13.4 Bus Fleet Management
- 13.5 General Service Fleet Maintenance
- 13.6 Controlled Choice

State law authorizes each school district in Florida to provide transportation for students in the general population to and from school and for extracurricular activities. In addition, the Individuals with Disabilities Education Act requires transportation to be provided to all students with disabilities.

The rules for transportation funding from the state are set by the Florida Department of Education with approval by the Florida Legislature. School districts are eligible for state transportation funding for transporting general and special education students to and from school and vocational students to and from class sites. General education students include students attending both neighborhood and magnet schools. Transportation expenses that exceed the state allotment and extracurricular transportation costs are paid with local funds.

The general education funding allotment is limited to eligible students. An eligible student is defined as one who lives two or more miles from the school they attend. General education students living within two miles of their school must arrange their own transportation. Most of these students are provided transportation by parents, walk, carpool or take public transportation. Exceptions are granted for students who are required to walk in hazardous areas.

Local districts are reimbursed for qualifying transportation expenses using a legislated formula. The formula is designed to factor in the specific traits of the district such as the cost of living and population density. In addition, the funding formula also calculates in a bus occupancy index which is an indicator of school bus usage.

In Florida, each school district is responsible for purchasing and replacing its school buses. Districts may purchase school buses through the Florida Department of Management Services under a master state contract.

Lane miles are reported to the state to provide an indicator of the transportation concerns of the district. Miles are reported as either paved or unpaved and provide an indicator as to the rurality of the district. As shown in Exhibit 13-1, in 1994-1995 Lee County reported almost twice the number of lane miles as the next closest comparison district.

**EXHIBIT 13-1
COMPARISON OF LANE MILES FOR LEE COUNTY SCHOOL DISTRICT
AND COMPARISON DISTRICTS**

School District	Paved Lane Miles	Unpaved Lane Miles	Total Lane Miles
Lee	4,378	40	4,418
Brevard	1,875	309	2,184
Escambia	1,804	340	2,144
Pasco	932	471	1,443
Seminole	1,093	201	1,294
Volusia	2,214	463	2,677

Source: Department of Education, Q-Links 1994-1995.

Exhibit 13-2 shows operation and performance data for the 1995-1996 school year for the Lee County School District, the comparison districts, and the state average. As shown, Lee County School District is greater than all but one comparison district in transportation costs per student per year. This cost (\$502), however, has significantly decreased from the \$542 reported in 1994-1995. Additionally, at 38.16 percent, the district is well above all comparison districts and the state average (34.17 percent) in percent of local funding.

Exhibit 13-3 shows the budget history for the Transportation Department. The increase in transportation costs over five years has been largely due to a 32 percent increase in personnel costs. As shown in Exhibit 13-3, salaries and benefits represent 85 percent of all transportation costs in 1992-1993 and 84 percent of all costs in 1996-1997. Although energy costs increased by 40 percent over the five years, this cost comprises less than eight percent of total costs during 1996-1997.

Exhibit 13-4 shows the 1991-1992 through 1994-1995 district expenditures for student transportation for Lee County and the comparison school districts. As can be seen, the Lee County School District is in line with the comparison counties for annual increases in district expenditures for student transportation.

13.1 Organization and Staffing

CURRENT SITUATION

The Transportation Department reports to the Assistant Superintendent of Business and Administrative Services. A director heads the department. The director is responsible for providing school bus service for all schools, and maintaining school buses and the general service fleet. The department is organized into four operating regions, Central Region, North Region, East Region and South Region, and four support sections, Data Processing, ESE Transportation, Garage Operations and Training and Safety.

**EXHIBIT 13-2
OPERATION AND PERFORMANCE DATA FOR LEE COUNTY SCHOOL DISTRICT AND COMPARISON DISTRICTS
1995-96**

	Lee	Brevard	Escambia	Pasco	Seminole	Volusia	State Average
Population per Square Mile	417	401	398	381	965	333	N/A
District Road Totals (miles)	4,854	3,101	2,405	1,899	1,413	3,032	N/A
Fall Membership	50,945	65,619	45,215	41,791	54,599	56,788	N/A
Percentage of District Membership Transported for Oct/Feb 1995-1996	57.80%	40.50%	70.16%	57.53%	45.18%	40.50%	43.07%
Percentage of Courtesy Ridership	10.13%	7.42%	5.38%	8.76%	3.59%	1.13%	6.96%
Percentage of Hazardous Walking Ridership	1.38%	2.08%	19.72%	0%	3.76%	1.59%	3.60%
Percentage of Teen Parent Ridership	0.59%	0.36%	0.53%	0.56%	0.26%	0.55%	0.53%
Percentage of Ridership with Disabilities	3.79%	3.81%	2.64%	5.70%	4.46%	3.60%	4.83%
Buses in Daily Service	472	382	356	251	277	222	N/A
Total Annual Miles (inc. Field trips)	9,458,648	6,018,400	7,046,397	5,048,154	5,349,257	4,971,376	N/A
Total Annual Miles (exc. field trips)	9,369,115	6,000,000	6,559,153	4,923,929	5,234,107	4,702,532	N/A
Percentage of Daily Route Miles to Annual Miles	99.05%	99.69%	93.09%	97.54%	97.85%	94.59%	89.77%
Percentage of Field Trips to Annual Miles	0.95%	0.31%	6.91%	2.46%	2.15%	5.41%	10.23%
Average District Salary Including Benefits	\$17,637	\$16,940	\$16,631	\$18,790	\$24,079	\$16,847	\$16,547
Transportation Expenses	\$15,058,522	\$12,198,760	\$12,287,889	\$11,095,799	\$13,123,449	\$9,240,359	N/A
Bus Purchases	\$159,894	\$64,180	\$573,117	\$1,409,513	\$1,093,372	\$37,932	N/A
Transportation Expense per Student	\$502	\$457	\$376	\$451	\$538	\$394	\$550
Operating Expenses per Annual Mile	\$1.58	\$2.02	\$1.66	\$1.92	\$2.25	\$1.85	\$1.92
Average Bus Occupancy	62.45	69.66	89.24	95.79	89.05	103.59	68.52
Median Bus Model Year	1991	1989	1988	1991	1990	1990	1988
Operating Expense as a Percentage of Total District Expense	5.32%	4.06%	5.19%	5.35%	5.34%	3.29%	4.59%
Percent Local Funds	38.16%	30.91%	8.16%	5.70%	29.72%	9.16%	34.17%
Percent State Funds	61.84%	69.09%	91.84%	94.30%	70.28%	90.84%	65.83%

Source: Florida Department of Education, 1995-1996.

**EXHIBIT 13-3
EXPENDITURES FOR THE TRANSPORTATION DEPARTMENT
1992-93 THROUGH 1996-97**

Budget Category	1992-1993	1993-1994	1994-1995	1995-1996	1996-1997	Percent Increase
Salaries	\$7,808,855	\$9,011,320	\$9,609,512	\$9,552,587	\$10,297,629	32%
Benefits	3,507,255	4,197,303	4,461,940	4,383,712	4,111,941	17
Services	169,440	176,004	165,389	175,153	205,780	21
Energy	887,953	1,020,741	1,011,916	1,038,388	1,241,094	40
Supplies	533,483	588,932	532,658	529,763	678,701	27
Other	470,773	584,067	621,074	510,289	578,742	23
Total	\$13,377,759	\$15,578,367	\$16,402,489	\$16,189,892	\$17,113,887	28
Percent of Previous Year		116.45%	105.29%	98.70%	105.71%	

Source: Lee County School District, 1997. 1996-1997 budgeted, all other years actual expenditures.

**EXHIBIT 13-4
DISTRICT EXPENDITURES FOR STUDENT TRANSPORTATION FOR LEE COUNTY
AND COMPARISON SCHOOL DISTRICTS**

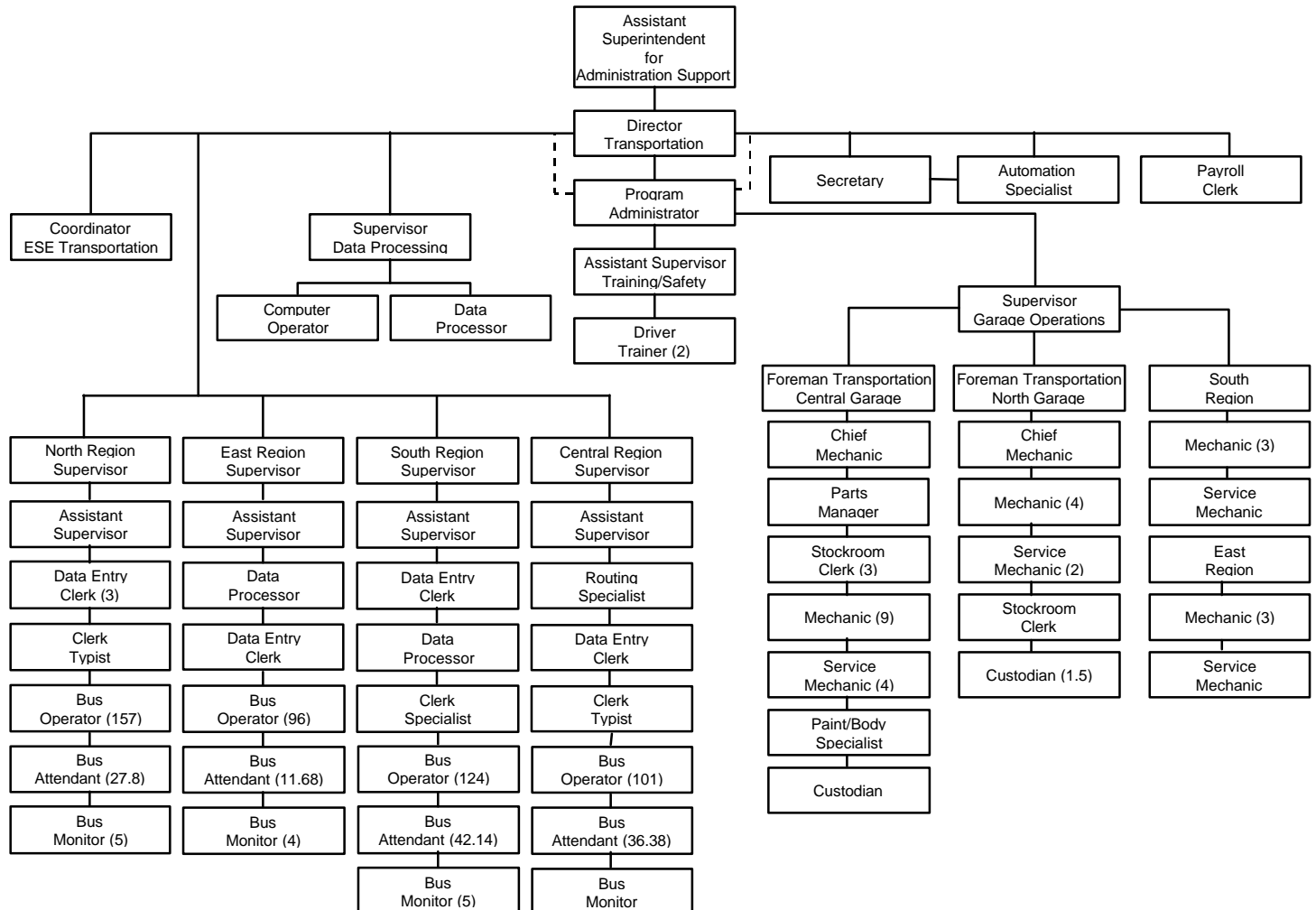
School District	1991-1992	1992-1993	1993-1994	1994-1995	Percent Increase
Lee	\$13,177,287	\$16,484,196	\$18,583,966	\$17,080,358	129.62%
Brevard	\$13,905,025	\$12,832,575	\$15,061,874	\$15,055,426	108.27%
Escambia	\$9,220,476	\$10,008,991	\$10,513,701	\$11,806,864	128.05%
Pasco	\$8,867,785	\$9,234,021	\$9,808,218	\$10,676,924	120.40%
Seminole	\$9,547,339	\$10,072,663	\$11,413,917	\$14,150,930	148.22%
Volusia	\$7,963,717	\$8,595,377	\$9,678,913	\$10,959,135	137.61%

Source: Department of Education, Q-Links, 1991-1992, 1992-1993, 1993-1994, 1994-1995.

Exhibit 13-5 shows the current organizational structure. Transportation and maintenance services are organized into the Central, North, East and South regions. Each region includes maintenance staff, a maintenance facility, administrative facilities and a parking compound. Bus drivers are based in one of the four regions.

Each region employs a supervisor and an assistant supervisor who are responsible for furnishing daily school transportation for the assigned regions. The regional supervisors oversee the bus operators, monitors and attendants, and routing coordinators and clerical staff. Maintenance staff assigned to each region are under the direction of the Supervisor of Garage Operations, and based at transportation headquarters.

**EXHIBIT 13-5
LEE COUNTY SCHOOL DISTRICT
TRANSPORTATION DEPARTMENT ORGANIZATIONAL STRUCTURE
FEBRUARY 1997**



Source: School district records, 1997.

The Transportation Department headquarters are located on the property occupied by the Central Region. The personnel at headquarters are supervised by the Director of the Transportation Department. The Director has the ultimate responsibility for providing school transportation for county residents.

Positions responsible to the Director include the Program Administrator, Supervisor of Data Processing, Coordinator for ESE Transportation, and support staff. The Program Administrator monitors the operations of the four regional maintenance facilities and serves as a backup to the director in his absence. In addition, the Program Administrator provides supervision to the Training/Safety section of the department.

The Supervisor for Data Processing is responsible for determining the routing and scheduling for all transportation services including routing of regular, magnet, gifted, alternative and special education students.

In conjunction with the Supervisor for Data Processing, the Coordinator for ESE Transportation coordinates the special bus routing for ESE students. The support staff provide clerical, accounting/bookkeeping and payroll duties.

Bus operators are assigned routes by bidding on available routes. At the beginning of the school year, routes are posted for operators to review. Operators select a route they wish to drive. Routes are awarded to the operator with the most seniority requesting the route. In order to evaluate routes, operators record the route-time miles (RTM) for the route. RTMs indicate the length of route and driving time required to complete the route.

An overview of personnel for the Transportation Department is shown in Exhibit 13-6.

FINDING

As shown in Exhibit 13-7, the district's bus operators are paid wages in keeping with the local school district and industry peers. The district negotiated a new contract with operators during the 1996 school year reducing the daily hours guaranteed from seven to six hours. Operators are part-time employees, guaranteed six hours per day on a split shift, 180 days per year, similar to other districts. The reduction in guaranteed daily hours from seven to six reduced the salary liability of the district.

Bus operators are guaranteed six working hours per day regardless of the actual time spent operating a bus. Operators whose morning and afternoon routes total less than six hours are given standby time. Standby times are periods when operators are paid while waiting for routes to begin. Some periods are spent by operators performing filing or clerical duties at schools or administrative offices. Exhibit 13-8 shows the costs associated with granting standby time to operators.

**EXHIBIT 13-6
FULL-TIME STAFF FOR THE LEE COUNTY SCHOOL DISTRICT
TRANSPORTATION DEPARTMENT**

Position	Headquarters	Regions			
		North	East	South	Central
Director	1.0				
Secretary	1.0				
Automation Specialist	1.0				
Payroll Clerk	1.0				
Coordinator	1.0				
Supervisor	2.0	1	1	1	1
Assistant Supervisor		1	1	1	1
Computer Operator	1.0				
Data Processor	1.0		1	1	
Program Administrator	1.0				
Driver Trainer	2.0				
Data Entry Clerk		3	1	1	1
Routing Specialist					1
Clerk Typist		1			1
Clerk Specialist				1	
Foreman		1			1
Chief Mechanic		1			1
Mechanic		4	3	3	9
Service Mechanic		2	1	1	4
Parts Manager					1
Stockroom Clerk		1			3
Paint/Body Specialist					1
Custodian		1.5			1
Bus Operator		157	96	124	101
Bus Attendant		27.8	11.68	42.14	36.68
Bus Monitor		5	4	5	1
Totals	12.0	206.3	119.68	180.14	164.68

Source: Lee County School District, 1997.

**EXHIBIT 13-7
COMPARISON OF OPERATOR HOURLY WAGES FOR
LEE COUNTY SCHOOL DISTRICT
AND SELECTED PRIVATE BUS CARRIERS**

Transportation Authority	Hourly Wage*
Lee County School District	\$8.35**
Aero	\$7.00
Happy Trails	\$7.00
Lee Tran	\$6.50

Source: Lee County School District And Industry Peers, 1997.

Note: *Hourly wage for salary only. This figure does not include benefits.

**Starting wage per hour. The Lee County School District salary schedule ranges from \$8.35 to \$13.05

**EXHIBIT 13-8
OPERATOR STAND-BY TIMES BY REGION**

Region	Standby Hours Per Day	Cost Per Day	Cost Per Year
Central	9.50	\$108.30	\$20,143.80
North	19.00	\$216.60	\$40,287.60
East	80.25	\$914.85	\$170,162.10
South	42.25	\$481.65	\$89,586.90
Total	151.00	\$1,721.40	\$320,180.40

Source: Lee County School District Records, 1997.

An evaluation performed by the Director of the Transportation Department shows that the route-times miles (RTM) for most Lee County School District morning and afternoon routes are greater than the six-hour guarantee now received by operators. Operators with seniority are assigned first through a bidding process to receive the routes with longer RTM which allow them to receive the highest pay rate.

COMMENDATION

The Transportation Department is commended for providing operator wages that are competitive with the prevailing wages in the industry.

RECOMMENDATION

Recommendation 13-1:

Eliminate the guarantee of six working hours per day for bus operators.

This should significantly reduce the district's annual stand-by costs. Other districts in Florida offer between three and five hours of guaranteed working hours per day.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|----------------|
| 1. The Director of Transportation and the Assistant Superintendent for Business and Administrative Services should work with collective bargaining leaders to eliminate the six-hour per day guarantee. | Summer 1997 |
| 2. The school board should approve the agreement. | September 1997 |
| 3. The Bus Operators should begin receiving pay for actual hours worked. | October 1997 |

FISCAL IMPACT

Based on the 150 hours of standby time per day (as reported by the district) and an average operator salary and benefits package of \$14.80 per day, the district should

save \$399,600 (150 hours per day times 180 days per year times \$14.80 average operator salary and benefits equals \$399,600) per year by eliminating this requirement.

Recommendation	1997-1998	1998-1999	1999-2000	2000-2001	2001-2002
Eliminate Stand-by Time	\$399,600	\$399,600	\$399,600	\$399,600	\$399,600

FINDING

Although the Transportation Department uses many effective management practices (e.g., regular meetings with all department supervisors, training, monitoring, and evaluating student transportation needs on an ongoing basis), the current organizational structure of the Transportation Department does not promote effective leadership. Several functions of the department are decentralized that would operate more effectively if centralized. For example, the bus routing responsibility has been distributed to each of the four regions. This distribution does not promote a concerted effort in performing this function. Additionally, the department’s structure will need to be changed to support the three-region plan dictated by the Controlled Choice Plan.

Several management positions within the headquarters section supervise less than the normal span of control of four to eight staff members. In fact, several managers supervise as few as two employees.

The department’s organization is divided into four distinct sections each serving a region currently defined by the school board. However, the district is preparing to move to a Controlled Choice Plan for school assignment. Under this plan, the district will be divided into three regions with each region having its own transportation facility.

RECOMMENDATION

Recommendation 13-2:

Reorganize the Transportation Department plan to centralize leadership oversight and routing functions, and prepare for operating within a Controlled Choice environment.

The reorganization should realign the department into four distinct sections:

- Garage Operations;
- Transportation Operations;
- Routing; and
- Staff Development and Payroll.

The Garage Operations Section will be responsible for maintaining the fleet of district vehicles including buses and the general service fleet. The Transportation Operations Section will coordinate the activities of bus operators, attendants and monitors, and oversee the scheduling trips for educational and extracurricular activities.

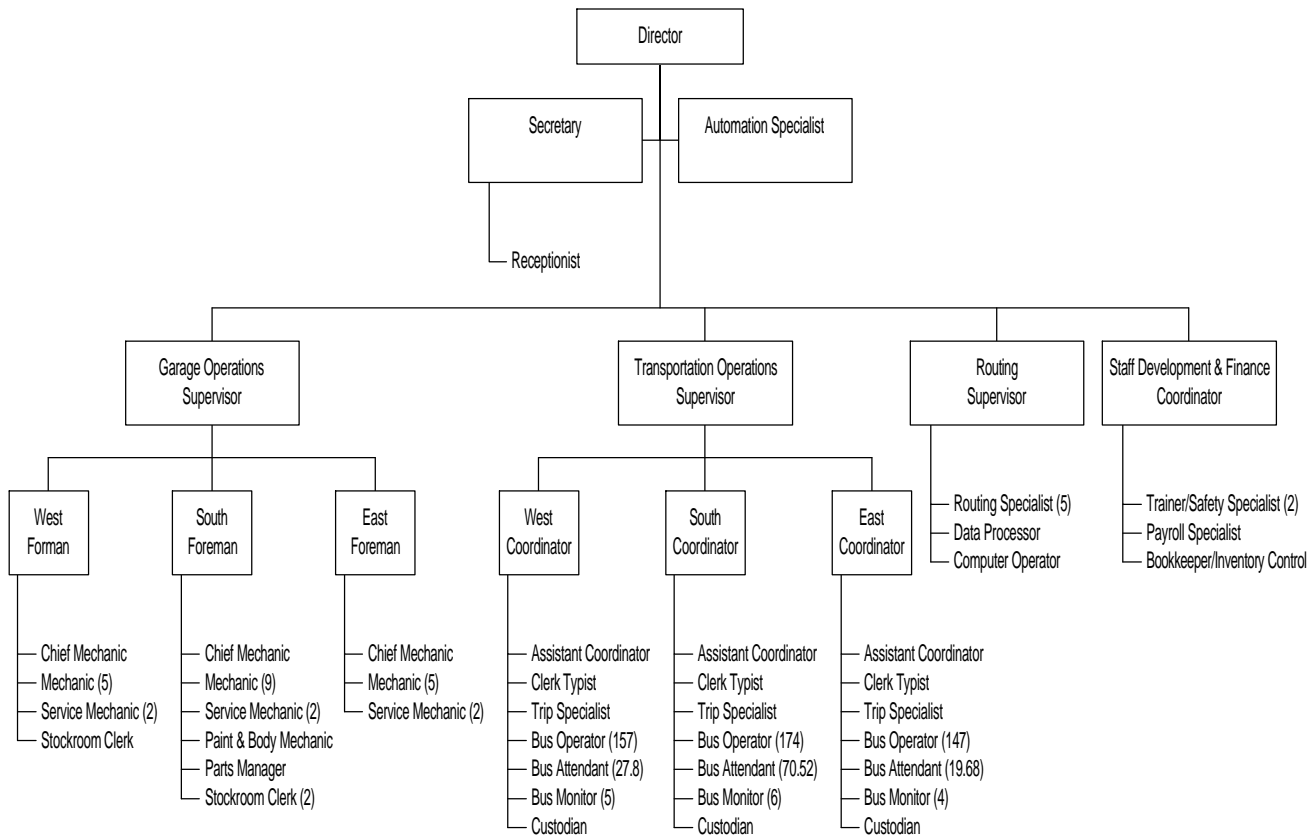
The Routing Section will be responsible for establishing and maintaining the bus routes. Types of routes included in this function are:

- regular;
- special education;
- magnet;
- Alternative Learning Center(ALC)/Lee Adolescent Mothers Program (LAMP); and
- gifted.

The Staff Development and Payroll Section will be responsible for providing training, coordinating safety activities, and performing the payroll and accounting functions for the department.

The proposed organizational structure for the Transportation Department is shown in Exhibit 13-9.

**EXHIBIT 13-9
RECOMMENDED ORGANIZATION STRUCTURE FOR
LEE COUNTY SCHOOL DISTRICT TRANSPORTATION DEPARTMENT**



Source: Created by MGT, 1997.

Under this reorganization, the Transportation Department is reconfigured from four regions into three zones. Each zone has two distinct sections, one that is responsible for vehicle maintenance and one for transportation. The new organization structure was designed to promote equability across the three zones indicated by the evenly distributed staffing levels. The South Region is provided with more mechanics for general fleet maintenance and the central stockroom personnel. This staffing pattern is necessary to equalize staffing ratios among the regions and eliminate duplicate personnel positions. Satellite compounds remain a viable option for reducing nonessential mileage.

The proposed reorganization will add three new positions, eliminate eight positions and reclassify sixteen positions. The added, eliminated and reclassified positions are depicted in Exhibit 13-10.

**EXHIBIT 13-10
PROPOSED POSITION CHANGES FOR THE TRANSPORTATION DEPARTMENT**

Added Positions				
Quantity	Added Position Title	Pay Grade		
1.0	Foreman	8		
1.0	Chief Mechanic	A-6		
1.0	Custodian	A-1		
Eliminated Positions				
Quantity	Eliminated Position Title	Pay Grade		
1.0	Region Supervisor	8		
1.0	Region Assistant Supervisor	7		
1.0	Stockroom Clerk	A-3		
2.0	Service Mechanic	A-3		
2.0	Data Entry Clerk	C-4		
1.0	Data Processor	C-5		
Reclassified Positions				
Quantity	Current Position Title	Current Pay Grade	Reclassified Position Title	Reclassified Pay Grade
1.0	Program Administrator	12	Supervisor, Transportation Operations	9
1.0	Assistant Supervisor, Training/Safety	7	Coordinator, Staff Development & Finance	8
3.0	Supervisor, Region	8	Coordinator, Region	8
3.0	Assistant Supervisor, Region	7	Assistant Coordinator, Region	7
1.0	Accounting Clerk	C-5	Payroll Specialist*	C-5
1.0	ESE Trans. Coordinator	8	Routing Specialist	6
1.0	Data Processing Supervisor	9	Routing Supervisor	9
3.0	Data Entry Clerk	C-4	Trip Specialist	C-4
1.0	Data Entry Clerk	C-4	Routing Specialist	6
1.0	Data Processor	C-4	Routing Specialist	6

Source: Created by MGT of America, Inc., 1997.

*Indicates title change only, payroll/accounting functions remain the same.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|----------------|
| 1. The Director for Transportation Department should request the creation of three new positions, the elimination of eight current positions, and the reclassification of 16 current positions as identified in Exhibit 13-10. | August 1997 |
| 2. The school board should approve the Transportation Department request for reorganization. | September 1997 |
| 3. The Director of Transportation Department should implement the new organizational structure. | October 1997 |

FISCAL IMPACT

The fiscal impact associated with the proposed reorganizing the Transportation Department results in an annual savings of \$151,228 as shown in Exhibit 13-11. A 75 percent savings is projected for the 1997-98 year.

Recommendation	1997-1998	1998-1999	1999-2000	2000-2001	2001-2002
Reorganize the Transportation Department	\$113,420	\$151,228	\$151,228	\$151,228	\$151,228

FINDING

The Lee County School District employs 549 bus operators. Most drivers are paid on an hourly basis and are guaranteed a six-hour work assignment per school day. At the beginning of the 1996-1997 school year, the district began transportation functions with 12 fewer operators than it had routes. In fact, during this period, interviewees reported that student pick-up was sometimes as late as 45 minutes. The district has made several efforts to recruit bus operators by placing fliers in grocery stores and advertising in local newspapers.

RECOMMENDATION

Recommendation 13-3:

Develop a plan to recruit and employ bus operators to fill all assignments.

The Transportation Department cannot provide quality service if the staff is struggling to retain sufficient operators to complete daily routes. In conjunction with the Human Resources Department, the Transportation Department should have a ready supply of operator candidates to cover unfilled assignments and fill vacancies.

**EXHIBIT 13-11
TRANSPORTATION DEPARTMENT REORGANIZATION COST SAVINGS**

Added				
Position	Quantity	Salary	Difference	
Foreman	1	\$40,947	(\$40,947)	
Chief Mechanic	1	\$33,267	(\$33,267)	
Custodian	1	\$21,393	(\$21,393)	
Subtotal			(\$95,607)	
Eliminated				
Position	Quantity	Salary	Difference	
Bookkeeper, Inventory Control	1	\$30,764	\$30,764	
Region Supervisor	1	\$40,947	\$40,947	
Region Assistant Supervisor	1	\$37,486	\$37,486	
Stockroom Clerk	1	\$25,559	\$25,559	
Service Mechanic	2	\$25,559	\$51,118	
Data Entry Clerk	2	\$28,182	\$56,364	
Data Processor	1	\$30,764	\$30,764	
Subtotal			\$242,238	
Reclassified				
Position	Quantity	Old Salary	New Salary	Difference
Program Administrator to Supervisor, Transportation Operations	1	\$58,363	\$44,701	\$13,662
Assistant Supervisor to Coordinator	1	\$37,486	\$40,947	(\$3,461)
Supervisor to Coordinator	3	\$40,947	\$40,947	\$0
Assistant Supervisor to Assistant Coordinator	3	\$37,486	\$37,486	\$0
Accounting Clerk to Payroll Specialist	1	\$30,764	\$30,764	\$0
ESE Trans. Coordinator to Routing Specialist	1	\$40,947	\$34,305	\$6,642
Data Processing Supervisor to Routing Supervisor	1	\$44,701	\$44,701	\$0
Data Entry Clerk to Trip Specialist	3	\$28,182	\$28,182	\$0
Data Entry Clerk to Routing Specialist	1	\$28,182	\$34,305	(\$6,123)
Data Processor to Routing Specialist	1	\$28,182	\$34,305	(\$6,123)
Subtotal				\$4,597
Total Annual Savings				\$151,228

Source: Lee County Transportation Department, 1997.

Note: Salaries calculated as a mid-point between high and low for pay grade. Salaries include 28 percent benefits, 1997.

Plans for recruiting operators should include advertising in local publications, posters, fliers, and bulletins. Examples of advertising locations are:

- local newspapers;
- bus decals;
- church bulletins;
- grocery store posters; and
- senior citizen and minority publications.

In addition, careful consideration should be given to attending local job fairs.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|--------------------------------------|
| 1. The Transportation Department Director should estimate operator turnover rates and identify requirements for operators during the 1997-1998 school year. | July 1997 |
| 2. The Director of Personnel Services should post all vacant operator positions and aggressively recruit operator candidates. | July 1997 |
| 3. The Director of Personnel Services should fill all vacant hourly operator assignments. | August 1997 |
| 4. The Director of Personnel Services should maintain an expanded list of operator candidates. | Beginning in August 1997 and Ongoing |

FISCAL IMPACT

The fiscal impact of recruiting personnel is the additional cost of advertising open positions. The estimated advertising cost is \$1,200 per month for each 10 months of the year, a total investment of \$12,000 annually. This investment will pay for bus decals and a permanent weekend position advertisement in the local newspaper.

Recommendation	1997-1998	1998-1999	1999-2000	2000-2001	2001-2002
Advertise Vacant Operator Positions	(\$12,000)	(\$12,000)	(\$12,000)	(\$12,000)	(\$12,000)

FINDING

The Lee County School District provides commercial driver training for the majority of applicants seeking bus operator positions. The commercial driver training program provides 40 hours of classroom and on-the-road exercises and fulfills certification requirements for both passenger transportation and air brake use. During this training period, trainees are paid minimum wages.

The training program does not provide an incentive program for retaining newly retained bus operators. Interviewees stated that it is common for trained operators to

immediately leave positions in the district, once trained, for commercial employment opportunities. In fact, a memo from the Director of the Transportation Department to the Assistant Superintendent for Business and Administrative Services dated March 5, 1996 stated that of 106 operators had been trained since June 26, 1995, 39 had terminated, (37 percent of the total trained). Additionally, a significant portion of the 39 operators who left the district, failed to file for pay while attending the training program. Interviewees speculate that the terminated operators were attending the training for external reasons.

Training costs for bus operators are shown in Exhibit 13-12.

**EXHIBIT 13-12
TRAINING COSTS FOR BUS OPERATORS**

Resource	Cost
Trainer Class Time (2 trainers times \$14.85 times 40 hours)	\$1,188
Trainer Preparation (same as above)	\$1,188
Trainer Benefits (30 percent)	\$665
Trainee Pay (10 trainees times \$5.00 times 40 hours)	\$2,000
Equipment Use (\$0.30 per mile times 100 miles times 10 trainees)	\$300
Grand Total	\$5,341
Total Per Trainee	\$534

Source: Lee County School District transportation records, 1997.

RECOMMENDATION

Recommendation 13-4:

Develop an incentive program to retain trained operators.

An incentive program that awards trainees for maintaining district employment should provide a mechanism for securing a return on the district's training investment. The incentive program should be designed so that an operator award is given that is commensurate with the cost for training a replacement operator. Given that a 37 percent termination rate appears to be common, an incentive equal to 37 percent of total operator training costs should be awarded to operators under district employment for a period longer than one year.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|-----------|
| 1. The Director of Transportation should request funding for providing an operator retention incentive program. | July 1997 |
| 2. The school board should approve incentive program funding. | July 1997 |

3. The Director of Transportation should begin implementation of the incentive program. August 1997

FISCAL IMPACT

Based on the 106 operators trained during an eight-month period in 1995-1996, the district can expect to spend approximately \$21,000 for the operator incentive program. This expenditure should be offset by the higher operator retention rate which will require the district to train fewer operators at a cost of more than \$530 per operator for direct and indirect costs.

Recommendation	1997-1998	1998-1999	1999-2000	2000-2001	2001-2002
Provide Operator Incentive Program	(\$21,000)	(\$21,000)	(\$21,000)	(\$21,000)	(\$21,000)
Retain Trained Operators	21,000	21,000	21,000	21,000	21,000
Total Investment	\$0	\$0	\$0	\$0	\$0

FINDING

Twenty-nine (29) mechanics maintain a fleet of approximately 704 buses or approximately 24 buses per mechanic and 0.30 mechanics per 100,000 miles. Based on a review of comparison districts (Exhibit 13-13) for mechanics per 100,000 miles and buses per mechanic, this is an appropriate number of mechanics for Lee County School District.

**EXHIBIT 13-13
COMPARISON OF MECHANIC LABOR FORCE
FOR LEE COUNTY SCHOOL DISTRICT AND SELECTED DISTRICTS
1994-1995**

District	Mechanics	Number of Buses*	Buses Per Mechanic	Annual Miles Operated	Mechanics Per 100,000 Miles
Polk County	35	440	13	8,544,582	0.41
Dade County	98	1,203	12	24,000,000	0.41
Orange County	60	1,035	17	15,000,000	0.40
Lee County	29	704	24	10,024,207	0.30
Broward County	45	1,102	24	15,000,000	0.30
Peer Group Average	53	897	17	14,513,757	0.37

Source: Data provided by school districts, 1997.

*Note: Data for all districts are based on buses per mechanic only. In addition to bus maintenance all districts repair various support vehicles.

Although the analysis shows that the district is at or near the optimal level for mechanic staffing, the recommended reduction in the number of spare buses (Recommendation 13-5) will reduce the fleet size and consequently the number of mechanics needed.

COMMENDATION

The Transportation Department is commended for staffing an efficient number of mechanics to maintain the bus fleet.

Despite the less than optimal condition of maintenance facilities in some regions, the maintenance staff work hard to maintain the large fleet of buses in good repair to safely carry students to and from school with an efficient staff.

FINDING

Spare buses are needed by districts to replace those under repair or damaged through accident. A spare bus to daily bus ratio is calculated to indicate the number of required spare buses. The industry standards for spare bus ratios typically range from 10 to 15 percent of the total number of daily buses.

The Lee County School District currently operates 511 regular daily bus routes and maintains a fleet of 704 buses (a spare bus ratio of 38 percent). The Transportation Department indicated that 26 buses included in this inventory are used for purposes other than student transportation such as maintenance transportation, mechanic offices and storage facilities. If these 26 buses are eliminated from the spare bus ratio, this leaves a 33 percent spare bus ratio.

The Transportation Department plans to reactivate 32 buses from its reserve pool in preparation to implement the Controlled Choice Plan for school assignment. Adding 32 buses to the current number of regular daily buses, decreases the spare ratio to 25 percent.

RECOMMENDATION

Recommendation 13-5:

Adopt the industry standard spare bus ratio of 15 percent.

With the number of riders increasing annually, a 15 percent spare bus ratio will provide the necessary buffer to offset the growth in student enrollment. For the 543 projected daily routes for 1997-1998, a fleet size of 624 buses will be required to establish a 15 percent spare bus ratio. At this level, the district can sell 54 of the oldest buses in the fleet the first year of implementation.

In anticipation of Controlled Choice, the Lee County School District has not retired any buses for the last three years. The district typically retired approximately 40 buses annually, prior to planning for Controlled Choice.

In each of the four subsequent years, approximately 62 buses (10 years of age or older) should be retired and sold as surplus.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|----------------|
| 1. The Director of Transportation should identify 54 of the oldest buses in the fleet for sale. | July 1998 |
| 2. The Purchasing Department should arrange for sale of the buses. | September 1998 |
| 3. The Director of Transportation should establish criteria to identify additional buses for sale as new buses are added to the fleet. | October 1998 |
| 4. The Director of Transportation should submit a report identifying buses ready for sale. | Ongoing |

FISCAL IMPACT

Based on comparisons with the other Florida districts, the sale of surplus buses should generate at least \$1,000 per bus for the district.

Recommendation	1997-1998	1998-1999	1999-2000	2000-2001	2001-2002
Sell Surplus Buses	----	\$62,000	\$62,000	\$62,000	\$62,000

13.2 Management Policies and Procedures

CURRENT SITUATION

The Lee County School District has implemented policies that affect decisions concerning student transportation. Included in these policies and procedures are:

- bus operator safety;
- substitute operator availability;
- field trips; and
- student transportation.

This section shows the findings and recommendations for management policies and procedures.

FINDING

Staff in the Safety Section monitor accident and incident trends of the bus operators to identify training needs. Lee County accident statistics are shown in Exhibit 13-14.

**EXHIBIT 13-14
SUMMARY OF BUS ACCIDENTS
1992-93 THROUGH 1995-96**

Year	Number Accidents	Annual Miles	Accidents Per 100,000 Miles
1992-93	113	6,696,309	1.69
1993-94	145	7,991,531	1.81
1994-95	133	9,568,612	1.39
1995-96	117	10,024,207	1.17

Source: Annual Miles, Department of Education, Q-Links, 1994-1995.
Accidents, District Records, 1997.

COMMENDATION

The Transportation Department is commended for an excellent safety record for vehicle accidents per 100,000 miles.

The Transportation Department has successfully implemented a training program that has proven to be quite effective. Comparisons with school districts evaluated in previous MGT studies across the nation indicate that an accident level below 1.5 accidents per 100,000 miles is exceptional.

FINDING

In addition to regular daily transportation, the Transportation Department provides transportation for the numerous field trips and extracurricular activities attended by Lee County students. Field trips are defined as trips of an educational nature while extracurricular trips are those provided for athletics, band, chorus, etc.

Requests for trips are initiated by schools by calling the regional transportation office. The person in the regional office responsible for trip scheduling records the trip request and offers the trip to operators on the operator list ordered by seniority. If the first operator in line for the trip declines, the operator next in line is offered the trip.

Schools are charged for extracurricular trips based on an hourly rate of the bus operator plus an additional charge for bus usage. The current charge for bus usage is 30 cents per mile.

Late returns from field trips frequently delay buses for end-of-the-day school pickup. To a large extent, this problem stems from the lack of substitute bus operators. When operators are needed for trips, the operators bid on the trips based on seniority. Once a trip is awarded to a driver, if the trip is scheduled during a period that an operator would be performing their normal route, a substitute operator must be acquired to drive the normal route. If adequate substitute operators are not available, other operators must drive their routes and the routes of the operator driving the trip.

RECOMMENDATION

Recommendation 13-6:

Limit the number of daily non-route trips that affect regular routing to the number of available substitute bus operators.

There are three options available for maintaining bus scheduling. They are:

- acquire adequate list substitute operators;
- eliminate the use of regular route operators for trips and securing full-time trip operators; or
- limit the number of daily trips per region to the number of substitute operators available in that region.

Acquiring adequate substitute drivers is the most desirable option. However, substitute operators are difficult to find due to the uncertain hours and general instability of the job.

Option two, securing full-time trip operators, provides the least viable option due to additional cost to the district.

The option that provides the most flexibility and, therefore the recommended option is for region transportation offices to limit the number of trips (affecting regular routing) allowed per day per region to the number of available substitute operators. This option should permit the Transportation Department to maintain accurate daily bus schedules and eliminate the frustration of school staff when buses are late for student pickup. Of course, should additional substitute drivers be secured, the number of daily trips can again increase.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Director of Transportation should draft a policy limiting the number of non-route trips per day to the number of available substitute operators. August 1997
2. The draft policy should be sent to the Superintendent and School Board for approval. September 1997
3. The Director of Transportation should implement the new policy. October 1997

FISCAL IMPACT

The fiscal impact associated with limiting the number of daily field trips (affecting regular routing) to the number of available substitute operators can be accomplished within existing resources.

FINDING

According to policy, the district does not transport students attending elementary schools with students attending middle or high schools. Additionally, middle school students are not transported with high school students. Consequently, several buses are running well below capacity.

The rationale behind this policy stems from public perception that older students are not appropriate models for younger students. In fact, there are some Lee County employees who were interviewed that believe that middle school students present the most disciplinary problems.

RECOMMENDATION

Recommendation 13-7:

Transport middle and high school students on the same routes.

Some school districts have reported that transporting high school and middle school students together actually decreases discipline problems since the middle school students are able to model the behavior of older, more mature high school students.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent for Business and Administrative Services should recommend joint transportation of middle and high school students. July 1997
2. The Director of Transportation should notify schools and parents of its intent to begin transporting middle and high school students on the same buses. July 1997
3. The Director of Transportation should begin transporting middle and high school students on the same buses. August 1997

FISCAL IMPACT

The district should expect an increase in school bus ridership for middle and high school buses from 57 percent to 75 percent with the implementation of this recommendation. Based on this 18 percent increase, the district should eliminate 18 percent of its approximately 143 buses (357 trips divided by average 2.5 trips per bus equals 143) needed for transporting middle and high school students (a total of 26 buses).

Eliminating the need for 26 buses should allow the district to eliminate the projected need to purchase 26 new buses during the 1997-1998 school year resulting at a savings of \$1,103,830 based on a cost of \$42,455 per bus. In addition to this one-time cost savings, the district will save \$429,437 annually through elimination of 26 bus

operator positions based on an average hourly wage and benefits of \$14.80 times six hours per day times 186 days per year. Other annual cost savings will include:

- elimination of one mechanic position at \$30,458 each; and
- the maintenance and fuel cost of the eliminated buses --- 26 buses times average 100 miles per day times 180 days per year equals 468,000 miles per year (468,000 times 30 cents per mile equals \$140,400).

Recommendation	1997-1997	1998-1999	1999-2000	2000-2001	2001-2002
Eliminate Purchase of 26 Buses	\$1,103,830	\$0	\$0	\$0	\$0
Eliminate 26 Bus Operator Positions	\$429,437	\$429,437	\$429,437	\$429,437	\$429,437
Eliminate one Mechanic Position	\$30,458	\$30,458	\$30,458	\$30,458	\$30,458
Decrease Maintenance Requirements and Fuel Purchases	\$140,400	\$140,400	\$140,400	\$140,400	\$140,400
Total Net Savings	\$1,704,125	\$600,295	\$600,295	\$600,295	\$600,295

13.3 Routing and Scheduling

CURRENT SITUATION

The Transportation Department operates 511 daily bus routes to fulfill the general and special transportation needs of the district. The general daily routes include the transportation of district students to schools based upon staggered start times. The start times are staggered to permit the transporting of students at the three school levels with fewer buses. Exhibit 13-15 shows the start times for all Lee County schools.

Exhibit 13-16 shows the district membership and ridership for Lee County School District, the comparison districts, and the State.

**EXHIBIT 13-15
SCHOOL START TIMES
LEE COUNTY SCHOOL DISTRICT
1996-97**

Elementary Schools (36)	Start Time	End Time
Allen Park Elementary	9:00	3:00
Alva Elementary	8:45	2:45
Bayshore Elementary	8:00	2:00
Bonita Springs Elementary	9:00	3:00
Caloosa Elementary	9:00	3:00
Cape Elementary	8:00	2:00
Colonial Elementary	8:00	2:00
Diplomat Elementary	9:00	3:00
Edgewood Elementary	9:00	3:00
Edison Park Elementary	8:45	3:00
Fort Myers Beach Elementary	8:15	2:15
Franklin Park Elementary	8:45	2:45
Gateway Elementary	8:30	2:30
Gulf Elementary	8:45	2:45
Hancock Creek Elementary	8:00	2:00
Heights Elementary	9:00	3:00
J. Colin English Elementary	9:00	3:00
Lehigh Elementary	9:00	3:00
Littleton Elementary	9:15	3:15
Michigan Elementary Magnet	9:00	3:00
Orange River Elementary	9:00	3:00
Orangewood Elementary	8:45	2:45
Pelican Elementary	8:00	2:00
Pine Island Elementary	8:45	2:45
Pinewoods Elementary	9:00	3:00
San Carlos Elementary	8:00	2:00
Sanibel Elementary	8:00	2:00
Skyline Elementary	8:45	2:45
Spring Creek Elementary	9:00	3:00
Suncoast Elementary	8:00	2:00
Sunshine Elementary	9:00	3:00
Tanglewood/Riverside Elementary	8:00	2:00
Three Oaks Elementary	8:00	2:00
Tice Elementary	8:00	2:00
Tropic Isles Elementary	9:00	3:00
Villas Elementary	8:00	2:00
Middle Schools (12)		
Alva Middle	9:30	3:45
Bonita Springs Middle	9:25	3:40
Caloosa Middle	9:30	3:45

**EXHIBIT 13-15 (Continued)
SCHOOL START TIMES
LEE COUNTY SCHOOL DISTRICT
1996-97**

Middle Schools (Continued)	Start Time	End Time
Cypress Lake Middle Magnet	9:30	3:45
Dunbar Middle	9:30	3:45
Fort Myers Middle Magnet	8:20	2:35
Gulf Middle	9:30	3:45
Lee Middle Magnet	9:00	3:15
Lehigh Acres Middle	9:30	3:45
Suncoast Middle	9:30	3:45
Three Oaks Middle	9:30	3:45
Trafalgar Middle	9:30	3:45
High Schools (9)		
Cape Coral High	7:20	2:10
Cypress Lake High	7:20	2:10
Cypress Lake High for the Arts Magnet	7:20	2:10
Estero High	7:15	2:10
Fort Myers High	7:20	2:10
Lehigh High	7:20	2:10
Mariner High	7:15	2:10
North Fort Myers High	7:20	2:10
Riverdale High	7:15	2:10
Vocational Schools (2)		
High Tech Central	8:00	1:30
High Tech North	8:00	1:30
Alternative Schools (3)		
The Academy	8:00	2:00
ALC	8:00	2:00
LAMP	8:00	2:00
ESE Schools (3)		
Buckingham	9:00	3:00
FMHS - Edison Center	8:00	2:20
Royal Palm	8:15	2:15

Source: Lee County School District records, 1997.

**EXHIBIT 13-16
DISTRICT MEMBERSHIP/RIDERSHIP**

School District*	Membership	Ridership	Percent
Lee	49,413	30,160	61%
Brevard	64,595	25,946	40%
Escambia	44,765	32,550	73%
Pasco	40,114	24,026	60%
Seminole	53,366	23,865	45%
Volusia	55,530	24,325	44%
State Average			45%

Source: Department of Education, Q-Links, 1994-1995.

*Note: Comparisons for the purpose of this report are based on the districts chosen for peer review. Brevard and Escambia are most similar in fleet size to Lee County.

Courtesy riders are those students who are provided transportation, but reside less than two miles from their assigned school. As shown in Exhibit 3-17, the percentage of courtesy riders in Lee County School District is similar to three comparison districts, but significantly higher than the other two districts.

**EXHIBIT 13-17
COURTESY RIDERS**

School District*	Courtesy Riders	Transported Membership	Percent
Lee	1,979	30,160	6.6%
Brevard	2,107	25,946	8.1%
Escambia	1,982	32,550	6.1%
Pasco	2,170	24,026	9.0%
Seminole	786	23,865	3.3%
Volusia	182	24,325	0.7%
State Average			6.1%

Source: Department of Education, Q-Links, 1994-1995

*Note: Comparisons for the purpose of this report are based on the districts chosen for peer review. Brevard and Escambia are most similar in fleet size to Lee County.

Besides providing transportation for regular students, the district also transports students attending specialized programs. Specialized programs offered by the district include:

- Exceptional Student Education (ESE);
- magnet;
- gifted;
- Alternative Learning Center (ALC)/Lee Adolescent Mothers Program (LAMP); and
- vocational.

Students attending these programs and requesting transportation are transported to the closest school offering the program. Some ESE students are picked up and dropped

off at their residence. Exhibit 13-18 identifies the number of disabled and teen parent students who require transportation in Lee County and the comparison districts.

**EXHIBIT 13-18
DISABLED AND TEEN PARENT RIDERSHIP
LEE COUNTY SCHOOL DISTRICT AND THE COMPARISON DISTRICTS**

School District*	Transported Disabled/Teen Parent	Transported Membership	Percent
Lee	772	30,160	2.6%
Brevard	609	25,946	2.3%
Escambia	1477	32,550	4.5%
Pasco	613	24,026	2.6%
Seminole	421	23,865	1.8%
Volusia	418	24,325	1.7%
State Average			3.3%

Source: Q-Links, Department of Education, 1994-1995.

*Note: Comparisons for the purpose of this report are based on the districts chosen for peer review. Brevard and Escambia are most similar in fleet size to Lee County.

To perform routing and scheduling, the Transportation Department employs six full-time staff. Of the six, one is a Data Processing Supervisor, one is a Computer Operator, two are Data Processors, one is a Routing Specialist, and one is a Data Entry Clerk. An additional staff member is currently assisting with routing and scheduling while performing alternate duty as a result of an on-the-job accident.

The routing and scheduling task is assisted by the MapNet computer system from ECOTRAN, Inc. The MapNet system permits staff to display all county roads through a computer terminal and attach the number of students available for transportation to each road. Bus stops are also identified in the system as are schools, school times, hazardous locations, and transportation terminals.

Bus routes are calculated by staff using past experience. Staff review the number of students in an area requiring transportation and assign those students to bus stops. The bus stops are then assigned to a bus route. The routing staff use the MapNet System to perform this aspect of the routing function since MapNet displays all county roads and students in a graphical format.

FINDING

Routing and scheduling are performed by district staff based on potential rather than actual ridership of students. This procedure is maintained throughout the school year and results in many routes where buses operate at less than full capacity. A detailed overview of the bus ridership for the general student population, as reported to the state in October 1996, is shown in Exhibit 13-19. As can be seen, the average general student population ridership is less than 60 percent. District officials noted that the October 1996 survey does not include information on students that ride one bus in the

**EXHIBIT 13-19
BUS RIDERSHIP FOR GENERAL STUDENT POPULATION
LEE COUNTY SCHOOL DISTRICT**

BUS NUMBER	NUMBER REGULAR TRIPS	DAILY RIDERSHIP	AVERAGE RIDERSHIP PER TRIP	BUS CAPACITY	PERCENT CAPACITY USED
386	2	45	22.50	65	34.62%
402	2	28	14.00	65	21.54%
434	1	51	51.00	65	78.46%
438	2	32	16.00	65	24.62%
441	3	97	32.33	65	49.74%
442	2	78	39.00	65	60.00%
444	3	156	52.00	65	80.00%
453	1	21	21.00	65	32.31%
455	1	30	30.00	65	46.15%
456	3	147	49.00	65	75.38%
458	1	7	7.00	65	10.77%
459	1	45	45.00	65	69.23%
465	1	67	67.00	65	103.08%
468	2	91	45.50	65	70.00%
473	2	31	15.50	65	23.85%
475	3	106	35.33	65	54.36%
476	2	82	41.00	65	63.08%
479	3	153	51.00	65	78.46%
480	1	37	37.00	65	56.92%
482	2	128	64.00	65	98.46%
483	2	73	36.50	65	56.15%
484	2	55	27.50	65	42.31%
485	2	30	15.00	65	23.08%
486	2	48	24.00	65	36.92%
487	2	90	45.00	65	69.23%
488	1	38	38.00	65	58.46%
489	3	113	37.67	65	57.95%
490	2	68	34.00	65	52.31%
492	2	68	34.00	65	52.31%
494	2	118	59.00	65	90.77%
495	2	84	42.00	65	64.62%
496	1	45	45.00	65	69.23%
498	2	84	42.00	65	64.62%
499	2	74	37.00	65	56.92%
500	3	134	44.67	65	68.72%
501	2	123	61.50	65	94.62%
502	1	34	34.00	65	52.31%
503	3	113	37.67	65	57.95%
504	3	155	51.67	65	79.49%
505	2	105	52.50	65	80.77%
506	2	94	47.00	65	72.31%
507	2	97	48.50	65	74.62%

**EXHIBIT 13-19 (Continued)
BUS RIDERSHIP FOR GENERAL STUDENT POPULATION
LEE COUNTY SCHOOL DISTRICT**

BUS NUMBER	NUMBER REGULAR TRIPS	DAILY RIDERSHIP	AVERAGE RIDERSHIP PER TRIP	BUS CAPACITY	PERCENT CAPACITY USED
508	2	103	51.50	65	79.23%
509	2	71	35.50	65	54.62%
510	3	118	39.33	65	60.51%
511	2	108	54.00	65	83.08%
512	3	116	38.67	65	59.49%
513	2	75	37.50	65	57.69%
514	3	134	44.67	65	68.72%
515	3	132	44.00	65	67.69%
516	2	73	36.50	65	56.15%
517	3	140	46.67	65	71.79%
519	3	123	41.00	65	63.08%
520	3	150	50.00	65	76.92%
521	2	86	43.00	65	66.15%
522	2	83	41.50	65	63.85%
523	2	83	41.50	65	63.85%
525	2	136	68.00	65	104.62%
526	3	113	37.67	65	57.95%
527	1	7	7.00	65	10.77%
528	3	150	50.00	65	76.92%
532	1	36	36.00	65	55.38%
533	1	42	42.00	65	64.62%
534	3	94	31.33	65	48.21%
535	2	101	50.50	65	77.69%
536	1	55	55.00	65	84.62%
537	2	86	43.00	65	66.15%
538	3	156	52.00	65	80.00%
539	2	86	43.00	65	66.15%
540	3	120	40.00	65	61.54%
541	3	127	42.33	65	65.13%
543	2	62	31.00	65	47.69%
544	1	44	44.00	65	67.69%
545	3	155	51.67	65	79.49%
546	1	31	31.00	65	47.69%
547	3	152	50.67	65	77.95%
549	2	64	32.00	65	49.23%
552	3	142	47.33	65	72.82%
554	3	143	47.67	65	73.33%
556	3	109	36.33	65	55.90%
557	3	81	27.00	65	41.54%
558	2	69	34.50	65	53.08%
559	2	85	42.50	65	65.38%
560	3	116	38.67	65	59.49%

**EXHIBIT 13-19 (Continued)
BUS RIDERSHIP FOR GENERAL STUDENT POPULATION
LEE COUNTY SCHOOL DISTRICT**

BUS NUMBER	NUMBER REGULAR TRIPS	DAILY RIDERSHIP	AVERAGE RIDERSHIP PER TRIP	BUS CAPACITY	PERCENT CAPACITY USED
561	2	103	51.50	65	79.23%
562	3	136	45.33	65	69.74%
563	2	80	40.00	65	61.54%
564	2	59	29.50	65	45.38%
565	3	135	45.00	65	69.23%
566	1	51	51.00	65	78.46%
567	2	73	36.50	65	56.15%
568	1	33	33.00	65	50.77%
571	2	99	49.50	65	76.15%
573	2	65	32.50	65	50.00%
575	2	89	44.50	65	68.46%
576	2	101	50.50	65	77.69%
577	2	43	21.50	65	33.08%
578	2	68	34.00	65	52.31%
579	3	128	42.67	65	65.64%
580	2	64	32.00	65	49.23%
581	2	96	48.00	65	73.85%
582	2	72	36.00	65	55.38%
583	3	89	29.67	65	45.64%
584	2	77	38.50	65	59.23%
585	2	32	16.00	65	24.62%
587	2	100	50.00	65	76.92%
588	2	113	56.50	65	86.92%
589	3	117	39.00	65	60.00%
590	3	139	46.33	65	71.28%
591	2	94	47.00	65	72.31%
592	3	97	32.33	65	49.74%
593	2	89	44.50	65	68.46%
594	3	131	43.67	65	67.18%
596	1	31	31.00	65	47.69%
597	3	128	42.67	65	65.64%
598	2	65	32.50	65	50.00%
599	3	141	47.00	65	72.31%
600	2	54	27.00	65	41.54%
602	1	58	58.00	65	89.23%
603	3	157	52.33	65	80.51%
606	3	151	50.33	65	77.44%
609	3	127	42.33	65	65.13%
614	2	60	30.00	65	46.15%
631	2	82	41.00	65	63.08%
632	1	35	35.00	65	53.85%
634	2	76	38.00	65	58.46%

**EXHIBIT 13-19 (Continued)
BUS RIDERSHIP FOR GENERAL STUDENT POPULATION
LEE COUNTY SCHOOL DISTRICT**

BUS NUMBER	NUMBER REGULAR TRIPS	DAILY RIDERSHIP	AVERAGE RIDERSHIP PER TRIP	BUS CAPACITY	PERCENT CAPACITY USED
635	1	28	28.00	65	43.08%
636	2	48	24.00	65	36.92%
637	3	166	55.33	65	85.13%
638	1	41	41.00	65	63.08%
640	2	97	48.50	65	74.62%
641	2	79	39.50	65	60.77%
642	2	69	34.50	65	53.08%
644	3	102	34.00	65	52.31%
645	3	82	27.33	65	42.05%
646	1	14	14.00	65	21.54%
647	3	118	39.33	65	60.51%
648	2	103	51.50	65	79.23%
650	3	107	35.67	65	54.87%
651	3	86	28.67	65	44.10%
652	2	80	40.00	65	61.54%
653	3	99	33.00	65	50.77%
654	3	111	37.00	65	56.92%
655	2	60	30.00	65	46.15%
656	3	137	45.67	65	70.26%
657	2	81	40.50	65	62.31%
658	2	88	44.00	65	67.69%
661	2	72	36.00	65	55.38%
662	2	93	46.50	65	71.54%
675	3	85	28.33	65	43.59%
676	2	51	25.50	65	39.23%
677	1	33	33.00	65	50.77%
678	1	36	36.00	65	55.38%
680	1	33	33.00	65	50.77%
681	3	111	37.00	65	56.92%
682	3	60	20.00	65	30.77%
683	3	77	25.67	65	39.49%
684	2	74	37.00	65	56.92%
685	3	102	34.00	65	52.31%
686	3	129	43.00	65	66.15%
688	2	110	55.00	65	84.62%
689	3	68	22.67	65	34.87%
692	3	93	31.00	65	47.69%
693	2	33	16.50	65	25.38%
695	1	42	42.00	65	64.62%
696	1	36	36.00	65	55.38%
697	2	69	34.50	65	53.08%
698	2	82	41.00	65	63.08%

**EXHIBIT 13-19 (Continued)
BUS RIDERSHIP FOR GENERAL STUDENT POPULATION
LEE COUNTY SCHOOL DISTRICT**

BUS NUMBER	NUMBER REGULAR TRIPS	DAILY RIDERSHIP	AVERAGE RIDERSHIP PER TRIP	BUS CAPACITY	PERCENT CAPACITY USED
699	2	60	30.00	65	46.15%
701	3	127	42.33	65	65.13%
702	1	31	31.00	65	47.69%
703	2	94	47.00	65	72.31%
705	1	22	22.00	65	33.85%
706	3	71	23.67	65	36.41%
707	2	83	41.50	65	63.85%
708	1	33	33.00	65	50.77%
709	3	91	30.33	65	46.67%
710	1	37	37.00	65	56.92%
711	3	128	42.67	65	65.64%
712	3	103	34.33	65	52.82%
717	1	112	112.00	65	172.31%
718	2	61	30.50	65	46.92%
719	2	76	38.00	65	58.46%
720	2	81	40.50	65	62.31%
721	2	83	41.50	65	63.85%
722	2	79	39.50	65	60.77%
723	2	82	41.00	65	63.08%
724	2	79	39.50	65	60.77%
725	1	23	23.00	65	35.38%
726	2	64	32.00	65	49.23%
727	2	84	42.00	65	64.62%
728	1	38	38.00	65	58.46%
730	1	37	37.00	65	56.92%
732	3	145	48.33	65	74.36%
733	2	65	32.50	65	50.00%
734	2	94	47.00	65	72.31%
735	2	73	36.50	65	56.15%
736	2	97	48.50	65	74.62%
737	2	90	45.00	65	69.23%
738	1	49	49.00	65	75.38%
739	2	51	25.50	65	39.23%
740	1	36	36.00	65	55.38%
742	2	78	39.00	65	60.00%
743	2	84	42.00	65	64.62%
744	3	129	43.00	65	66.15%
745	1	36	36.00	65	55.38%
746	1	63	63.00	65	96.92%
751	2	74	37.00	65	56.92%
752	2	55	27.50	65	42.31%
753	2	80	40.00	65	61.54%

**EXHIBIT 13-19 (Continued)
BUS RIDERSHIP FOR GENERAL STUDENT POPULATION
LEE COUNTY SCHOOL DISTRICT**

BUS NUMBER	NUMBER REGULAR TRIPS	DAILY RIDERSHIP	AVERAGE RIDERSHIP PER TRIP	BUS CAPACITY	PERCENT CAPACITY USED
754	2	55	27.50	65	42.31%
755	2	97	48.50	65	74.62%
756	1	49	49.00	65	75.38%
757	2	82	41.00	65	63.08%
758	2	70	35.00	65	53.85%
760	2	98	49.00	65	75.38%
761	2	99	49.50	65	76.15%
762	1	25	25.00	65	38.46%
763	2	89	44.50	65	68.46%
764	1	61	61.00	65	93.85%
765	2	116	58.00	65	89.23%
766	1	19	19.00	65	29.23%
767	2	77	38.50	65	59.23%
768	3	97	32.33	65	49.74%
769	3	148	49.33	65	75.90%
770	3	122	40.67	65	62.56%
772	1	53	53.00	65	81.54%
773	3	129	43.00	65	66.15%
774	3	149	49.67	65	76.41%
775	2	65	32.50	65	50.00%
776	3	129	43.00	65	66.15%
779	2	39	19.50	65	30.00%
780	2	89	44.50	65	68.46%
782	1	28	28.00	65	43.08%
782	1	24	24.00	65	36.92%
784	3	125	41.67	65	64.10%
785	3	127	42.33	65	65.13%
786	3	154	51.33	65	78.97%
787	3	127	42.33	65	65.13%
788	3	112	37.33	65	57.44%
789	2	27	13.50	65	20.77%
790	3	114	38.00	65	58.46%
791	3	151	50.33	65	77.44%
792	3	126	42.00	65	64.62%
793	3	140	46.67	65	71.79%
794	3	120	40.00	65	61.54%
795	3	111	37.00	65	56.92%
797	3	84	28.00	65	43.08%
798	3	88	29.33	65	45.13%
799	1	14	14.00	65	21.54%
800	3	149	49.67	65	76.41%
801	2	76	38.00	65	58.46%

**EXHIBIT 13-19 (Continued)
BUS RIDERSHIP FOR GENERAL STUDENT POPULATION
LEE COUNTY SCHOOL DISTRICT**

BUS NUMBER	NUMBER REGULAR TRIPS	DAILY RIDERSHIP	AVERAGE RIDERSHIP PER TRIP	BUS CAPACITY	PERCENT CAPACITY USED
804	2	80	40.00	65	61.54%
805	2	63	31.50	65	48.46%
806	3	122	40.67	65	62.56%
807	3	87	29.00	65	44.62%
812	2	45	22.50	65	34.62%
813	2	35	17.50	65	26.92%
814	1	14	14.00	65	21.54%
815	2	77	38.50	65	59.23%
816	2	83	41.50	65	63.85%
817	2	94	47.00	65	72.31%
818	2	110	55.00	65	84.62%
820	3	64	21.33	65	32.82%
821	3	98	32.67	65	50.26%
822	3	148	49.33	65	75.90%
823	2	77	38.50	65	59.23%
824	3	139	46.33	65	71.28%
825	3	105	35.00	65	53.85%
826	3	148	49.33	65	75.90%
827	3	97	32.33	65	49.74%
828	1	33	33.00	65	50.77%
829	3	100	33.33	65	51.28%
830	3	144	48.00	65	73.85%
831	3	94	31.33	65	48.21%
832	3	134	44.67	65	68.72%
833	3	135	45.00	65	69.23%
834	3	134	44.67	65	68.72%
835	3	157	52.33	65	80.51%
841	3	140	46.67	65	71.79%
846	2	66	33.00	65	50.77%
848	1	9	9.00	65	13.85%
850	3	115	38.33	65	58.97%
860	1	35	35.00	65	53.85%
861	2	67	33.50	65	51.54%
862	1	38	38.00	65	58.46%
863	2	92	46.00	65	70.77%
864	2	66	33.00	65	50.77%
865	3	121	40.33	65	62.05%
866	2	75	37.50	65	57.69%
867	3	127	42.33	65	65.13%
868	1	59	59.00	65	90.77%
869	3	126	42.00	65	64.62%
870	3	119	39.67	65	61.03%

**EXHIBIT 13-19 (Continued)
BUS RIDERSHIP FOR GENERAL STUDENT POPULATION*
LEE COUNTY SCHOOL DISTRICT**

BUS NUMBER	NUMBER REGULAR TRIPS	DAILY RIDERSHIP	AVERAGE RIDERSHIP PER TRIP	BUS CAPACITY	PERCENT CAPACITY USED
871	2	62	31.00	65	47.69%
872	1	49	49.00	65	75.38%
873	1	1	1.00	65	1.54%
874	2	45	22.50	65	34.62%
Totals	647	25,416	11,568.50	19,370.00	59.72%

Source: Lee County School District October 1996 Transportation Survey for the Florida Department of Education

*Note: Similar data for transporting students to attend special programs were not available to MGT from the Lee County School District. These calculations are for the general student population only and appropriate adjustments should be made based on additional data.

morning and a different bus in the afternoon. Therefore, the student count may be reflected on a different bus in the exhibit. However, these data could not be provided by the district and the projected difference in 60 percent is minimal. According to Lee County administrators, transportation staff have recognized that they have had low ridership on some buses and have proactively eliminated and combined buses since the October audit.

RECOMMENDATION

Recommendation 13-8:

Adjust routing immediately after the October state reporting period and again after the February reporting period to reflect the actual ridership of students.

When adjusting bus routes, the Transportation Department should use actual ridership as opposed to potential ridership. By adjusting routes twice a year, the district should be able to increase its ridership levels to a more acceptable level of 75 percent. Increased ridership should result in a corresponding reduction in the number of buses and operators needed for daily operations.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Supervisor should adjust bus routing for all grade levels at least twice a year. October 1997 and February 1998 and Ongoing
2. The Routing Supervisor should notify school principals of changes in bus routes for dissemination to parents. October and February of each year

FISCAL IMPACT

Adjusting bus routing and scheduling twice yearly based on actual ridership rather than potential ridership level should increase ridership to a target of 75 percent for elementary students. Due to the previous recommendation for combining middle and high school students on buses (See Recommendation 13-7), ridership increases for this recommendation have been calculated for elementary students only. However, should ridership levels less than 75 percent occur for middle and high school buses, additional savings can be achieved for these levels.

The district should expect an increase in ridership for elementary students from 63 percent to 75 percent through the twice a year route and schedule reevaluation. Based on this 12 percent increase, the district should eliminate 12 percent of the 116 (290 trips divided by 2.5 average trips per bus equals 116) buses used for elementary student transportation for a total of 14 buses.

Eliminating the 14 buses should allow the district to discontinue plans to purchase 14 new buses during the 1997-1998 school year resulting in a savings of \$594,370 based on a cost of \$42,455 each. In addition to these one-time cost savings, the district will save \$231,235 annually through elimination of 14 bus operator positions based on an average hourly wage and benefits of \$14.80 times six hours per day times 186 days per year. Other annual cost savings should include \$75,600 from the fuel cost of the eliminated buses (14 buses times an average of 100 miles per day times 180 days per year equals 252,000 miles per year. 252,000 times 30 cents per mile equals \$75,600).

Recommendation	1997-1998	1998-1999	1999-2000	2000-2001	2001-2002
Eliminate Purchase of 14 Buses	\$594,370	\$0	\$0	\$0	\$0
Eliminate 14 Bus Operator Positions	\$231,235	\$231,235	\$231,235	\$231,235	\$231,235
Decrease Maintenance Requirements and Fuel Purchases	\$75,600	\$75,600	\$75,600	\$75,600	\$75,600
Total Net Savings	\$901,205	\$306,835	\$306,835	\$306,835	\$306,835

FINDING

The MapNet program is networked to the North, East and South regions from the Central region via a direct T1 leased communications line. This communications line is used to link the Ecotran system among the four transportation regions. Under the proposed centralization of the routing system for the MapNet Programs, the T1 communications line will no longer be needed.

RECOMMENDATION

Recommendation 13-9:

Eliminate the direct T1 leased communications line.

The T1 lines will no longer be required once routing and MapNet system use are centralized. As an alternative, the district could reduce the speed of the line to fractional T1 lines. This alternative should be implemented by the MIIS Department.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|-------------|
| 1. The Director of Transportation, in conjunction with the Management Information Systems Director, should eliminate the T1 communication line when routing centralization is completed. | August 1997 |
|--|-------------|

FISCAL IMPACT

The savings generated from eliminating the T1 communication line from the Central region to the North, South and East regions will be \$800 per month per line for a total of \$28,800 annually.

Recommendation	1997-1998	1998-1999	1999-2000	2000-2001	2001-2002
Eliminate T1 Communication Lines	\$28,800	\$28,800	\$28,800	\$28,800	\$28,800

FINDING

In 1990, the Routing and Scheduling staff began to enter existing routes into MapNet. Prior to 1990, the function of plotting routes, stops and runs were entered manually to parallel the existing routing plan. Staff have continued to manually calculate bus routes only using the computer system to graphically display routing information and only use the cluster function on a limited basis.

On-site interviews indicated that the automated routing capabilities of MapNet had not been used to capacity for two primary reasons - first, the system requires intensive staff time to input data. Secondly, the experiences of other counties have decreased the department's confidence that the MapNet System will alleviate the district's routing problems.

Some of the most common complaints of both teachers and school administrators heard while on-site include long periods of waiting for buses, delayed transportation schedules, and exorbitant student riding times. These problems are a direct result of inefficient and ineffective routing procedures.

RECOMMENDATION

Recommendation 13-10:

Use MapNet to reduce the number of bus routes and provide a more effective routing plan that will eliminate bus wait time, delayed schedules, and excessive riding times.

The routing and scheduling staff should fully use the capabilities of MapNet including the use of all automated routing features. Staff should begin by mapping routes from scratch and testing route clusters as they are created to ensure they are as effective and efficient as possible. This procedure should allow MapNet to calculate bus stop locations in a way that reduces hours, miles and buses to the least possible number. With more than 500 routes, the routing and scheduling staff cannot possibly maintain the most efficient scheme manually. The computer program should be used to assist in exploring the endless possible combinations in the least amount of time possible.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|----------------|
| 1. The Routing Supervisor should examine all routes in the system for the most efficient and effective routing scheme. | August 1997 |
| 2. The Routing Supervisor should inform principals and parents of any route/schedule changes. | August 1997 |
| 3. The Routing Supervisor should implement new routes beginning the Fall 1997. | September 1997 |

FISCAL IMPACT

Actual estimates of potential savings from the full use of MapNet’s capabilities are difficult to determine. However, based on the experience of the review team, a conservative estimate is a one percent reduction in the per student cost of overall operation. A one percent reduction in the operating cost of \$313 per general student, \$1,215 per magnet student, \$2,544 per special education student, \$1,159 per gifted student and \$1,335 per ALC/LAMP student results in a total annual savings of \$173,696. This operational reduction is in addition to the savings calculated by adjustments in student ridership.

This savings is based on a total cost reduction of general students of \$82,357, for magnet students of \$34,154, for special education students of \$41,086, for gifted students of \$8,356, and for ALC/LAMP students of \$7,743.

Recommendation	1997-1997	1998-1999	1999-2000	2000-2001	2001-2002
Use MapNet Capability	\$173,696	\$173,696	\$173,696	\$173,696	\$173,696

13.4 Bus Fleet Management

The Lee County School District has 704 buses in its inventory with an average age of approximately six years. Exhibit 13-20 shows the Lee County bus inventory.

A total of 26 buses listed in the Lee County School District inventory are used for maintenance transportation, as storage facilities and as offices. By subtracting this number from the bus inventory total, the district has a total of 678 buses available for student transportation.

The district's bus purchasing plan established guidelines for replacing the bus inventory every ten to twelve years. The amounts expended for buses by Lee County School District and the comparison counties are shown in Exhibit 13-21.

Maintenance of the school bus fleet is performed at one of the four regional maintenance facilities. Buses are transported to the regions from the parking compounds, when necessary, for both scheduled and unscheduled maintenance functions. As required by state law, school buses are inspected after every 20 days of operation. During this inspection, 59 different items are checked for deficiencies or performed periodic maintenance upon. If deficiencies are found that affect bus safety, the bus is removed from service until the item is fixed.

**EXHIBIT 13-20
LEE COUNTY SCHOOL DISTRICT BUS INVENTORY**

Year	Without Wheelchair Lift		With Wheelchair Lift	
	65 Passenger	29 Passenger	47 Passenger	65 Passenger
1983			2	
1984	3		2	
1985	19		1	
1986	33	6	4	1
1987	34	2	4	
1988	76	6	6	
1990	91		16	1
1991	38		11	
1992	65		10	2
1993	93		9	2
1995	108		31	
1996			6	
1997	12		6	4
Totals	572	14	108	10

Source: Lee County School District records, 1997.

**EXHIBIT 13-21
EXPENDITURES FOR BUS PURCHASES FOR LEE COUNTY
SCHOOL DISTRICT AND COMPARISON DISTRICTS
1991-92 THROUGH 1994-95**

School District	1991-92	1992-93	1993-94	1994-95
Lee	\$2,360,158	\$3,845,648	\$4,092,276	\$1,903,447
Brevard	\$1,731,344	\$875,231	\$2,272,034	\$1,779,719
Escambia	\$581,926	\$894,668	\$919,207	\$1,590,117
Pasco	\$1,066,191	\$1,177,017	\$1,324,380	\$1,346,934
Seminole	\$773,334	\$1,004,259	\$910,848	\$2,452,687
Volusia	\$1,376,104	\$1,485,676	\$1,500,440	\$2,216,072

Source: Department of Education, Q-links, 1994-1995.

The regional maintenance facilities vary dramatically in the type and condition of the facilities and the type of equipment installed. The central region is the original transportation region and is equipped with 14 internal and two external vehicle maintenance bays. This region performs the maintenance for all buses assigned to the region plus major maintenance performed on south and east region buses that require vehicle lifts. Additionally, this region performs all vehicle painting for district vehicles. Facilities used by this region are old and cramped.

The North region has the newest maintenance facility. Built in 1994, the facility is a model of what a maintenance facility and bus terminal should be. The facility is equipped with eight modern vehicle bays each with its own vehicle exhaust ventilation system. All types of bus maintenance are performed at this facility. Additional amenities also located at the North region are the administrative offices and the district bus operator training facilities.

The East and South regions are equipped with smaller offices and maintenance facilities. The facility is comprised of mostly classroom portables for offices and a small covered concrete pad for performing maintenance, both regions perform all types of bus maintenance except those repairs requiring vehicle lifts or major overhauls. In addition to the classroom portables, the East and South regions use two old buses each for vehicle parts storage and mechanic offices.

In addition to the four regions, the district has four non-staffed bus parking compounds located at Caloosa Middle School, Pelican Elementary School, Lehigh High School and Cypress High School.

Fueling of school buses is performed at each of the regions. An additional four tanker vehicle is used for fueling buses parked at the parking compounds.

FINDING

The district has budgeted \$2.5 million in 1997-1998 for the purchase of land along the stretch of road known as Six Mile Cypress. The land is centrally located to the South and Central regions and is planned for the development of a new maintenance facility.

Of the \$2.5 million, \$1.8 million is allocated for the purchase of the land, and the remaining \$700,000 is designated for land improvements. An additional \$3.8 million is budgeted in 1998-1999 for maintenance facility construction.

Construction of a maintenance facility would solve several problems now facing the Transportation Department and other district departments. Problems that exist with current facilities include:

- loss of bus parking area at the Central region due to inevitable underground tank storage removal;
- inadequate and under equipped maintenance facilities at both the Central and South regions; and
- scarcity of district storage facilities.

The planned Six Mile Cypress maintenance facility would replace both the Central and South region facilities.

RECOMMENDATION

Recommendation 13-11:

Approve plans for purchasing the Six Mile Cypress location and the building of a new maintenance facility.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The school board should approve plans for the acquisition of property and building of a new transportation facility. July 1997
2. The construction should begin. July 1999

FISCAL IMPACT

The fiscal impact for this recommendation is included in the district's budget.

FINDING

Conditions for performing bus maintenance at the East and South regions are considerably less than desirable. Both regions have a small covered concrete pad that was originally designed for bus maintenance but were abandoned for this purpose when covered air compressor storage space was needed. All vehicle maintenance basically ceases during periods of bad weather. In addition, mechanics assigned to these facilities are subjected to working under extreme conditions during hot summer months.

The East region bus parking area is unpaved and located adjacent to the maintenance facility. When the weather is dry and buses are moved, depending on the wind direction, dust may be blown all over the maintenance facility possibly contaminating engines and other major parts.

Similarly, the maintenance facility located at the South region was installed directly next to the sewage pumping station for Estero High School. When the station pumps activate, the smell becomes unbearable. Consequently, mechanics must shield their noses during these periods.

RECOMMENDATION

Recommendation 13-12:

Expand the maintenance facility at the East region to include two enclosed maintenance bays and a small office and storage space.

A classroom portable should be used for office and storage instead of building a new structure. Expansion of the facility can be accomplished by incorporating a portion of the land allocated for a future middle school into the maintenance facility area. The recommended maintenance structure should not require heavy lifting equipment due to the availability of the Central region for performing major maintenance tasks. Portables currently used for administrative purposes can continue to be used as such.

The South region transportation facility should be closed for all functions other than a parking and fueling compound. Positions assigned to this facility should be reassigned, eliminated or reclassified as indicated in Recommendation 13-2.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|----------------|
| 1. The Director of Transportation should budget funds for expanding the East region maintenance area. | September 1997 |
| 2. The school board should approve the budget request. | October 1997 |
| 3. The Director of Transportation should close the South region for all functions except parking and fueling. | November 1997 |
| 4. The Director of Transportation should acquire construction plans and permits. | December 1997 |
| 5. The Director of Transportation should bid the construction project. | January 1998 |
| 6. The Director of Transportation should arrange for a classroom portable to be located at the East region for mechanic's use as office and storage space. | January 1998 |

7. The Director of Transportation should award the construction project and begin construction.

February 1998

FISCAL IMPACT

The cost associated with building an enclosed two-bay maintenance facility (based on professional judgment) is \$100,000. The savings generated from an estimated 20 percent productivity increase of mechanics due to the elimination of harsh working conditions (e.g., intense heat, precipitation) should partially offset approximately \$18,275 of the structure costs (3 mechanics times \$30,458 salary and benefits times 20 percent productivity gain equals \$18,275). The cost associated with locating a classroom portable at the East region for office and storage space consists of the cost to move and connect the portable (\$15,000). A portable from the closed South region can be transported to the East region, avoiding the purchase cost of a new portable. The portable cost can be offset by \$2,000 (\$1,000 each) generated through the sale of the two buses now used by East region mechanics as office and storage space.

The cost associated with closing the South region to all functions except parking and fueling should be an increase of approximately \$56,534 per year due to transporting buses to the Central region for periodic maintenance. This cost is based on 170 buses times nine inspections per year times 60 miles round trip times 30 cents per mile equals \$27,540. \$27,540 plus \$28,994 per inspection for operator time (\$18.95 operator salary and benefits times 170 inspections times nine inspections equals \$28,994) equals \$56,534. This cost, should be partially offset from an expected 20 percent gain in mechanic productivity due to the elimination of harsh working conditions. A 20 percent gain in productivity equals \$18,275.

Recommendation	1997-1998	1998-1999	1999-2000	2000-2001	2001-2002
Construct Maintenance Bays	(\$100,000)	\$0	\$0	\$0	\$0
Increase Productivity of East Mechanics	\$18,275	\$18,275	\$18,275	\$18,275	\$18,275
Locate Portable for Office and Storage Use	(\$15,000)	\$0	\$0	\$0	\$0
Sell Two Buses Used for Storage	\$2,000	\$0	\$0	\$0	\$0
Transport South Buses for Periodic Maintenance	(\$56,534)	(\$56,534)	(\$56,534)	(\$56,534)	(\$56,534)
Increase Productivity of South Mechanics	\$18,275	\$18,275	\$18,275	\$18,275	\$18,275
Total Net Costs	(\$119,984)	(\$19,984)	(\$19,984)	(\$19,984)	(\$19,984)

FINDING

The shop rate charged by the Transportation Department is well below the rate vendors charge for repair work. In fact, the Transportation Department has billed approximately \$43,410 to various vendors for recalls or warranty related items over the past five years. At the current shop rate of \$15.00 per hour for vehicle maintenance, this equates to 2,894 staff hours.

RECOMMENDATION

Recommendation 13-13:

Modify hourly rate to fully reflect the cost of performing vehicle maintenance.

The modified rate is anticipated to be between \$40 and \$60 per hour.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|-------------|
| 1. The Director of Transportation should recommend a new shop rate to the school board. | July 1997 |
| 2. The school board should approve the new shop rate. | August 1997 |

FISCAL IMPACT

Based on trends over the past five years, the Transportation Department should expect an additional increase in revenue of \$72,350 (2,894 times \$40 minus \$43,410) over the next five years. Spread equally over the five years, the anticipated increase in payment for warranty and recall related items is \$14,470 annually.

Recommendation	1997-1998	1998-1999	1999-2000	2000-2001	2001-2002
Modify Shop Rate to Fully Reflect Maintenance Cost	\$14,470	\$14,470	\$14,470	\$14,470	\$14,470

13.5 General Service Fleet Maintenance

General fleet maintenance is performed on non-bus vehicles at the Central region maintenance facility. Minor exceptions to this rule exist for vehicles assigned to regional transportation facilities. An inventory of general fleet vehicles is shown in Exhibit 13-22.

Maintenance of vehicles was transferred during 1996 from the Maintenance Department to the Transportation Department. As part of the transition, the Transportation Department received two mechanics and one shop foreman.

**EXHIBIT 13-22
LEE COUNTY SCHOOL DISTRICT
GENERAL FLEET INVENTORY
1996-1997**

Vehicle Type	Number in Inventory
Service Trucks (light duty)	75
Medium Duty Trucks	6
Vans (½ ton to 1 ½ ton)	97
Cars (staff)	62
Total	240

Source: Lee County School District transportation records, 1997.

One function of general fleet maintenance addressed by the Transportation Department immediately after the transfer was the periodic maintenance provided to the general fleet. Prior to the transfer, periodic maintenance had been performed only on a yearly basis by the Maintenance Department. The Transportation Department evaluated the condition of district vehicles and concluded that yearly periodic maintenance was insufficient to properly maintain the fleet. Based on the conclusions from this evaluation, the Transportation Department began performing periodic maintenance every 40 work days (approximately every two months).

By maintaining a log of maintenance performed on each vehicle, the Transportation Department can track which vehicle has been serviced and the last date of service. If a vehicle is identified as not having been inspected at the proper interval, the owning department is contacted and requested to remove the vehicle from service. Transportation Department officials indicated that a higher rate of vehicles are brought in on-time as a result of this rule.

All vehicles in the general fleet operate on unleaded gasoline and are fueled either at the North or Central regions, or at a private facility. Pumps used to fuel vehicles at a district fueling station require two cards for tracking of quantities. One card is assigned to the vehicle and the other to the driver. With this two card combination, the district can easily monitor fuel usage by vehicle or employee.

In addition to general fleet maintenance, the Transportation Department also repairs non-vehicle equipment referred to by the district as the White Fleet. Exhibit 13-23 shows the inventory of non-vehicle equipment maintained by the Transportation Department.

In addition to the equipment listed above, the Transportation Department provides assistance upon request to Lee County schools for repairing other items such as golf carts or tractors.

**EXHIBIT 13-23
NON-VEHICLE EQUIPMENT MAINTAINED
BY THE TRANSPORTATION DEPARTMENT
1996-1997**

Equipment Type	Number Maintained
Trailers	35
Cement mixers	2
Ditch witches	2
Fork lifts	2
Scissors lift	1
Front end loader	2
Chipper	1
Tractors (farm type)	12
Total	57

Source: Lee County School District transportation records, 1997.

FINDING

The Transportation Department could not provide long-range general fleet maintenance and performance information since this information was not tracked by the previous department assigned to this duty. The Transportation Department has started to track fuel costs and mileage, but is unable to determine such functions as operating cost per vehicle using the current tracking system. Maintenance and performance information provide key indicators concerning the reliability and performance of vehicles, parts and equipment. As a result of not having this information available, transportation managers cannot reliably recommend the purchase of one vehicle type over another.

RECOMMENDATION

Recommendation 13-14:

Enhance tracking of maintenance and performance information about general fleet.

By tracking this information, managers should be able to make purchasing decisions based on department trend data. Examples of some of the information that tracking should include are:

- vehicle operation cost per mile;
- vehicle maintenance cost per year;
- product (i.e. tires, belts) performance per lifetime; and
- vehicle miles per gallon.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|-----------|
| 1. The Transportation Department Director should establish performance indicators for the general fleet. | July 1997 |
|--|-----------|

2. The Transportation Department Director should direct employees to begin tracking information necessary to report performance indicators. August 1997
3. The Transportation Department Director should use performance indicators to manage general fleet maintenance. Ongoing

FISCAL IMPACT

This recommendation can be accomplished within existing resources.

13.6 Controlled Choice

CURRENT SITUATION

During the 1998-1999 school year, Lee County will begin the phased-in implementation of Controlled Choice School Assignment Plan. The implementation plan suggests that students assigned to grades kindergarten, six, and nine can attend their school of choice. During the subsequent school year (1999-2000), students in grades one, seven and ten will be allowed choice school assignments with the remaining grades following in a similar manner.

As part of the Controlled Choice Plan, the district will be subdivided into three regions instead of the four existing regions. Each region will be equipped with its own transportation facility that will serve the students and schools assigned to its respective region. The three zones (West, East and South) are shown in Exhibit 13-24 along with their assigned schools.

Transportation will be provided for students assigned to their choice zone, students assigned to districtwide magnet schools, students assigned to special programs, and students assigned under phase-in implementation of the Controlled Choice Plan. If students move from one zone to another and parents receive a temporary continuation of assignment, the parents are responsible for transporting the child to his or her assigned school or to an existing bus stop for the assigned school in that zone.

FINDING

Phasing in the Controlled Choice Plan will, in effect, require the operation of two separate transportation systems, each having its own routing and scheduling concerns. Buses that serve students under the Controlled Choice Plan will have few, if any, riders under existing school assignments.

**EXHIBIT 13-24
SCHOOLS LOCATED IN CONTROLLED CHOICE ZONES**

West Zone			
Elementary		Middle	High
Caloosa	Pelican	Caloosa	Cape Coral
Cape Coral	Pine Island ¹	Gulf	Mariner
Diplomat	Skyline	Suncoast	North Fort Myers
Gulf	Suncoast	Trafalgar	
Hancock Creek	Tropic Isles		
J. Colin English			
South Zone			
Elementary		Middle	High
Allen Park	San Carlos	Bonita Springs	Cypress Lake
Bonita Springs	Sanibel ¹	Cypress Lake	Estero
Colonial	Spring Creek	P.L. Dunbar	Fort Myers
Fort Myers Beach ¹	Tanglewood	Three Oaks	
Heights	Three Oaks		
Orangewood	Villas		
Pinewoods			
East Zone			
Elementary		Middle	High
Alva	Orange River	Alva	Lehigh Senior
Bayshore	Sunshine	Lehigh	Riverdale
Lehigh	Tice		
Mirror Lakes			
Districtwide Magnet Schools			
Elementary		Middle	
Edgewood	Gateway	Cypress Lake ²	
Edison Park	Littleton	Fort Myers	
Franklin Park	Michigan	Lee	

Source: Lee County School District records, 1997.

¹ Barrier island school

² Magnet school within a school

Because of the phased-in implementation plan, the Transportation Department fully anticipates that the Controlled Choice Plan will add 50 regular daily routes during the first year of implementation over and above the number used for students enrolled under current school assignment methods.

RECOMMENDATION

Recommendation 13-15:

Develop a transportation plan for Controlled Choice prior to Phase I implementation in 1998-99.

The plan should address the integration of the two transportation operations to the extent possible to reduce the number of necessary routes.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|-----------------------------|
| 1. The Transportation Department Director should develop a transportation plan for Controlled Choice school assignment to maximize the efficient use of buses and routes. | November 1997 –
May 1998 |
| 2. The Transportation Department should revise the transportation plan as necessary. | Ongoing |

FISCAL IMPACT

The plan can be developed with existing resources.

14.0 FOOD SERVICE

This chapter addresses the Lee County School District programs and activities designed to manage the district's nutrition and food services program. This chapter contains 14 major sections:

- 14.1 Program Scope and Financial Performance
- 14.2 Marketing and Promotional Activities
- 14.3 Communication Program
- 14.4 Computer-Assisted Food Services (CAFS) System
- 14.5 Student Breakfast and Lunch Participation
- 14.6 Employee Benefit Costs
- 14.7 Staff Menu and Serving Lines
- 14.8 Central Office Building Snack Bar
- 14.9 Budgeting and Financial Reporting
- 14.10 Food Service Administrative Authority
- 14.11 Competitive Bidding and Food Procurement
- 14.12 Warehouse Storage
- 14.13 Condition of Kitchen Facilities and Equipment
- 14.14 District Menu Prices

14.1 Program Scope and Financial Performance

CURRENT SITUATION

The mission of the Department of Food and Nutrition Services is *to provide meals that nourish children, enhancing their readiness to learn...within Federal and State guidelines...and without use of district funds.* The department, with annual revenues of over \$13.6 million, offers breakfast and lunch meals to students and adults at the district's campuses. The base kitchens at 54 of the district's campuses prepare and serve meals at their locations. Some of these kitchens also prepare and deliver meals to the remaining 10 satellite kitchens where the meals are then served. On average, the department serves approximately 40,000 meals daily. Each day, on average, 61 percent of district's students participate in the lunch program and 17 percent participate in the breakfast program.

Based on *Food Service Director Magazine's* 1995 school food service industry census, the district ranked 51st in the United States in annual dollar volume of food purchases. These findings are based on a nationwide survey of the largest school food service programs in the nation. While the Lee County School District reported a two percent increase in 1995 food product expenditures over 1994, the 100 school food service programs reported an overall decrease of 0.7 percent in food purchases. This illustrates the growth of the district's food services program relative to programs across the country. The performance report for 40th through 65th ranked U.S. school food service programs in terms of the dollar volume of 1995 annual food purchases is presented in Exhibit 14-1.

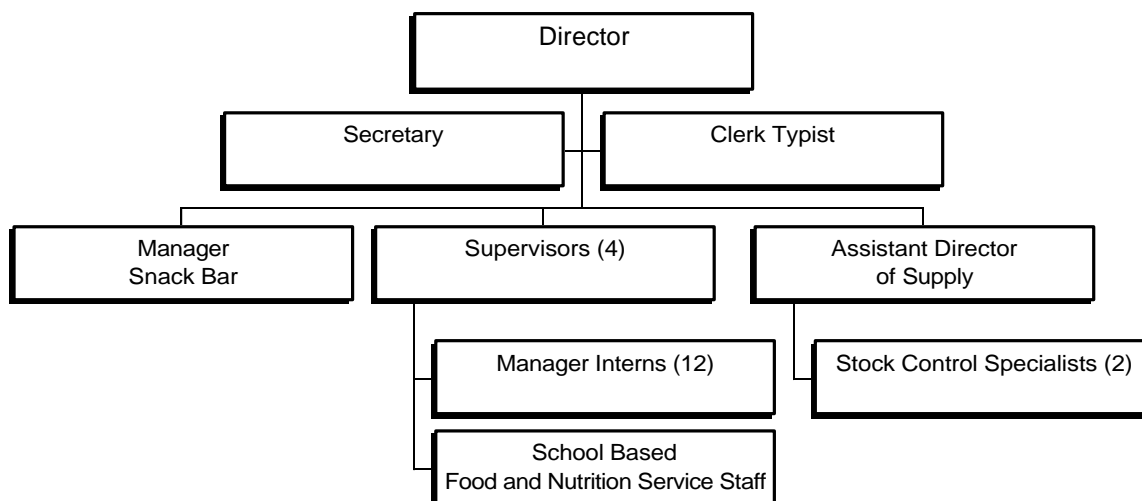
EXHIBIT 14-1
LARGEST UNITED STATES SCHOOL DISTRICTS
1995 FOOD PURCHASES

Rank	Districts	Number of Schools	1995 Food Purchases (in thousands of \$)	Percent Change
40	College Park, GA	54	\$6,000	+4
41	Milwaukee, WI	150	5,962	0
42	Rockville, MD	181	5,939	0
43	Raleigh, NC	100	5,928	+4
44	Buffalo, NY	80	5,900	+2
45	Columbus, OH	138	5,844	+3
46	San Antonio, TX	95	5,782	0
47	Lawrenceville, GA	68	5,750	+5
48	Boston, MA	120	5,530	+2
49	Tucson, AZ	105	5,478	n/a
50	Towson, MD	160	5,100	+5
51	Ft. Myers, FL	64	5,014	+2
52	Baton Rouge, LA	102	5,000	+5
53	Minneapolis, MN	100	5,000	+3
54	Kansas City, MO	83	5,000	+5
55	Mesa, AZ	74	5,000	+6
56	Charleston, SC	71	5,000	0
57	Anaheim, CA	41	5,000	+2
58	Oakland, CA	95	4,900	0
59	Newark, NJ	90	4,900	0
60	Dayton, OH	51	4,802	0
61	Oklahoma City, OK	85	4,800	+1
62	El Paso, TX	90	4,722	+2
63	St. Louis, MO	104	4,701	+3
64	Tulsa, OK	83	4,674	0
65	San Bernardino, CA	58	4,604	+5

Source: The Food Service Director, June 15, 1996, pp. 57-58.

As illustrated in the department's current organizational structure in Exhibit 14-2, the Director of Food and Nutrition Services is responsible for the activities of the department. The district provides centralized support to the department in the areas of personnel, accounting, data processing, payroll, purchasing, and warehousing. For example, the two stock control specialists are funded under Food and Nutrition Services and deliver food from the warehouse, but are scheduled, supervised and evaluated by the Assistant Director of Supply. All other departmental activities are performed by the 445 full-time and part-time food service positions located in the central office and the 64 district kitchen operations.

**EXHIBIT 14-2
FOOD AND NUTRITION SERVICES DEPARTMENT
CURRENT ORGANIZATIONAL STRUCTURE**



Source: Lee County School District, Department of Food and Nutrition Services, 1997.

The district participates in the National School Lunch Program (NSLP) and National Breakfast Program (NBP), which are regulated by the United States Department of Agriculture (USDA). In Florida, the NSLP and NBP programs are administered by the Florida Department of Education, Food and Nutrition Management Section and the Florida Department of Agriculture, Division of Agriculture and Consumer Services. The district renews its agreements with these State agencies each year to operate the program at the local level. The local responsibility for program administration is shared by the district's board, school principals, and the department.

During the 1996-97 school year, 46 percent of the district's students were approved to receive free or reduced meal benefits through the NSLP and NBP. As a participant in these programs, the district receives federal reimbursement income for free, reduced, and paid breakfast and lunch meals served. In addition to federal meal income reimbursements, the district also receives USDA food commodities. These food commodities are stored at the district warehouse and are delivered to district kitchens by warehouse personnel.

As illustrated in Exhibit 14-3, the department reported a net operating profit of \$316,297 in the 1995-96 school year on revenue of \$13.68 million and operating expenditures of \$12.7 million, a 2.3 percent net profit margin. Federal reimbursement income for student breakfast and lunch meals represented 53.8 percent of departmental revenue, while another 38.5 percent of revenue was represented by lunch cash payments by district students. Salaries and benefit expenses represented 52 percent of departmental revenue, while the costs associated with food purchases represented approximately 36 percent of departmental revenue.

**EXHIBIT 14-3
DEPARTMENT OF FOOD AND NUTRITION SERVICES
PROFIT AND LOSS STATEMENTS*
1993 - 1994 THROUGH 1995 - 1996**

	1993-94		1994-95		1995-96		Percent Change 1994-96
	Dollars	Percent of Revenue	Dollars	Percent of Revenue	Dollars	Percent of Revenue	
REVENUE							
Lunch reimbursement income	\$5,297,626	42.8%	\$5,827,401	43.3%	\$5,950,055	43.5%	12.3%
Student lunch payments	\$3,229,696	26.1%	\$3,264,251	24.3%	\$3,043,753	22.2%	-5.8%
Student/adult á la carte sales	\$1,703,677	13.8%	\$1,974,053	14.7%	\$2,235,660	16.3%	31.2%
Breakfast reimbursement	\$1,164,104	9.4%	\$1,372,192	10.2%	\$1,407,970	10.3%	20.9%
State supplemental income	\$432,730	3.5%	\$482,705	3.6%	\$519,298	3.8%	20.0%
Adult breakfast/lunch payments	\$413,294	3.3%	\$408,511	3.0%	\$415,605	3.0%	0.6%
Student breakfast payments	\$97,870	0.8%	\$102,008	0.8%	\$103,178	0.8%	5.4%
Other food sales	\$38,773	0.3%	\$13,455	0.1%	\$8,641	0.1%	-77.7%
Total Revenue	\$12,377,770	100.0%	\$13,444,576	100.0%	\$13,684,160	100.0%	10.6%
EXPENDITURES:							
Food	\$4,624,083	37.4%	\$5,010,740	37.3%	\$4,945,156	36.1%	6.9%
Salaries	\$4,297,426	34.7%	\$4,714,455	35.1%	\$4,754,968	34.7%	10.6%
Benefits	\$2,230,5604	18.0%	\$2,397,242	17.8%	\$2,367,953	17.3%	6.2%
Other expenses	\$129,488	1.0%	\$164,156	1.2%	\$150,313	1.1%	16.1%
Operating supplies	\$287,443	2.3%	\$315,262	2.3%	\$342,598	2.5%	19.2%
Purchased services	\$92,231	0.7%	\$79,287	0.6%	\$97,287	0.7%	5.5%
Total Expenditures	\$11,661,175	94.2%	\$12,681,142	94.3%	\$12,658,275	92.5%	8.6%
Income/Loss Before Indirect Costs	\$716,595	5.8%	\$763,434	5.7%	\$1,025,885	7.5%	43.2%
Indirect cost allocation	\$641,357	5.2%	\$711,209	5.3%	\$709,588	5.2%	10.6%
NET OPERATING INCOME/LOSS	\$75,238	0.6%	\$52,225	0.4%	\$316,297	2.3%	320.4%

Source: Lee County School District, Department of Food and Nutrition Services, 1997

*This exhibit reflects the Annual Financial Report (AFR) filed by the district to the Florida Department of Education. The report does not include revenue from investment interest (\$92,036 in 1995-96) or Health Inspection fees (\$7,020 in 1995-96). Capital expenses are included under other expenses.

FINDING

Food service is a self-supporting department that has established and maintained a strong financial position. As illustrated in Exhibit 14-3, the department reported an operating profit in 1995-96 of over \$1 million prior to the district's indirect cost allocation. This profit represents a 43.2 percent increase over 1993-94 operating profits. The 1995-96 net operating income of over \$316,000, after indirect costs, represented a 320 percent increase from 1993-94 levels. These ongoing annual improvements to an already sound operating performance continue to strengthen the financial position of the department.

The significant increase in departmental net income in 1995-96 may be largely attributed to the continued efficiency improvements at district kitchens. From a fiscal perspective, this is evidenced by the decrease in departmental operating expenses that was achieved despite a 1.8 percent increase in departmental revenue. Since food and labor costs typically represent over 90 percent of the department's annual expenditures, the reduction of these costs (as a percentage of revenue) have resulted in a significant improvement in the department's profitability.

Food costs (as a percentage of revenue) decreased from 37.3 percent to 36.1 percent in the 1995-96 school year, a \$159,000 cost savings, based on 1995-96 revenue. The cost savings are due, at least in part, to the continued effectiveness of the director and area field supervisors in the implementation of food cost controls and regular monitoring activities performed at district kitchens. The increase in student a-la-carte sales through the introduction of delivered brand name pizza to district schools (i.e., Pizza Hut, Domino's, and Papa John's) may have also contributed to the reduction in food costs. A-la-carte items typically provide a higher profit margin than the items sold as reimbursable lunches.

To reduce departmental labor costs, the Director of Food and Nutrition Services has implemented staffing guidelines at each district kitchen. Staffing schedules at district kitchens are based on the productivity standards of meals served per labor hour. As presented in Exhibit 14-4, operating statistics for the 18-day serving period from November 11 through December 6, 1996 indicate that the department achieved a relatively high overall productivity of 15.38 meals served per labor hour.

**EXHIBIT 14-4
DEPARTMENT OF FOOD AND NUTRITION SERVICES
MEALS SERVED PER LABOR HOUR
NOVEMBER 11 - DECEMBER 6, 1996**

School Classification	Average Daily Meals Served	Average Daily Labor Hours	Average Meals Served Per Labor Hour
Elementary Schools	21,524	1,333.50	16.14
Middle Base/Elementary Satellite	4,121	255.00	16.16
Middle Schools	6,726	443.25	15.17
Senior High/Special Schools	7,673	572.75	13.40
Total	40,044	2,604.50	15.38

Source: Lee County School District, Department of Food and Nutrition Services, 1997.

COMMENDATION

The strong leadership and direction provided by the Director of Food and Nutrition Services has resulted in the department's strong financial position.

The department's strong financial performance also should be attributed to the successful implementation of cost controls by departmental field supervisors and food service personnel at all district kitchens. The department's financial accomplishments provide a solid foundation for continued improvements in the program's operating performance. The Director of Food and Nutrition Services has continued to set higher performance standards and achieve increased operating efficiencies at district kitchens. These continued efforts have provided a strong financial position and long-term viability for the department.

14.2 Marketing and Promotional Activities

CURRENT SITUATION

Departmental administrators and kitchen food service personnel have developed innovative marketing and promotional programs. The programs include the effective use of program sponsors and the participation of kitchen personnel in the planning and implementation of promotional activities.

FINDING

The effectiveness of the marketing program is evidenced by the following observations made during MGT's visit to the central office and district kitchens.

- A marketing committee develops and implements promotional ideas at district kitchens. This committee is comprised of managers and food service workers from district kitchens. The key role played by district kitchen personnel in the planning and implementation of cafeteria promotional activities is instrumental in the effectiveness of the department's marketing program.
- Local sponsors are utilized to promote district food services at no cost to the department. This includes a local billboard that is sponsored by a local sign company. The message on the billboard is changed several times a year. Printed monthly menus are also funded by a local sponsor. These colorful menus include games, prizes, and student satisfaction surveys.
- Promotional linkages with the Minnesota Twins and other organizations provide prizes for Lee County students.
- A department logo has been developed and a contest was held to name the mascot. The name Basil was chosen as the name for the

owl mascot and the student who submitted this name received a free bicycle.

- Self-service is used at all district schools to break the traditional approach to cafeteria-style service. Students at all grade levels go through the cafeteria line and serve themselves. In addition to the student involvement in the service process, this system also results in reduced staffing requirements at district kitchens.
- Food service personnel are provided a \$120 uniform allowance to go to a local uniform company and select from a choice of uniforms with the department's logo. Uniforms include trousers, T-shirts, and golf shirts. Uniforms provide a professional and consistent appearance across district kitchens.
- The implementation of the brand name pizza delivery program resulted in a significant increase in departmental revenues. Since no labor is involved in the product preparation, staffing requirements were reduced. The use of student taste panels to select one of the three brands of pizza contributed to the popularity of this new program among students at all schools.

COMMENDATION

Food service administrators and school kitchen personnel are commended for establishing effective and ongoing marketing and promotional programs .

The continued generation of new ideas should result in ongoing promotional programs that generate interest among district students. The success of these activities should result in continued increase in student meal participation and corresponding increases in departmental revenue.

14.3 Communication Program

CURRENT SITUATION

To increase the effectiveness and efficiency of the department, the Director of Food and Nutrition Services has enhanced communication with food service personnel at all district cafeteria locations. The department had successfully documented and implemented departmental policies and procedures. Departmental policies, procedures, and other relevant internal information continue to be revised, updated and distributed to all personnel. These documents serve as an excellent tool in management training and day-to-day site kitchen operation activities.

On an ongoing basis, detailed site visitation reports are developed to monitor the quality of products and services at district kitchens. The four field supervisors are responsible for conducting an extensive review of their assigned kitchen operations and

completing site visitation reports. Area supervisors have also initiated internal annual program audits that are audited by the Florida Department of Education every four years. The area supervisors meet with the kitchen manager and the school principal of their respective schools to discuss the results of these reviews and audits and develop action plans to correct any deficiencies.

Regular meetings are held within the department to keep all food service personnel informed and to provide a forum for discussion. The Director of Food and Nutrition Services also holds regular staff meetings with field supervisors and each field supervisor has regular meetings with food service personnel from their assigned schools. Similarly, field supervisors meet on an ongoing basis with principals so that school administration is informed on any issues relevant to their kitchen operations.

FINDING

The department has established an effective internal and external communication program. The formal documentation of departmental policies and procedure guides the thinking, decisions, and actions of kitchen managers and their subordinates in achieving departmental standards. These policies, procedures, and information sources serve to increase managerial effectiveness by standardizing many routine decisions and clarifying the discretion of kitchen managers and their subordinates in performing their daily activities.

The ongoing and formal site review process by the four food service supervisors provides the opportunity for continued improvement at all district kitchen locations. The daily site visitations and use of kitchen manager representatives have served to further enhance the communication between central office and site food service personnel. The input of site personnel has resulted in ongoing program improvements and motivated food service personnel at district kitchens.

The relationship established between field supervisors and principals is critical to the effectiveness and efficiency of district kitchen operations. The site visitation reports have served as an effective tool for field supervisors and kitchen managers to discuss key issues or concerns with school principals.

A formal training program has been established for managers and hourly food service workers. For example, all new food service personnel receive 12 hours of orientation in the probationary period of their assigned positions. A management internship program has also been developed to train future kitchen managers. There are presently 12 management interns in this program.

Survey data reveal that over two-thirds of district administrators and school principals expressed the district's food service program to be adequate or outstanding. This is a relatively high satisfaction rating when compared to school food service programs in other districts. The survey data also indicate that about one-half of district teachers perceived the district's food service program to be *adequate* to *outstanding*. In general, the positive perceptions of district personnel may be influenced by effective departmental communication programs and the professionalism of food service administrators and site personnel.

COMMENDATION

The Food Services Department is commended for establishing and maintaining strong communication channels between school kitchen personnel, food service administrators, and school principals.

The effective communication between food service administrators and kitchen site personnel and principals has contributed to the continued improvement of the department's effectiveness and efficiency. Food service administrators, kitchen food service personnel, and district principals are commended for their efforts in working together to build supportive relationships through these effective channels of communication.

14.4 Computer-Assisted Food Services (CAFS) System

CURRENT SITUATION

A new food service management and accountability system -- Computer-Assisted Food Services (CAFS), is being implemented in all district cafeteria operations. The point of service terminals have now been installed and are being used in approximately one-third of district cafeterias. The point of service component of the CAFS system includes, but is not limited to, the following features:

- Maintains student record files containing student name, ID, eligibility status, homeroom grade, and prepaid account data.
- Displays breakfast and lunch menus containing menu selections offered at each meal service period.
- Performs "edit checks" as required by USDA regulations.
- Allows student to input ID on keypad and calculates and displays on the screen the change due.
- Reports daily and monthly student meal activity.
- Summarizes daily collections in terms of cash sales, charges collected, and student/adult prepaid collections.
- Provides daily and monthly summary reporting of cash and meal count information, including daily reimbursable meal and a-la-carte menu sales breakdowns.

FINDING

The CAFS System point of service feature should improve the efficiency and accuracy of breakfast and lunch program records and reports. The district may also realize increases in federal meal reimbursement income through the increase in claims from

previously unclaimed meals. The implementation of the CAFS System should also increase student participation in the district breakfast and lunch program, especially in senior high schools, by providing greater anonymity to those economically needy students who do not participate in the lunch program due to the stigma associated with their status.

Only a small capacity of the CAFS System's potential is being implemented into district food service operations. The on-line capability of the system has not been implemented. As a result, all data from school terminals are saved on diskettes and then transferred to one central office computer. The on-line connection between sites and the central office that is planned for the future will provide further reporting efficiency.

In addition to the point of service component and the potential on-line capability, there are other features of the CAFS System that could be added in future years. These features include the recording, processing, and summarizing of data related to the following departmental activities:

- bidding, procurement, and inventory;
- free and reduced price meal processing;
- recipe/menu preparation and nutritional analysis;
- cash and meal service reporting; and
- general ledger, accounts payable, and fixed assets.

COMMENDATION

The Food Services Department is commended for the implementation of the CAFS System in district food service operations.

The implementation of the CAFS system provides the Lee County with increased potential with respect to revenues, student meal participation, reporting accuracy, and operating efficiencies. The continued implementation of the point of service system and the expansion of the system to include on-line capabilities and other features will continue to increase the efficiency and accuracy of program operating systems and activities.

14.5 Student Breakfast and Lunch Participation

CURRENT SITUATION

As illustrated in Exhibit 14-5, 17 percent of district students participate in the breakfast program, while student participation in the lunch program is 61 percent. Exhibit 14-5 also presents the percentage of students enrolled at each level that have been approved to receive free or reduced priced meals, based on economic need. Student participation in the breakfast program is 30 percent for elementary schools. Breakfast meals are not provided at middle or high schools. The two percent breakfast participation in the high school and special school category is due to the offering of

breakfasts at three district special schools (i.e., Edison Center, New Directions, and Buckingham).

**EXHIBIT 14-5
STUDENT MEAL PARTICIPATION
NOVEMBER 11-DECEMBER 6, 1996**

School Level	Student Breakfast Participation	Student Lunch Participation	Percent of Economically Needy
Elementary	30%	72%	53%
Middle	0%	57%	42%
Senior High and Special Schools	2%	33%	29%
Total	17%	61%	46%

Source: Lee County School District, Department of Food and Nutrition Services, 1997.

The district's elementary schools have achieved a relatively high degree of student participation of 30 percent for breakfast and 72 percent for lunch. This participation rate is especially significant when considering that only 53 percent of these students qualify for free or reduced priced meals. The addition of the brand name pizza delivery program to secondary schools was a contributing factor to the 31 percent increase in departmental revenue between 1994 and 1996, as illustrated in Exhibit 14-3.

FINDING

Despite the relatively high student participation at elementary schools and the increased participation gained through the expansion of the secondary school a-la-carte menu, student lunch participation remains below 35 percent for senior high schools. One major barrier to increasing student lunch participation in high schools appears to be the inadequate dining area capacity to serve the student population with the traditional number of lunch periods and length of lunch periods. Present campus policies at senior high schools often result in an insufficient number of lunch periods, overcrowded dining rooms, and too short of a time for a student to eat lunch.

COMMENDATION

The Food Services Department is commended for achieving relatively high lunch participation at elementary schools and for efforts to increase student lunch participation at district secondary schools.

The development of menus and services that have been tailored to the tastes and preferences of students have resulted in increases in student lunch participation at secondary schools. The changes in products and services have allowed more students to participate in the school lunch program, despite the districtwide problems of overcrowded cafeterias and short lunch periods.

RECOMMENDATION

Recommendation 14-1:

Increase student lunch participation at all senior high schools.

Despite overcrowding in most schools, there remains the potential for reducing the magnitude of the problem, particularly in high schools. Principals should revise school policies with respect to the number of lunch periods and the length of the lunch periods. For example, high schools may schedule four lunch periods, rather than two periods, with each lunch period being at least 30 minutes in length. These changes should reduce the length of lines, alleviate overcrowded dining areas, and provide students with an adequate time for lunch. The more supportive school principals are in increasing student lunch participation, the greater the likelihood of program success.

Secondary school principals also should support food service administrators in their efforts to expand the points of service, such as the use of more food carts in various locations inside and outside of the cafeterias. Another strategy that alleviates congestion of overcrowded facilities is the increased use of vending machines in senior high school dining areas in other U.S. school districts. The food service departments in these districts are often responsible for the operation and maintenance of the machines as an added activity. The revenue and expenses of these vending programs are recorded as part of food service departmental operations.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|------------------------------------|
| 1. The Director of Food Service should meet with senior high school principals to discuss strategies to increase student lunch participation. | August -December
1997 |
| 2. The Director of Food Service should select specific high schools and develop a timeframe for the implementation of strategies to increase student lunch participation. | January - March 1998 |
| 3. The Director of Food Service and area supervisors should develop detailed plans to implement the new strategies to increase lunch participation at district senior high schools. These plans should be specific to each campus. | April - May 1998 |
| 4. The Director of Food Service and supervisors should meet with cafeteria personnel, principals, and staff at each senior high school prior to the implementation of strategies to increase student lunch participation. | August 1998 |
| 5. The Director of Food Service should evaluate the results of the strategies that have been implemented at each senior high school and make necessary revisions. If successful, these strategies should be expanded to other campuses. | Annually commencing
in May 1999 |

FISCAL IMPACT

Based on MGT's experience with other districts, the implementation of recommendations to increase lunch participation at high schools should result in an increase of at least three percentage points per year in student meal participation. As illustrated, this would represent an increase from 33 percent participation in 1997-98 to 45 percent in 2001-02. This estimate does not include future increases in student enrollment, federal lunch meal reimbursement rates, or lunch menu prices. The average revenue per meal of \$1.56 is based on 1995-96 lunch reimbursement income and student cash sales of \$11,269,500 divided by 7.2 million annual lunch meals served (40,000 average daily lunches served x 180 days).

High school lunch meal participation	
Current average daily high school attendance	12,000
x proposed student lunch participation percentage	45%
Proposed average daily lunches	5,400
Less: current average daily lunches	3,960
Estimated increase in average daily lunches	1,440
x average revenue per lunch meal	\$1.56
x days in school year	180
Estimated annual increase in lunch income	\$404,352
x net income percentage before indirect cost allocation	7.5%
Estimated annual increase in departmental income*	\$30,326

* Note: Based on a 7.5 percent income after adjusting for direct costs.

The estimated increase in annual department income resulting from increased student lunch meal participation would be approximately \$30,320. Assuming that student lunch meal participation increased gradually over the four-year period from 1998-99 through 2001-02, the annual income increase of \$7,580 in 1998-99 would escalate to \$30,320 by the 2001-02 school year.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-2002
Increase Student Lunch Participation	-----	\$7,580	\$15,160	\$22,740	\$30,320

FINDING

Despite achieving a 30 percent breakfast participation at district elementary schools, principals have chosen not to not serve breakfasts at secondary schools. However, the breakfast program has been successful at two special schools. The Edison Center has achieved a 70 percent student breakfast participation level, while 50 percent of Buckingham's students have breakfast on a regular basis.

The breakfast meals are served as part of the national School Breakfast Program (SBP) and qualify for federal reimbursement income. During 1996-97, the district received an \$0.82 reimbursement for each free breakfast meal served and a \$0.52 reimbursement for each reduced priced meal served. The rates increase to \$1.02 for

maximum severe need free breakfasts and \$.72 for maximum severe need reduced breakfasts. The district receives approximately \$.20 for each regular paid breakfast meal served.

Recent research findings support the linkage between the serving of school breakfasts and student learning. As a result, principals and food service administrators across the United States are continuing to implement innovative programs to increase student breakfast participation at elementary and secondary schools. An example of an innovative and successful school breakfast program is illustrated by Alexander High School in Douglasville, Georgia. Although only ten percent of this school's enrollment is eligible to receive free or reduced priced meals, breakfasts served increased from 50 to over 750 per day by recently replacing cafeteria serving lines with a series of mobile carts.

The Alexander High School breakfast program is patterned after fast-food grab-and-go quick-serve menu formats. The reimbursable breakfast menu features a daily rotating selection of biscuits filled with ham, chicken, sausage or steak, and is served with orange juice and milk. Seven mobile carts are moved into building hallways with the 750 breakfasts served in less than ten minutes. To accommodate this innovative program, the school principal rearranged class schedules to add a 15-minute breakfast break at 9:20 a.m. Students are now allowed to take the food directly to their second period class, where they eat breakfast while watching a daily news program. In addition to increased breakfast participation, the school principal has a noted significant decrease in student disciplinary problems.

Another innovative breakfast program is the breakfast-in-a-bag program that was implemented at Pace High School in Brownsville, Texas. In this program, teachers fill shopping carts with bag breakfasts and deliver them to the classrooms. Students eat the breakfasts at their desks while listening to morning announcements. Since implementing the breakfast-in-a-bag program in the 1993-94 school year, the average daily number of breakfasts served has increased by more than 600 percent.

RECOMMENDATION

Recommendation 14-2:

Implement a breakfast program at middle and senior high schools.

Breakfast programs should be implemented at all secondary schools. Principals should provide support and commitment to the program's success and should work with food service administrators in the planning and implementation of these programs at their respective schools. Breakfast meal periods should be planned to allow sufficient time for students to eat breakfast.

Food service administrators should develop promotional strategies to establish the breakfast program at secondary schools. This may include such programs as bag breakfasts or carts to serve grab-and-go reimbursable breakfasts in convenient building locations. Price discounting and special breakfast promotions also may be planned for short-term periods.

School principals should collaborate with food service administrators in building breakfast participation at their schools. This may include the incorporation of breakfast meal periods into daily class schedules. The more supportive the school principals are in serving breakfast meals at their schools, the greater the likelihood of program success.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Director of Food Services should meet district secondary school principals to plan for the implementation of breakfast programs. Fall 1997

2. The Director of Food Services should select the specific middle and high schools and timeframe for the implementation of the breakfast programs. Winter 1998

3. The Director of Food Services and area supervisors should develop detailed plans to implement the breakfast programs. These plans should be specific to each middle and high school. Spring 1998

4. The Director of Food Services and supervisors should meet with cafeteria personnel, school principals, and faculty at each middle and high school prior to breakfast program implementation. Summer 1998

5. The breakfast programs should be implemented. 1998-99
school year

6. The Director of Food Services should evaluate the results of the breakfast programs that have been implemented at each campus and make necessary revisions. If successful, these programs should be expanded to other campuses. Annually commencing in
May 1999

FISCAL IMPACT

The implementation of recommendations to implement a breakfast program at secondary schools should result in an increase of at least three percentage points per year in secondary student breakfast meal participation. As illustrated below, this would represent an increase from zero percent in 1997-98 to 12 percent in 2001-02. This estimate does not include additional revenue that would be generated from increases in student enrollment, federal reimbursement rates for free or reduced priced student breakfasts, or breakfast menu prices. The average revenue per meal of \$0.76 is based on 1995-96 breakfast reimbursement income and student cash sales of \$1,511,148 divided by the estimated 2 million annual breakfast meals now served at district elementary and special schools (11,160 average daily breakfasts served x 180 days).

Breakfast meal participation	
Average daily attendance at district secondary schools	20,000
x Proposed participation percentage of breakfast program	12%
Proposed average daily secondary school breakfasts	2,400
x average revenue per breakfast meal	\$0.76
x days in school year	180
Estimated annual increase in reimbursement income	\$328,320
x net income percentage	7.5%
Estimated annual increase in departmental income*	\$24,624

*Note: Based on a 7.5 percent net income after adjusting for direct costs.

The estimated increase in annual department revenues resulting from increased student breakfast participation would be approximately \$24,624. Assuming that district students breakfast and lunch meal participation increased gradually over the four-year period from 1998-99 through 2001-02, the annual revenue increase of \$6,156 in 1998-99 would escalate to \$24,624 by the 2001-02 school year.

Recommendation	1997-98	1998-99	1999-00	2000-01	2001-02
Implement Breakfast Program	-----	\$6,156	\$12,312	\$18,468	\$24,624

14.6 Employee Benefit Costs

CURRENT SITUATION

As presented in Exhibit 14-3, food service employee benefit expenses in the 1995-96 school year represented 17.3 percent of total departmental revenue and 49.8 percent of departmental salaries. In March 1996, there was a board policy change regarding qualifications required to receive district benefits. Formerly, all food service personnel working 20 hours per week or more were eligible to receive health insurance benefits, irrespective of the number of hours per day which they worked. Thus, an employee who worked four hours per day received a full health insurance package which costs the department over \$2,850 per employee per year. Under the new provision, all food service personnel must work a minimum of 30 hours per week to qualify for district health benefits. Those food service personnel who were hired prior to March 1996 were exempt from this change and continue to receive full benefits, irrespective of the hours which they work.

Since the change in eligibility for health insurance, 51 food service workers have been hired. Only four of these 51 positions have been hired for 30 or more hours per week and qualify for benefits. The remaining 47 employees were hired to work 20 to 28.5 hours per week and do not receive free health insurance benefits. Since the departmental benefit costs are over \$2,850 per employee per year, the decrease in the number of food service positions with benefits should result in an ongoing, gradual decrease in departmental benefit costs.

FINDING

The benefit costs for food service personnel in 1995-96 school year represented almost 50 percent of departmental payroll costs. For the overall district, employee benefit costs represents approximately 28 percent of payroll costs. Given 1995-96 departmental employee benefit costs of \$2,367,953, the department's benefit costs were 78 percent higher than the \$1,331,379 they would have been had employee benefit costs been at the district average of 28 percent of salaries. If the department had achieved the district average of 28 percent in 1995-96, the department would have reported \$1,036,574 less in employee benefit costs.

RECOMMENDATION

Recommendation 14-3:

Continue to phase out full-time food service positions at district kitchens and replace these positions with part-time personnel.

In conjunction to the benefit policy change, the director should continue to replace full-time positions (six to eight hours per day) with part-time positions (less than six hours per day) at all district kitchens. This continued shift from full to part-time positions, coupled with the elimination of district benefits for part-time food service personnel, should result in continued annual incremental reductions in the relatively high departmental benefit expenses.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|---------------------------------|
| 1. The Director of Food Services should continue to replace full-time positions with part-time positions. | Ongoing |
| 2. The Director of Food Services should develop a planned reduction in benefits costs corresponding with the conversion from full-time to part-time positions. | Annually beginning in July 1998 |
| 3. The Director of Food Services should plan the annual budget based on a continued reduction in departmental benefit expenses. | Annually beginning in July 1998 |

FISCAL IMPACT

The elimination of district benefits for part-time employees should result in an continued reduction in departmental payroll costs. Assuming that food service benefit costs are reduced from 50 percent to 40 percent of salaries, annual cost savings would be approximately \$465,966 (\$2,367,953 in 1995-96 benefit costs at 49.8 percent less \$1,901,987 in benefit costs at 40 percent). This represents a benefit cost decrease of approximately 20 percent from 1995-96 levels.

It is unlikely that the department could achieve the districtwide benefit to salary percentage of 28 percent for several reasons.

- First, there are a large number of 30 to 40 hour a week positions, compared to the 40 hour a week positions of most other departments.
- Second, since the hourly pay of food service workers is relatively low, benefits will remain relatively high as a percentage of salaries.
- Third, the low annual turnover of less than 10 percent will provide an opportunity for only incremental reductions, as positions receiving benefits leave and are replaced by those who do not receive benefits.

The largest percentage decrease in benefit costs most likely occurred in the first year (1996-97) following the March 1996 policy change, since most employees that leave through natural attrition and received free employee benefits would likely be replaced by employees who do not qualify for free employee benefits. This percentage would decline in future years, as more positions are vacated by employees that were hired after the March 1996 policy change and did not receive free benefits. Thus, it has been estimated that one-half, or \$232,983, of the \$465,966 estimated cost savings should have already been achieved prior to the first effective year (1998-99) of the projection period. The remaining \$232,983 should be divided among the last four years of the projection period. At an annual benefit cost savings of approximately \$2,850 per employee, this translates into the annual replacement of an average of 20 full-time (30 or more hours per week) positions per year with part-time (less than 30 hours per week) positions.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-2002
Continue to Convert Full-Time to Part-Time Positions	---	\$58,246	\$116,492	\$174,737	\$232,983

14.7 Staff Menu and Serving Lines

CURRENT SITUATION

A staff lunch menu is provided at all district campuses, in addition to a student lunch menu. Separate staff serving lines are also provided to school staff personnel. The staff menu usually includes a salad bar and selected entrees, vegetables, and desserts. At most schools, the staff self-service lines are an extension of the student serving lines. Staff personnel serve themselves from menu choices that are different from the regular lunch menu. They then proceed through the same cashier line as the students, but dine in a staff lounge which is separate from the main dining area.

Although some of these serving lines are an extension to the kitchen serving line, separate serving lines are offered in the staff lounges of at several senior high schools. The serving lines are setup prior to each meal period and offer a selection of salads, entrees, vegetables, and desserts. Food service personnel are responsible for the food preparation, serving line setup, meal service, and serving line breakdown in each of these staff lounges.

FINDING

Despite successful efforts to increase productivity at district kitchens through well implemented staffing formulas, the offering of separate staff menus and serving lines in district cafeterias provides a barrier to further productivity enhancements. The director was commended previously for high student lunch participation in district schools. The increases in student participation are attributed to a continued expansion of main menu and a-la-carte items.

There is a tradeoff that must be made between menu variety and employee productivity or customer service. The continued expansion of menu choices provides additional obstacles to the achievement of further productivity enhancements and increased operating efficiencies at district kitchens. At some point, as can be evidenced by many fast-food restaurant chains, the continued expansion of menu items also can result in slower customer service time.

The continued expansion of student menu choices is compounded by the variety of choices provided to school staff personnel. Separate menus, separate dining areas, and separate serving lines not only increase food service operating costs, but also may raise questions among students, such as:

- Why are staff provided different menu choices than students?
- Why do staff go through a separate serving line than students?
- Why do staff eat in a different area from students?

RECOMMENDATION

Recommendation 14-4:

Discontinue separate staff menus and separate staff serving lines.

The district should discontinue the distinction between student and staff menus and serving lines. All staff personnel should go through the same serving line as students and be offered the same menu choices as students. Since students are the primary customer of the school breakfast and lunch program, then products and services should be tailored to them as the primary customer. Based on observations of many other school districts in the United States, there are few food service programs that offer students the variety of main menu and a-la-carte choices of those provided to students in Lee County.

The labor hours that were dedicated to preparing, setting up, serving, and cleaning up for staff lunch meals should be reduced to improve employee productivity and reduce the relatively high departmental labor costs. It is assumed that an average of two labor

hours per kitchen operation is dedicated to the setup and breakdown of staff serving lines and the preparation and service of staff meals.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|------------------------|
| 1. The Director of Food Services should work with area supervisors to develop the proposed change in the staff meal policy. | August -October 1997 |
| 2. The Director of Food Services should meet with appropriate district administrators to discuss proposed changes to staff meal policy. | November-December 1997 |
| 3. The Director of Food Services should meet with the school principals to discuss proposed changes. | January-February 1998 |
| 4. The Director of Food Services should meet with the school board to discuss proposed changes in staff meal policy. | March 1998 |
| 5. The Director of Food Services should meet with union representatives to discuss proposed changes in staff meal policy. | April 1998 |
| 6. The board should revise the district policy to reflect the discontinuation of separate staff meals. | May 1998 |
| 7. The revised staff meal policy should be formally communicated by the Director of Food Services to all relevant campus administration, staff, and food service personnel. | May 1998 |
| 8. Separate staff menu items and serving lines will no longer be offered at any district campus. | Beginning August 1998 |

FISCAL IMPACT

The elimination of separate staff menus and serving lines should allow for the more efficient use of kitchen personnel and equipment, resulting in departmental labor cost savings. Assuming an average of \$6.29 per hour (wage costs of step one food service worker) and a reduction of two average daily labor hours (e.g., servicing, set-up and special food preparation per each of the 64 district cafeterias, this translates into a labor cost of approximately \$144,900 per year (\$805 per day x 180 school days per year). Benefit costs were not included in these estimates, due to the elimination of free benefits for part-time positions.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-2002
Discontinue Separate Staff Menus and Serving Lines	-----	\$144,900	\$144,900	\$144,900	\$144,900

14.8 Central Services Building Snack Bar

CURRENT SITUATION

A snack bar facility is located on the first floor of the Adams Building. The facility is open during the break and lunch hours on Monday through Friday for the entire year. The snack bar has a limited seating area and offers the district's central office personnel and visitors a limited menu of sandwiches, salads, snacks, and beverages. The facility is operated by the Department of Food and Nutrition Services and is included as a departmental cost center.

FINDING

The snack bar operation in the district's Central Services Building has continued to suffer annual operating losses that have been subsidized by the general fund. The snack bar lost approximately \$41,000 in the 1995-96 school year. Although the revenue from the operation have covered most of the product and supply costs, the sales generated by the snack bar have not covered the salary costs of the snack bar manager. This is the only position in this operation.

The snack bar objectives for the 1996-97 fiscal year include a five percent increase in sales through innovative menu offerings for employees and visitors and the promotion of catering services. The department plans to continue to develop cost containment strategies to reduce the operating losses of this operation. As of January 1998, the snack bar reported a year-to-date operating loss of approximately \$11,000. Although progress appears to have been made, the operation continues to sustain monthly operating losses. Based on the limited scope of this operation and the relatively small business potential, it is unlikely that this operation can be profitable as a self-operated district activity.

RECOMMENDATION

Recommendation 14-5:

Discontinue the district subsidy for the snack bar operation and evaluate alternative operating arrangements to eliminate the risk of future operating losses.

One alternative is to close the snack bar operation. Given the limited scope and sales potential of the operation, this may be the most viable alternative. The snack bar area could be closed and replaced with vending machines. This would eliminate the subsidy and would provide commissions to the district from the sale of vended products.

The district may also consider the privatization of the snack bar and may operate under a percentage of sales arrangement. Under this arrangement, the district would receive a guaranteed percentage of sales, avoiding any costs to the district. The problem with

this arrangement is that a private company may not be willing to take the risk, given the break-even point and low potential volume of the operation.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|---------------|
| 1. The Director of Food Services should work with district administrators to evaluate the alternatives to the current snack bar operating arrangement. | Fall 1997 |
| 2. The Director of Food Services should ensure that the most financially viable alternative is selected. | February 1998 |
| 3. The Assistant Superintendent of Business and Administrative Services should ensure that the snack bar operating arrangement should be revised and district subsidy eliminated with board approval. | Spring 1998 |
| 4. The snack bar should begin operating under the new arrangement. | July 1998 |

FISCAL IMPACT

Based on the implementation of revenue enhancement and cost containment strategies, it is assumed that the snack bar's annual operating losses can be reduced to \$30,000. The elimination of the district snack bar subsidy should result in an annual cost savings of approximately \$30,000 beginning in 1998-99.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-2002
Discontinue Subsidy for Central Office Snack Bar	---	\$30,000	\$30,000	\$30,000	\$30,000

14.9 Budgeting and Financial Reporting

CURRENT SITUATION

The Director of Food and Nutrition Services develops the department budget, as well as the school budgets. The process is complex, involving forecasting participation, and the revenue and expenses associated with that participation.

The Financial Accounting Department provides monthly feedback on the financial status of each school. The reporting data are year-to-date, however, and monthly performance can only be extracted by comparing consecutive months.

FINDING

The department has not implemented a comprehensive budgeting and management reporting system. Monthly departmental and school-level income and expense statements are not generated to compare year-to-date and monthly operating results with budgeted standards and prior year results. Key operating statistics (student participation, cost percentages, meal costs, meals per labor hour, etc.) are reported in formats that are difficult to interpret.

Without the effective implementation of campus budgets, monthly profit and loss statements, and key operating statistics, management does not have the necessary information to evaluate and improve departmental operating performance on a timely basis.

RECOMMENDATION

Recommendation 14-6:

Develop and implement an accurate and detailed departmental budgeting and financial reporting system.

Budgets for each cost center should be consolidated into a departmental budget and targeted revenues and expenses should serve as performance benchmarks. Monthly profit and loss statements should be generated to compare actual results with budgeted standards and prior year results. Key operating statistics (i.e., student participation, food and payroll expenses as a percentage of revenue, cost per meal, meals served per labor hour, etc.) should be tracked by cost center and integrated with profit and loss statements. Supervisors should identify unfavorable budget variances or trends and work with managers to reverse these situations in a timely manner.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|-------------|
| 1. The Director of Food Services, field supervisors, and the district accountant should establish performance standards for each food service cost center and develop budgeted revenues and expenses that are targeted to meet these standards. | Fall 1997 |
| 2. The Director of Food Services should obtain copies of reports associated with campus-level food service budgets, profit and loss statements, and key operating statistics from other Florida school districts. | Winter 1998 |
| 3. The Director of Food Services and supervisors should work with the district accountant to develop the appropriate format for management/financial reports. | Spring 1998 |
| 4. Accounting and data processing clerks should input relevant data on an ongoing basis and generate monthly financial and management reports. | July 1998 |

5. The Director of Food Services should identify unfavorable variances and meet with field supervisors to discuss strategies to work with cafeteria managers to correct these deficiencies in a timely manner.

September 1998

FISCAL IMPACT

The implementation of an effective departmental and campus-level budgeting and management reporting system should further enhance departmental cost controls.

14.10 Food Service Administrative Authority

CURRENT SITUATION

Although the director and area supervisors are held accountable for the performance of district kitchen operations, school principals are provided all line authority with respect to the management of kitchen operations. This includes the line authority over all site kitchen personnel. For example, school principals conduct performance appraisals for district kitchen managers. Based on interviews with area supervisors, the degree of input requested from district principals concerning the management of school kitchen operations will vary by school.

FINDING

Food service administrators in most school districts throughout the United States are given the authority necessary to effectively and efficiently manage kitchen operations. Most school districts operate under the philosophy that the primary mission of schools is to provide an education for students. To focus on that educational mission, specialists are provided with the authority and responsibility for other ancillary services, such as food service. Thus, food service administrators and kitchen managers assume the responsibility and authority to effectively and efficiently manage district kitchen operations. This includes the authority to conduct performance appraisals for all departmental personnel and to take corrective actions, where necessary. This results in more uniform and consistent district operating practices at all district kitchens.

The lack of authority provided to food service administrators results in inconsistent operating practices in school kitchen operations. For example, some principals may give a kitchen manager a good performance appraisal when the detailed site inspections completed by field supervisors reveal a poorly managed kitchen operation. In addition to often not being involved in the performance appraisal process, field supervisors do not have the authority to correct inefficient and ineffective operating practices at district kitchens. Since some principals allow more feedback from food service administrators than others, the result is an inconsistency among kitchen operating practices.

RECOMMENDATION

Recommendation 14-7:

Provide Lee County food service administrators the appropriate degree of authority to operate an efficient and uniform food service program.

Food service administrators should be provided a level of authority to be coupled with their current level of responsibility and accountability. This includes the authority of food service administrators to conduct performance appraisals and take corrective personnel action, when necessary. By providing an appropriate level of authority to food service administrators, the district's food service program should operate more professionally and more uniform practices could be implemented across district campuses. Obviously, at each campus, the principal must continue to be involved in the evaluation process.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The appropriate district administrators should meet with the Director of Food Services and area supervisors to review the current levels of authority and responsibility with respect to the management of district kitchen operations. September 1997

2. The appropriate district administrators should meet with school principals to discuss issues relevant to the transfer of appropriate authority for kitchen operations from principals to food service administrators. October 1997-November 1997

3. The Director of Food Services and area supervisors should meet with principals to discuss issues relevant to the transfer of appropriate authority for kitchen operations from principals to food service administrators. December 1997

4. District administrators, the Director of Food Services, field supervisors, and selected principals should work together to prepare an action plan for the transfer of appropriate authority for kitchen operations from principals to food service administrators. This plan be communicated to all district principals and feedback should be solicited. January 1998-February 1998

5. Based on feedback from school principals and district administrators, the Director of Food Services should finalize the implementation plan. March 1998

6. The appropriate authority for district kitchen operations should be transferred from principals to food service administrators. Beginning in August 1998

FISCAL IMPACT

This recommendation can be accomplished with existing district resources.

14.11 Competitive Bidding and Food Procurement

CURRENT SITUATION

There are few vendors that participate in the district's bidding process for food products. The only company that bids for most of the district's food products is Daniels/US Foodservice, a large food distribution company. Woolfer Produce, a local produce vendor, is the only company that bids for produce items. Due to the district's Southwestern Florida location and the requirement for delivery to each campus, few vendors have historically participated in the district's food bidding process. Since most vendors operate their warehousing and distribution centers in more northern or eastern state locations, they do not consider it cost effective to deliver to school sites in Southwestern Florida on a regular basis.

With respect to food procurement, there are occasions when the department will have opportunities to purchase large quantities of food products that have some form of minor packaging defects. However, the time requirements of the district's procurement process have prevented the district from purchasing these products during the short time period when they were available. As a result, the district has not been able to take advantage of these food product discounts.

FINDING

During the 1996-97 school year, the district began participating in a purchasing co-operative arrangement with Sarasota and Palm Beach counties. Most food items (i.e., groceries, meat, frozen products, etc.) purchased by the district have been incorporated into this agreement. Daniels/US Foodservice continues to be the district's primary vendor under this new arrangement. Sarasota purchases on a cost plus fixed fee arrangement, while Palm Beach purchases its food items directly from manufacturers and pays a storage and delivery fee to Daniels/US Foodservice. Lee County pays no administrative fee for participating in this purchasing co-operative.

In addition to the more formal bidding process, the district may have other food cost containment opportunities. For example, the district may be able to take advantage of opportunities to purchase large quantities of food products that have some form of minor packaging defects. This would provide a cost savings without a decline in product quality or added food safety concerns.

RECOMMENDATION

Recommendation 14-8:

Evaluate the potential for further food cost reduction opportunities through the bidding process and more flexible district procurement practices.

The district should continue to explore the potential for further reduction in food costs. This may include the expansion of the purchasing co-operative to include additional food products such as milk, bread, juice, ice cream, snacks, and pizza. The district should also streamline the procurement process to take advantage of short-term price discounts on products that are not inferior in quality or do not pose a food safety concern.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Director of Food Services and Area Supervisor responsible for procurement should work with district procurement staff to evaluate further food cost reduction opportunities through the expansion of purchasing co-operatives and streamlined procurement practices. August - December 1997
2. The Director of Food Services and the area supervisor responsible for food procurement should work with district procurement staff to develop an action plan and timeframe for food cost reduction opportunities through the bidding and procurement process. January - May 1998
3. The action plan for the food bidding and procurement process should be implemented. July 1998

FISCAL IMPACT

This recommendation can be accomplished with existing district resources.

14.12 Warehouse Storage

CURRENT SITUATION

Commodity grocery and frozen food products are delivered to the district in large quantities and stored in the district warehouse. All purchased food products are delivered by the vendors directly to the kitchen of each campus.

The department pays an annual lease of approximately \$20,000 a year for frozen storage, since freezer storage space in the district warehouse is insufficient for the storage of frozen USDA commodities. The department contracts to lease additional storage space to cover large shipments of USDA frozen commodity products that come in at the same time.

FINDING

The storage of commodity food products at different district warehouse locations results in receiving, storage, inventorying, and delivery inefficiencies. As discussed in the chapter of this report related to warehousing, the district plans to build a new warehouse to accommodate future district storage requirements. The construction of this warehouse should consider the annual costs of leased storage for commodity food products.

Although there has been a slight increase in the value of USDA food commodity products delivered to the district in the recent years, this trend is primarily a reflection of the rapid growth of district enrollment. There has been some discussion in recent years concerning the potential reduction and/or elimination of the USDA commodity program. Since the only food products stored in the district warehouse are commodity products, this would reduce or eliminate the need for the warehouse storage of food products.

RECOMMENDATION

Recommendation 14-9:

Evaluate the costs associated with leased storage space for frozen food commodity products and the future storage requirements for these products.

The potential decline in USDA products delivered to the warehouse and the continued expansion of frozen food storage space in district kitchens would reduce the space requirement needs for these products. Thus, the warehouse may provide sufficient space for these future needs and would eliminate the need for leased storage space. The district should consider these issues when developing plans for the new warehouse facility.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|-------------|
| 1. The Warehouse Manager and Director of Food Services should evaluate the annual storage requirements for commodity food products for the next several years. | Winter 1998 |
| 2. The Warehouse Manager should develop a plan for the utilization of future warehouse space for commodity food products. | Spring 1998 |
| 3. The annual contract for leased storage should be revised to reflect future commodity storage needs and changes in district storage capacity. | July 1998 |

FISCAL IMPACT

This recommendation can be accomplished with existing district resources.

14.13 Condition of Kitchen Facilities and Equipment

CURRENT SITUATION

The poor layout, insufficient size, and inadequate or aged equipment of a number of district kitchens results in operating inefficiencies, a poor work environment, and food quality issues. The following concerns were noted during visits to district kitchens:

- the layout in some cafeterias do not allow a sufficient amount of aisle work space or number of serving lines to adequately serve school enrollment;
- congested kitchens and aged or inadequate equipment provides constraints for preparing and serving selected menu items each day; and
- the hot, non-air conditioned kitchens in most schools result in a poor work environment for food service personnel.

The aged condition of kitchen equipment and facilities at a number of district schools will likely result in a continued increases in district repair and maintenance expenses. Since most of equipment is dated, the magnitude of work orders for kitchen equipment and facility problems should continue to escalate until this equipment is replaced.

FINDING

The age, condition, capacity, and layout of the equipment and facilities in many district kitchens provides severe operating constraints. Despite the poor condition of kitchen facilities and equipment at a number of district locations, the department's 1994-95 capital outlay was only \$69,108, or 0.5 percent of revenue. Capital outlay expenses increased to \$103,563, or 0.8 percent of departmental revenue in 1995-96. The budget for 1996-97 capital outlay is \$178,670, or approximately 1.3 percent of a projected revenue of \$14 million.

As presented in Exhibit 14-3, capital outlay expenses have not been integrated into the departmental operating expenses. Instead, these expenses are reflected as a separate expense outside of regular food service operations. Without incorporating these expenses into the departmental operating statement, the actual financial performance of food service operations is not accurately reflected.

RECOMMENDATION

Recommendation 14-10:

Formalize the capital budgeting process for kitchen equipment and establish an annual reserve for capital replacement.

District maintenance staff should work with area supervisors to maintain an inventory of all kitchen equipment and to establish and maintain records for each piece of equipment. These records should include age, condition, warranty information, and the date and nature of all repair calls. This information should be used as a basis for equipment repair and replacement decisions.

The Director Food Services should work with the maintenance staff and food service field supervisors to develop a five-year capital replacement plan for district kitchen equipment. A capital replacement budget should be established for a five-year planning period. A minimum of two percent of annual revenues should be reserved for

the replacement of equipment at district kitchens. These costs should be included in the departmental operating statement, prior to the district's indirect cost allocation. Since equipment has not been traditionally replaced on an ongoing basis, the replacement costs may be higher than two percent of annual revenues during the next decade.

To increase the quality of products and services at kitchen operations, the maintenance department and Director of Food Services should work closely with district facility planners to develop a plan to renovate and upgrade outdated kitchen facilities. The Director of Food Services and maintenance staff should also be asked for input on the kitchen facilities of all new schools.

Kitchens in most of today's food service operations are air-conditioned. This includes schools, restaurants, hotels, hospitals, correctional facilities, colleges and universities. Future district plans should call for all new kitchen facilities to be air-conditioned. Further, air-conditioning units should be installed in existing kitchens, where feasible, to improve the work environment.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|-----------------------------|
| 1. Area supervisors should work with the maintenance staff to evaluate the age and condition of kitchen equipment and facilities at all kitchens. | September -December
1997 |
| 2. Area supervisors should meet with the Director of Food Services to develop a five-year capital replacement plan and estimate expenditures for all kitchen facilities. At least two percent of annual revenues should be reserved annually for capital replacement. | January-March 1998 |
| 3. Area supervisors should meet with school principals to discuss the capital replacement plan relevant to their campuses. | April 1998 |
| 4. The five-year capital replacement plan should become effective and kitchen equipment and facilities upgraded according to plan. | July 1998 |

FISCAL IMPACT

Based on the establishment of a capital replacement reserve of two percent of departmental revenue, this recommendation would result in an annual cost of \$280,000, based on 1995-96 departmental revenue of approximately \$14 million. This represents an increase of approximately a 56.7 percent, or \$101,300, in 1995-96 capital outlay expenses.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-2002
Formalize Capital Budgeting Process	(\$101,300)	(\$101,300)	(\$101,300)	(\$101,300)	(\$101,300)

14.14 District Menu Prices

CURRENT SITUATION

Breakfast and lunch menu prices in the district are the highest in Florida. Exhibit 14-6 presents a comparison of Lee County student lunch menu prices and the menu prices of other selected Florida counties. Elementary school breakfast prices range from \$1.25 in Volusia County to \$1.60 in Lee County. Lunch prices in secondary schools range from \$1.50 in Marion, Volusia and Brevard Counties to \$1.85 in Lee County.

**EXHIBIT 14-6
LEE COUNTY SCHOOL DISTRICT
DEPARTMENT OF FOOD AND NUTRITION SERVICES
LUNCH MENU PRICES
1996-97**

County	Elementary	Secondary
Lee	\$1.60	\$1.85
Volusia	\$1.25	\$1.50
Pasco	\$1.30	\$1.55
Marion	\$1.35	\$1.50
Brevard	\$1.40	\$1.50
Escambia	\$1.50	\$1.80

Source: Lee County School District, Department of Food and Nutrition Services, 1997.

FINDING

The strategy to maintain menu prices at appropriate levels is a contributing factor to the food cost efficiencies achieved in district cafeteria operations. As illustrated in Exhibit 14-3, food costs (as a percentage of revenue) decreased from 37.3 percent in 1994-95 to 36.1 percent in 1995-96. The lack of vendors competing for district business should also be factored into the menu price structure, as the district may be forced to pay higher product prices due to minimal competition among vendors.

Despite the continued improvement in food cost controls in district kitchens, there is always the potential for decreases in student lunch participation with additional menu price increases. Since this report has provided recommendations to increase student participation at district high schools, it is important to provide favorable enhancements to the lunch program. Further menu price increases in the near term may serve as a barrier to these participation increases.

RECOMMENDATION

Recommendation 14-11:

Review menu pricing strategies for paid reimbursable lunch meals, and plan future prices to ensure minimal negative impact to student participation.

The director should evaluate menu prices on an annual basis and make adjustments, where appropriate, to keep pace with increasing costs of administration, training, food, labor, and other operating expenses. Pricing strategies may include the incremental annual price increases to a-la-carte (i.e., ten cents) menu items without increases to regular lunch menu prices. Annual menu price surveys should continue to be conducted to ensure that district lunch menu prices remain within a satisfactory range of other Florida school districts.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|-------------|
| 1. The Director of Food Services should develop proposed revisions to menu prices (reimbursable and a-la-carte). Annual surveys of menu prices in other districts should be conducted and the potential impact of menu price increases on student participation should be estimated. This process should occur on an ongoing annual basis. | Fall 1997 |
| 2. The proposed menu price increases should be reviewed with district administrators and submitted to the board for approval. Planned increases should be incorporate into the departmental budgets at the beginning of the 1998-99 school year. | Spring 1998 |
| 3. New price increases should go into effect. Prices on reimbursable lunch meals should not be adjusted prior to the 1998-99 school year. | August 1998 |

FISCAL IMPACT

This recommendation can be accomplished with existing district resources.

15.0 SAFETY AND SECURITY

This chapter reviews the safety and security functions for the Lee County School District in three sections:

- 15.1 Organization and Staffing
- 15.2 Management, Planning, and Services
- 15.3 School Discipline

Chapter 15 discusses two distinct safety and security areas. First, the safety of students and staff, and the security of the district's many facilities. Secondly, the district's various approaches to the monitoring and discipline of students.

15.1 Organization and Staffing

CURRENT SITUATION

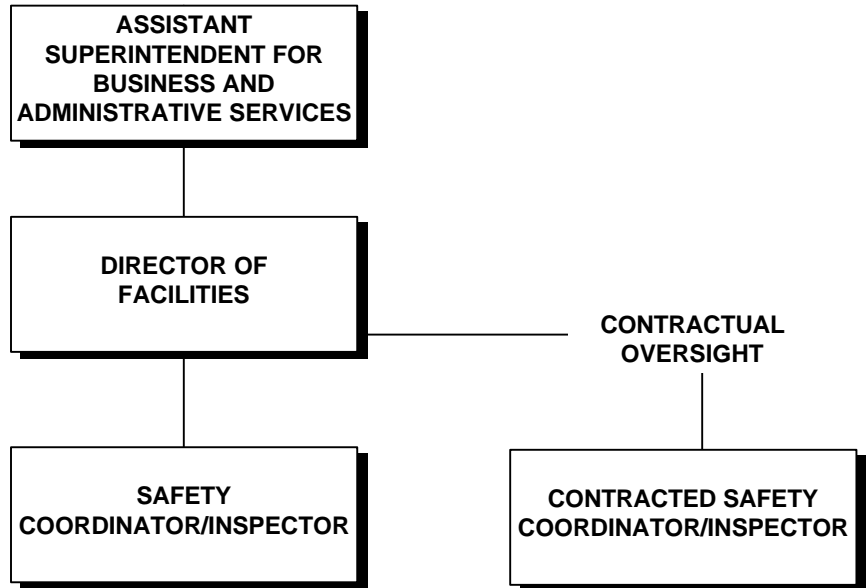
The mission of the safety and security function in the Lee County School District is to provide specialized services to all segments of the district to enhance the health and safety of students and employees. Safety and Security works to ensure compliance with all appropriate state and federal guidelines. Safety and Security specifically facilitates programs for safety training, security, electronic surveillance, facility safety, fire and sanitation inspections, accident investigations, risk elimination and minimization, emergency shelter management, toxic and hazardous waste management, OSHA compliance, and indoor air quality testing.

Exhibit 15-1 illustrates the current organizational structure of the safety and security function for the Lee County School District. The district employs one safety coordinator/inspector and contracts for a second safety coordinator/inspector. The safety coordinator/inspector reports to the Director of Facilities, who in turn reports to the Assistant Superintendent for Business and Administrative Services.

FINDING

The district is in the process of transitioning Safety and Security to Facilities from Risk Management. Functionally, the transition is complete in that the Director of Facilities supervises the district's safety coordinator/inspector. However, the actual budget for Safety and Security will not be moved to the Facilities Department until the beginning of the 1997-98 school year. The monitoring of and response to safety and security issues are better facilitated with the safety and security function in Facilities. Placement in the Facilities Department is viewed as more appropriate by district administrators since, during construction and redesign, security systems are installed using capital projects funds.

**EXHIBIT 15-1
CURRENT ORGANIZATIONAL STRUCTURE
FOR THE SAFETY AND SECURITY FUNCTION**



Source: Lee County School District, Safety and Security Personnel, 1997.

RECOMMENDATION

Recommendation 15-1:

Complete the full transfer of the safety and security function to the Facilities Department in time for the 1997-98 school year.

Budget authority for the safety and security function should be transferred to the Facilities Department by the beginning of the next school year. Although this is merely an administrative transfer, the transfer should be accomplished to complete the transition of the Safety and Security Unit from the Risk Management Department.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent for Business and Administrative Services should ensure that budget authority for the safety and security function is transferred from the Risk Management Department to the Facilities Department as of the beginning of the 1997-98 school year. July 1997
2. The Assistant Superintendent for Business and Administrative Services should assess the impact of the transfer of the safety and security function to Facilities at the end of the first year. July 1998

FISCAL IMPACT

No additional costs are incurred by the district by moving budget authority for Safety and Security from Risk Management to Facilities.

FINDING

The Lee County School District has recently moved the full-time safety coordinator position from the Risk Management Department to the Facilities Department. The district is also paying \$342 per day for a second Safety Coordinator/Inspector via contract. This contracted position was formerly a full-time district position. This daily rate translates into an hourly rate of \$42.75. The present hourly rate for the district's Safety Coordinator/Inspector is \$22.34 (salary only). Incorporating benefits produces an hourly rate of \$31.60.

The district is presently paying over \$11.00 per hour more for the contracted Safety Coordinator/Inspector than it is paying for an employee Safety Coordinator/Inspector. In addition, the district is able to exercise less control over a contracted position than over a permanent position.

RECOMMENDATION

Recommendation 15-2:

Eliminate the full-time contracted Safety Coordinator/Inspector and establish second full-time Safety Coordinator/Inspector position within the district.

The contract for the Safety Coordinator/Inspector should not be renewed. A second internal Safety Coordinator/Inspector position should be created. Implementing this recommendation could reduce the overall costs to the district of having two internal Safety Coordinators/Inspectors.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent for Business and Administrative Services should seek Board approval for obtaining a second Safety Coordinator/Inspector position beginning at the time the existing contract for the non-employee Safety Coordinator/Inspector expires. Fall 1997
2. The board should approve the position. December 1997
3. The Assistant Superintendent for Business and Administrative Services should hire a Safety Coordinator/Inspector into the new position. Spring 1997

FISCAL IMPACT

Assuming 2,080 working hours per year, the total annual cost for the contracted safety coordinator/inspector is \$89,920. The total annual cost for the district's employee safety coordinator/inspector is about \$65,728 (2,080 times \$31.60/hour). Therefore, eliminating the contracted safety coordinator/inspector and establishing a permanent position could save the district about \$23,000 per year.

The table below presents the five-year cost savings for eliminating the contracted safety coordinator/inspector and establishing a permanent position. First year savings are projected at 50 percent.

Recommendation	1997-98	1998-99	1999-00	2000-01	2001-02
Eliminate Contracted Safety Coordinator	\$11,500	\$23,000	\$23,000	\$23,000	\$23,000

15.2 Management, Planning, and Services

To ensure a proactive approach to safety and security issues, it is necessary that a school district effectively manage its resources and aggressively plan for future situations. Effective management of and responsive planning for Safety and Security requires accurate and up-to-date information regarding the current and the future status of conditions in the district's schools and facilities. Safety inspections must be routine and thorough, procedures must be in place that facilitate quick reporting of emerging safety and security situations, and the response to identified situations must be prompt.

CURRENT SITUATION

The district conducts safety inspections of each school once a year. The district has recently improved its ability to respond more rapidly to safety issues by completing its inspection cycle and subsequent reporting process in time for the identified issues to be addressed in the next fiscal year's budget. For those safety issues that pose an immediate threat to the well-being of either students or staff, the district is prompt and thorough in the use of *Safety to Life* dollars to eliminate the threat. *Safety to Life* dollars are moneys that are available for quick response to eliminate immediate risks to the safety and well-being of students and staff.

Exhibit 15-2 displays the 1996-97 security budget for the Lee County School District.

**EXHIBIT 15-2
1996-97 SECURITY BUDGET
LEE COUNTY SCHOOL DISTRICT**

Vendor/Entity	Function	Dollars Budgeted
Weiser Security	Security Guards	\$259,000
Sheriff's Department	Special Events	\$75,000
Security Link	Monitoring Services	\$50,000
Security Link	Installation/Service	\$13,000
Sonitrol	Monitoring Services	\$140,000
Sonitrol	Installation/Service	\$67,000
Miscellaneous	Renewal of Alarm Permits, Etc.	\$10,575
Total		\$614,575

Source: Lee County School District, Security Budget 1996-97.

Approximately 42 percent or \$259,000 of the security budget for 1996-97 is for security guards at schools and at the central office. The second largest expenditure is \$190,000 paid to Security Link and Sonitrol for monitoring services. The third largest expenditure is \$80,000 to Security Link and Sonitrol for installation of and service to the monitoring systems that are in place.

FINDING

The Lee County School District is in the process of developing interlocal agreements with the 17 local fire districts in Lee County. These interlocal agreements will call for local fire inspectors to conduct fire inspections of district facilities. The agreement will also have fire inspectors involved in the reviewing of plans for new facilities, inspecting during construction, and conducting final inspections. If the interlocal agreement is established, the two safety coordinators/inspectors will be available to focus on sanitation and casualty (i.e., occupational) inspections.

COMMENDATION

The Lee County School District is commended for developing interlocal agreements with local fire districts to conduct fire inspections of district facilities.

FINDING

A safety issue exists at the Central Avenue warehouse site - the warehouse has no loading dock capabilities (i.e., it is a street level building). Consequently, staff are required to manually lift items to be stored at the warehouse. Staff report that days are missed as a result of constant lifting (e.g., sore backs).

RECOMMENDATION

Recommendation 15-4:

Ensure that the design of the newly constructed Canal Street (or the newly renovated/adapted warehouse space) is such that manual lifting is minimized.

This recommendation is related to Recommendation 12-6 in the chapter on Purchasing to move the Central Avenue warehouse to the Canal Street location. In Recommendation 12-6, the issue of designing the warehouse space so as to minimize manual lifting is addressed via the construction of a loading dock.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|------------------------|
| 1. The Assistant Superintendent for Business and Administrative Services should ensure that all plans for the warehouse space include the construction of a loading dock. | 1997-98
School Year |
|---|------------------------|

FISCAL IMPACT

No additional costs will be incurred by the Lee County School District to implement this recommendation; all costs associated with its implementation are already included in Recommendation 12-6.

FINDING

New schools and schools being remodeled are being designed/redesigned so that the administrative offices are the first area to be accessed by persons coming to the campus. In addition to channeling access to schools through administration, the district is in the process of limiting access to schools by securing the perimeters of the schools (i.e., fencing).

In response to principals prioritizing the security of their respective campuses, the district is in the process of fencing school property. In interviews, several principals stated that fencing has greatly reduced vandalism and the ability of unauthorized visitors to come onto campus. The district plans to continue securing perimeters of schools until all campuses where there have been security concerns are fenced.

COMMENDATION

The Lee County School District is commended for increasing the ability of school administrators to monitor access to their respective campus, and for addressing the concerns of principals regarding unrestricted access to schools.

FINDING

The Board is considered to be communicating ineffectively with the community about issues regarding campus safety and security. Survey data collected during the

diagnostic phase of the Performance Review of the Lee County School District revealed that the Board, at least to an extent, is perceived as ineffectively communicating with the public regarding safety and security issues. For example, there has been some negative public response to the fencing of schools. Diagnostic survey data indicate that the district was thought to be ineffective in its communication with the public as to why the fencing of schools is beneficial.

RECOMMENDATION

Recommendation 15-5:

Focus efforts on improving communication with the public about campus safety and security issues.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent for Business and Administrative Services should identify all current, as well as probable future safety and security issues with a recommendation that the district's Public Information Office become involved with the Board in developing a plan to effectively communicate with the public about these identified issues. July 1997
2. The Public Information Office should develop appropriate information documents. August 1997
3. The Superintendent should approve information products regarding current and future safety and security issues, and should ensure that they are disseminated to the public. August 1997

FISCAL IMPACT

No fiscal impact is associated with implementing this recommendation. All resources necessary for implementation already exist within the district.

FINDING

The Lee County School District has selected a consultant to address the issue of poor air quality in schools. Air quality has been identified as an issue at a number of district schools. Poor air quality has been reported to be the cause of physical complaints, such as headaches. The district has begun examining the schools where there have been complaints, and will then proceed through the rest of the district facilities over a five-year period.

RECOMMENDATION

Recommendation 15-6:

Continue working to eliminate any safety issues related to poor air quality conditions in district facilities.

Poor air quality can be a significant factor in the development of ongoing physical problems such as persistent respiratory problems and chronic headaches. The district should systematically address air quality in schools and facilities. Poor air quality in a particular room or rooms may be harmful to both students and staff.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|---------|
| 1. The Assistant Superintendent for Business and Administrative Services should ensure that the work to identify and eliminate safety issues related to air quality is accomplished. | Ongoing |
| 2. The Assistant Superintendent for Business and Administrative Services should periodically survey the schools at which air quality issues have been addressed to ensure that the efforts implemented continue to be effective in eliminating identified air quality issues. | Ongoing |

FISCAL IMPACT

No additional costs are associated with the district completing the work to identify and eliminate poor air quality problems and thus eliminate any associated safety risks. The district has already planned for this work to be completed.

FINDING

The district is taking a number of proactive steps to ensure that safety and security issues are managed effectively, and that identified problems are addressed quickly. Some of these proactive measures include:

- The district has recently begun generating action plans with corresponding cost estimates for each identified safety issue. The development of action plans with corresponding cost estimates for each identified safety issue greatly enhances accountability for quick and effective addressing of identified safety issues. Managers must ensure that safety issues are addressed as called for in a detailed action plan, and that adequate resources are allocated to the critical area of safety.
- The district is in the process of negotiating a three-year agreement with Service Master to obtain training and cleaning supplies for

district custodial staff. The training will address the safe handling of dangerous cleaning chemicals. Through such an agreement, the district is working to decrease the likelihood of accidents involving dangerous chemicals used for cleaning purposes by custodial staff.

- The district has a Site Safety Committee for each school and facility. The district's maintaining of Site Safety Committees enhances the ability of each school, and the district as a whole, to more effectively address ongoing and emerging safety issues. Each school's committee is headed-up by a member of the school's administration. Composition of a school's Site Safety Committee is to include a Site Safety Coordinator (an assistant principal), a kitchen representative, the building supervisor or lead custodian, a custodial representative, and a teacher representative. Responsibility of the Site Safety Committee is to identify areas of potential safety risks to students and staff at their respective school. The specific duties and responsibilities of a Site Safety Committee include:
 1. Meet a minimum of once every month during the academic year, and maintain written minutes of each meeting in the administrative files at each site.
 2. Maintain and post minutes on a bulletin board which is accessible to all employees.
 3. Evaluate all accidents and their investigations, that have occurred during the previous months and implement responsible measures to prevent a recurrence.
 4. Assist in conducting required practice emergency drills and actual emergency evacuations.
 5. Maintain a formal administrative safety file at the site for review by visiting staff members and safety inspectors.
 6. Assist site management in promoting safety awareness and co-worker participation through continuous improvements to the organization's safety program.
 7. Assist in monitoring safety education and training programs for all employees to ensure that safety training is taking place, and that it is effective.
 8. Assist in evaluating record keeping procedures to ensure that accident and injury records are controlled and properly maintained, are reviewed for trends and patterns, and that corrective action has been implemented successfully.

- The district has begun inspecting new construction for safety issues, whereas in the past, the district was waiting until new facilities were a year old. This is a more proactive approach to identifying safety issues in that issues may be identified before construction is complete, and therefore eliminated before the facility ever houses students or staff.
- The district is now on an earlier reporting schedule and consequently will be able to place a higher priority on addressing identified issues. Annual reporting of safety issues identified via inspections was previously produced too late in the budget year to make safety-related changes in that year.
- The district's Bicycle/Pedestrian Advisory Committee helps to determine whether hazardous walking conditions exist. The committee has input into the planning of roads and how they will impact new and existing district facilities.
- Via contract, the district is employing 18 to 20 security guards at schools where there have been security issues/problems.

COMMENDATION

The Lee County School District is commended for taking the identified proactive steps to ensure that safety and security issues are managed effectively and addressed quickly.

FINDING

Portable classroom buildings are not equipped with fire alarms. Currently, the intercom system is used to notify the occupants of portables of a fire drill or actual fire.

RECOMMENDATION

Recommendation 15-7:

Link each portable into the school's fire alarm system.

Incorporating portables in the district into the school's fire alarm system at which the portable is located is a necessary step to ensure the highest level of safety against fire for students and school personnel. When portables are not part of a school's regular fire alarm system, a second warning system must be initiated. In the event of a fire, valuable time may be lost by having to initiate a "secondary warning system."

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Director of Facilities should identify all portable classrooms in the district which need fire alarms. July 1997

- | | |
|---|----------------------------------|
| 2. The Director of Facilities should submit a plan to the Assistant Superintendent for Business and Administrative Services that calls for all portable classrooms in the district to be wired into the fire alarm system at each school. | Summer 1997 |
| 3. The Assistant Superintendent for Business and Administrative Services should approve the plan and submit it for Board approval. | August 1997 |
| 4. The Board should approve the plan. | September 1997 |
| 5. The Assistant Superintendent should ensure that the plan is implemented. | October 1997 |
| 6. All portable classrooms in the district should be wired into their respective fire alarm system. | 1997-98 and 1998-99 School Years |

FISCAL IMPACT

Additional costs to the district to connect all portable classrooms to their respective fire alarm system will consist of costs for materials. Approximately 40 of the district's schools require portables to be linked to the fire alarm systems at those schools. An annunciation panel, the panel from which the portables would be monitored, is required for each of these sites. The cost per panel is approximately \$2,000; this equates to 40 times \$2,000 or \$80,000 for 40 panels. About 200 portables would be affected at a cost of approximately \$300 per portable to actually link to the fire alarm system. This is an installation charge of approximately \$60,000. This produces a total expenditure over a two-year period of \$140,000.

Recommendation	1997-98	1998-99	1999-00	2000-01	2001-02
Link Portables to Fire Alarm System	(\$70,000)	(\$70,000)	0	0	0

FINDING

The district reported that the Fire Department wants the district to hold an in-service training day on fire safety. An in-service training on fire safety would help to increase the awareness of district staff regarding ways to reduce the risk of personal harm and property damage from fire, as well as awareness of what to do and what not to do in the event of an actual fire.

RECOMMENDATION

Recommendation 15-8:

Coordinate with the Fire Department to hold an in-service day on fire safety.

Increased exposure of district staff to basic fire safety has obvious benefits. Strengthening the relationship between the district and the Fire Department may prove beneficial over time in numerous ways. For example, the Fire Department could

present fire fighting as a vocation to students, including having students spend time with the Fire Department during a “day in the life of a firefighter.”

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Safety Coordinator/Inspector should negotiate with the Fire Department to conduct one or more fire safety in-service trainings for district staff. July 1997

2. The Safety Coordinator/Inspector should coordinate with schools to schedule the in-service training. September 1997

3. The Safety Coordinator/Inspector should ensure that one or more fire safety in-service trainings are held. October 1997

FISCAL IMPACT

No costs are associated with coordinating with the Fire Department to conduct an in-service day on fire safety.

FINDING

The district maintains two security guards at the Adams Building. While the security guards appear to be effective at monitoring who enters and leaves the building, there is no capacity in place that would more thoroughly screen persons entering the building. Presently, visitors must identify who they are and the district staff person or persons they have come to see, sign in, and receive a visitor’s badge. The guards may not both be at the public’s main entrance into the building at the same time; one security guard may be making rounds.

RECOMMENDATION

Recommendation 15-9:

Enhance the district’s attempt to provide a secure working environment for the central office by implementing a waiting area.

A waiting area would require that district staff be notified if someone is waiting to see them. This notification would include identification of the person and reason for the person’s visit.

Implementation of a waiting area for persons entering the central office would increase the level of security for Lee County central office staff. A waiting area would allow for notification of staff that an identified person is waiting to see them for a specific purpose. The waiting area allows for some limited observation of individuals waiting to see a district staff person.

Successful implementation of a waiting area in the central office requires the following:

- a physical space layout be developed that provides a waiting area at the public entrance into the Adams Building;
- a protocol be developed that includes the identification of persons wishing to see a district staff person, along with the stated purpose for their visit; specifies the procedure for contacting/locating the staff person and notifying them that a visitor is in the waiting area; and indicates a course of action in the event the visitor acts in such a way as it is reasonable to believe that he/she intends harm to people or property in the Adams Building.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|---------------|
| 1. The Assistant Superintendent for Business and Administrative Services should develop a physical space layout incorporating a waiting area in the entrance to the central office. | July 1997 |
| 2. The Assistant Superintendent for Business and Administrative Services should strengthen the security procedures for identifying persons wishing to see a district staff person. | August 1997 |
| 3. The physical layout in the entry area of the Adams building should be changed in accordance with the physical layout plan. | October 1997 |
| 4. The security guards and district staff housed in the Adams building should be trained on the new protocol. | November 1997 |
| 5. The new procedures should be implemented. | December 1997 |
| 6. District staff located at the Adams Building should be surveyed by the Assistant Superintendent for Business and Administrative Services to assess the new procedures. Appropriate changes should be made based on employee feedback. | Spring 1998 |

FISCAL IMPACT

No additional costs would be incurred by the district to implement a waiting area for visitors to the Adams Building.

FINDING

The district is considering monitoring an in-house security system and fire system. The security and fire monitoring system currently in place are owned by the district. The platform from which to efficiently and effectively monitor is the energy management system that is now in place in the district.

Current technology allows for efficiencies to be realized across multiple types of electronic surveillance. Electronic surveillance of a school for security monitoring, fire monitoring, and energy management can all operate from one platform. Utilizing one platform, and performing the actual monitoring using district staff, can save the district dollars that it currently spends on separate vendors who perform electronic monitoring tasks for the district.

Presently, the Lee County School District budgets \$190,000 annually to two different vendors for electronic monitoring services. Exhibit 15-3 displays the information regarding the contracts with these vendors.

**EXHIBIT 15-3
1996-97 DOLLARS BUDGETED FOR
ELECTRONIC MONITORING SERVICES
LEE COUNTY SCHOOL DISTRICT**

Vendor	Dollars Budgeted
Security Link	\$50,000
Sonitrol	\$140,000
Total	\$190,000

Source: Lee County School District, Security Budget 1996-97.

RECOMMENDATION

Recommendation 15-10:

Perform security system and fire system monitoring in-house using the existing energy management system as the platform from which to base the monitoring.

Conducting electronic monitoring services internally will require that the district allocate staff time to the actual monitoring function. However, the cost of assigning staff to this task should be well within the current expenditures for monitoring services.

The process of transitioning from the contracted security system monitoring to the in-house monitoring should occur during the 1997-98 school year. Important to note is that schools and facilities will have to be transferred one at a time. This will serve to reduce or eliminate the time that any one school or facility is not on-line. Due to this gradual transition, negotiations should be held with Security Link and Sonitrol that provide for a reduced contract during 1997-98. Throughout the year, fewer and fewer schools should be on-line with either Security Link or Sonitrol; therefore, those contracts should call for reduced payments to the vendors over the course of the year.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent for Business and Administrative Services should develop a detailed plan for incorporating all security and fire monitoring into the present energy management system. July 1997

2. Once this plan is finished, the Assistant Superintendent should develop implementation activities that assign specific tasks to individual district staff. August 1997

3. The Assistant Superintendent should submit the implementation plan to the Board for approval. September 1997

4. The Board should approve the plan. October 1997

5. The Assistant Superintendent should begin negotiations with Security Link and Sonitrol for the cost of the transition period. Summer 1997

6. The Assistant Superintendent should oversee implementation of the transition, including ongoing effectiveness monitoring to ensure that the new in-house electronic monitoring function is working properly. 1997-98
School Year

7. The transition to in-house monitoring should be completed. All district schools and facilities should be monitored by the district itself. June 1998

FISCAL IMPACT

The five-year cost savings estimate presented below incorporates the following:

- In 1997-98: a \$95,000 reduction in costs as a result of decreasing contracting with Security Link and Sonitrol over the course of 1997-98; an expenditure (estimated) of \$100,000 to make the transition of the security and fire monitoring to the energy management system in the district's schools and facilities, as well as adaptation of the central location (in Facilities) where the actual monitoring of the systems will take place; and an expenditure of \$30,000 to pay for the cost of a position with the responsibility of staffing the monitoring station. The equipment is owned by the district.

- In 1998-99 through 2001-02: a \$190,000 reduction in costs as a result of not contracting with Security Link and Sonitrol, and an expenditure of \$30,000 to pay for the cost of a position with the responsibility of staffing the monitoring station.

Recommendation	1997-98	1998-99	1999-00	2000-01	2001-02
Conduct Monitoring In-house	(\$35,000)	\$160,000	\$160,000	\$160,000	\$160,000

15.3 School Discipline

The task of establishing and maintaining a safe and secure environment in which teachers can teach and students can learn requires comprehensive planning, and appropriate policies and programs that address the needs of all Lee County School District's students. A critical aspect of the district's approach to student discipline is the Code of Conduct for students. At the beginning of the 1996-97 school year, the district specifically instructed schools to use the Code to accomplish the following:

- make each student aware of his/her self-worth as well as his/her responsibilities and rights;
- make each student aware of the behaviors that constitute infractions of the Code; and
- make each student aware of the consequences for breaking the rules contained in the code.

For those students who have had either ongoing infractions or some type of relatively major infraction, the Lee County School District operates alternative education programs for middle school and high school students.

CURRENT SITUATION

Exhibit 15-4 presents data on several key indicators of the rate of student discipline issues in the Lee County School District for 1991-92 through 1995-96.

**EXHIBIT 15-4
STUDENT DISCIPLINE INDICATORS
LEE COUNTY SCHOOL DISTRICT
1991-92 THROUGH 1995-96**

YEAR	4TH QUARTER STUDENT ENROLLMENT	NUMBER OF SUSPENSIONS	NUMBER OF INDIVIDUALS SUSPENDED	NUMBER OF STUDENTS EXPELLED	NUMBER OF CAMPUS FELONIES/ ALTERNATIVE PLACEMENT REQUESTS
1991-92	43,945	10,488	4,679	13	NA
1992-93	45,056	10,210	4,831	17	22
1993-94	46,315	10,848	4,672	10	25
1994-95	48,209	11,156	5,273	8	135
1995-96	50,833*	10,628	5,113	10	177

Source: Lee County School District, 1996-97.

*Total includes non-FTE countable pre-k students

The exhibit includes the number of actual suspensions, the number of students who were suspended, the number of students who were expelled from school, and the number of off-campus felonies/alternative placement requests. An alternative placement request results from an off-campus felony being committed by a student.

Exhibit 15-5 indicates the percentage of Lee County School District students who were suspended between 1991-92 and 1995-96.

**EXHIBIT 15-5
PERCENTAGE OF STUDENTS SUSPENDED IN THE
LEE COUNTY SCHOOL DISTRICT
1991-92 TO 1995-96**

Year	Number Enrolled	Year-To-Year Change	Percentage Change	Number Suspended	Year-To-Year Change	Percentage Change	Overall Percentage Suspended
1991-92	43,945	NA	NA	4,679	NA	NA	10.7%
1992-93	45,056	+1,111	2.3%	4,831	152	3.3%	10.7%
1993-94	46,315	+1,259	2.8%	4,672	(159)	(3.3)%	10.1%
1994-95	48,209	+1,894	4.1%	5,273	601	12.9%	10.9%
1995-96	50,833	+2,624	5.4%	5,113	(160)	3.0%	9.9%

Source: Lee County School District, 1996-97.

As can be seen, on a year-to-year basis, with the exception of 1994-95, the percentage of students being suspended fluctuated by approximately three percent. Over the five-year period, the overall percentage of students suspended has remained fairly constant, ranging from 9.9 percent in 1995-96 to 10.7 percent in 1991-92 and 1992-93.

FINDING

Inconsistent implementation of discipline programs is occurring at some schools. Survey data collected during the diagnostic phase of the Performance Review of the Lee County School District revealed that some teachers consider the inconsistent implementation of discipline programs as a problem. For example, arbitrary variations exist in the length of time that a student is to remain in time-out for a disciplinary infraction.

RECOMMENDATION

Recommendation 15-11:

Promote consistent implementation of discipline programs at individual schools.

Inconsistent implementation of discipline programs can completely undermine the effectiveness of all efforts to maintain student discipline. It is of the utmost importance that school principals ensure that teachers and staff are consistently implementing established discipline measures. Those schools within the district where discipline

measures are not being consistently implemented must be identified and the principals of those schools must be made aware of the necessity of ensuring consistent implementation of all discipline measures that have been deemed appropriate.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|---------------|
| 1. The Superintendent should conduct a survey of all teachers in the district to determine the extent to which discipline measures are inconsistently implemented in schools. | October 1997 |
| 2. The Superintendent should review the feedback received from the teacher survey. | November 1997 |
| 3. Based on the results of the teacher survey, the Superintendent should meet with the principals of those schools where inconsistent use of discipline procedures is perceived to be a problem. | January 1998 |

FISCAL IMPACT

No additional costs accrue to the district as a result of implementing this recommendation.

16.0 SUMMARY OF POTENTIAL COSTS AND SAVINGS

Based on analyses of data obtained from interviews, surveys, community input, state and local documents, and first-hand observations in the Lee County School District, the MGT team developed about 200 recommendations for this report. About one-third of the recommendations have fiscal implications and are summarized in this chapter. **It is important to keep in mind that the identified cost savings are incremental and cumulative.**

MGT identified total gross savings of \$29.7 million that could be realized by the Lee County School District over the next five years (school years 1997-98 to 2001-02) if the recommendations are implemented. The recommendations include investment opportunities of \$897,335 in fiscal 1998 and total investment opportunities of \$5.4 million over the next five years.

As shown below, and in detail in Exhibit 16-2, full implementation of the recommendations in this report could produce net savings of nearly \$2.8 million in the next year. The Lee County School District could achieve total net savings of almost \$25.1 million by the 2001-02 school year if all recommendations are implemented.

EXHIBIT 16-1 SUMMARY OF NET SAVINGS

Year Savings Begin		Total
1997-1998	Initial Annual Net Savings	\$2,756,729
1998-1999	Annual Net Savings	\$4,718,389
1999-2000	Annual Net Saving	\$5,382,871
2000-2001	Annual Net Savings	\$5,671,252
2001-2002	Annual Net Savings	\$5,793,234
	One-Time (Cost) Savings	\$772,700
TOTAL NET SAVINGS PROJECTED FOR 1997-2002		\$25,095,175

It is important to keep in mind that only recommendations with fiscal impact are identified in this chapter. Many additional recommendations to improve the efficiency and effectiveness of the district are contained in Chapters 4 through 15.

Implementation strategies, timelines and fiscal impacts follow each recommendation in this report. The implementation section associated with each recommendation identifies specific actions to be taken. Some recommendations should be implemented immediately, some over the next year or two and others over several years.

MGT recommends that the School Board ask Lee County administrators to give each of these recommendations their most serious consideration, develop a plan to proceed with their implementation, and a system to monitor subsequent progress.

EXHIBIT 16-2
SUMMARY OF POTENTIAL SAVINGS AND COSTS IN LEE COUNTY

CHAPTER REFERENCE		Annual (Costs) or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
		1997-1998	1998-1999	1999-2000	2000-2001	2001-2002		
Chapter 4: School District Organization and Management								
4-1	Provide Board Training (p.4-8)	(\$10,000)	(\$10,000)	(\$10,000)	(\$10,000)	(\$10,000)	(\$50,000)	
4-9	Reduce Hard Copies (p.4-22)	\$480	\$480	\$480	\$480	\$480	\$2,400	
4-11	Eliminate Two Assistant Superintendents (p.4-35)	\$98,852	\$197,703	\$197,703	\$197,703	\$197,703	\$889,664	
4-11	Hire a Chief Financial Officer (p.4-35)	(\$41,600)	(\$83,200)	(\$83,200)	(\$83,200)	(\$83,200)	(\$374,400)	
4-11	Hire a Legislative Liaison (p.4-35)	(\$32,000)	(\$64,000)	(\$64,000)	(\$64,000)	(\$64,000)	(\$288,000)	
4-11	Eliminate the Director of Operations (p.4-35)	\$46,002	\$92,003	\$92,003	\$92,003	\$92,003	\$414,014	
4-11	Eliminate the Executive Director of Curriculum and School Improvement (p.4-35)	\$48,357	\$96,714	\$96,714	\$96,714	\$96,714	\$435,213	
4-11	Hire Executive Director of Human Resources (p.4-35)	(\$41,600)	(\$83,200)	(\$83,200)	(\$83,200)	(\$83,200)	(\$374,400)	
4-12	Reduce Stipends (p.4-37)	\$25,770	\$51,540	\$51,540	\$51,540	\$51,540	\$231,930	
4-13	Eliminate Secretary (p.4-37)	\$21,934	\$43,868	\$43,868	\$43,868	\$43,868	\$197,406	
4-14	Reduce Consultant Fees (p.4-44)	\$6,000	\$12,000	\$12,000	\$12,000	\$12,000	\$54,000	
4-14	Hire Program Evaluator (p.4-44)	(\$32,000)	(\$64,000)	(\$64,000)	(\$64,000)	(\$64,000)	(\$288,000)	
4-14	Hire an Assistant Coordinator of Choice Planning (p.4-44)	(\$32,000)	(\$64,000)	(\$64,000)	(\$64,000)	(\$64,000)	(\$288,000)	
4-14	Reclassify Grant Specialist as Coordinator (p.4-44)	(\$8,118)	(\$16,235)	(\$16,235)	(\$16,235)	(\$16,235)	(\$73,058)	
4-21	Reduce Legal Costs Related to Labor (p.4-56)	\$38,500	\$77,000	\$77,000	\$77,000	\$77,000	\$346,500	
4-24	Reduce Student Hearings (p.4-58)	\$4,250	\$4,250	\$4,250	\$4,250	\$4,250	\$21,250	
4-25	Reduce Transcripts (p.4-59)	\$4,500	\$4,500	\$4,500	\$4,500	\$4,500	\$22,500	
4-28	Hire Coordinator for School Improvement (p.4-68)	(\$13,000)	(\$13,000)	(\$13,000)	(\$13,000)	(\$13,000)	(\$65,000)	
4-44	Reduce Assistant Principals (p.4-91)	\$0	\$166,062	\$166,062	\$166,062	\$166,062	\$664,248	
Chapter 5: Educational Service Delivery								
5-9	Eliminate Director of Curriculum Services (p.5-25)	\$37,327	\$74,655	\$74,655	\$74,655	\$74,655	\$335,947	
5-10	Eliminate Three Secretarial Positions (p.5-25)	\$57,600	\$115,200	\$115,200	\$115,200	\$115,200	\$518,400	
5-15	Eliminate two Generalists Positions (p.5-37)	\$44,737	\$89,474	\$89,474	\$89,474	\$89,474	\$402,633	
5-15	Hire a Mathematics School Improvement Specialist (p.5-37)	(\$20,451)	(\$40,902)	(\$40,902)	(\$40,902)	(\$40,902)	(\$184,059)	
5-15	Hire an Instructional Strategies and Curriculum Development Specialist (p.5-37)	(\$20,451)	(\$40,902)	(\$40,902)	(\$40,902)	(\$40,902)	(\$184,059)	
5-18	Eliminate a Generalist Position (p.5-42)	\$22,369	\$44,737	\$44,737	\$44,737	\$44,737	\$201,317	
5-18	Hire a Language Arts School Improvement Specialist (p.5-42)	(\$20,451)	(\$40,902)	(\$40,902)	(\$40,902)	(\$40,902)	(\$184,059)	
5-18	Hire a Mathematics School Improvement Specialist (p.5-42)	(\$20,451)	(\$40,902)	(\$40,902)	(\$40,902)	(\$40,902)	(\$184,059)	

EXHIBIT 16-2 (Continued)
SUMMARY OF POTENTIAL SAVINGS AND COSTS IN LEE COUNTY

CHAPTER REFERENCE	Annual (Costs) or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
	1997-1998	1998-1999	1999-2000	2000-2001	2001-2002		
5-18	Hire a Curriculum Development Specialist (p.5-42)	(\$20,451)	(\$40,902)	(\$40,902)	(\$40,902)	(\$40,902)	(\$184,059)
5-28	Hire a Director of Special Programs (p.5-66)	(\$29,172)	(\$58,344)	(\$58,344)	(\$58,344)	(\$58,344)	(\$262,548)
5-28	Eliminate the Director of ESE (p.5-66)	\$29,172	\$58,344	\$58,344	\$58,344	\$58,344	\$262,548
5-28	Hire Coordinator of ESE (p.5-66)	(\$22,369)	(\$44,737)	(\$44,737)	(\$44,737)	(\$44,737)	(\$201,317)
5-28	Change five ESE Coordinators to Specialists (p.5-66)	\$8,118	\$16,235	\$16,235	\$16,235	\$16,235	\$73,058
5-28	Extend ESE Specialists to 12-Month Contract (p.5-66)	(\$12,508)	(\$25,016)	(\$25,016)	(\$25,016)	(\$25,016)	(\$112,572)
5-28	Eliminate one Title I TSA (p.5-66)	\$23,756	\$47,512	\$47,512	\$47,512	\$47,512	\$213,804
5-28	Hire Dropout Prevention Specialist (p.5-66)	(\$20,451)	(\$40,902)	(\$40,902)	(\$40,902)	(\$40,902)	(\$184,059)
5-33	Change Director to Coordinator (p.5-75)	\$6,803	\$13,606	\$13,606	\$13,606	\$13,606	\$61,227
5-33	Change Coordinator to Specialist (p.5-75)	\$1,624	\$3,247	\$3,247	\$3,247	\$3,247	\$14,612
5-35	Hire Program Specialist (p.5-80)	(\$20,480)	(\$40,960)	(\$40,960)	(\$40,960)	(\$40,960)	(\$184,320)
5-36	Generate Revenue for Community Education (p.5-84)	\$170,000	\$170,000	\$170,000	\$170,000	\$170,000	\$850,000
5-40	Hire a Library/Media Coordinator (p.5-89)	(\$27,520)	(\$55,040)	(\$55,040)	(\$55,040)	(\$55,040)	(\$247,680)
Chapter 6: Personnel Management							
6-1	Eliminate Two Personnel Specialist (p.6-7)	\$0	\$56,302	\$56,302	\$56,302	\$56,302	\$225,208
6-3	Eliminate Secretarial Position (p.6-9)	\$21,545	\$28,727	\$28,727	\$28,727	\$28,727	\$136,453
6-4	Eliminate Coordinator Position (p.6-10)	\$34,960	\$69,919	\$69,919	\$69,919	\$69,919	\$314,636
6-5	Conduct Salary Study (p.6-12)	\$0	\$0	\$0	\$0	\$0	\$0
6-6	Develop Procedural Manual (p.6-14)	\$0	\$0	\$0	\$0	\$0	\$0
6-7	Develop Handbook (p.6-16)	\$0	\$0	\$0	\$0	\$0	\$0
6-16	Eliminate One Secretary (p.6-35)	\$21,545	\$28,727	\$28,727	\$28,727	\$28,727	\$136,453
Chapter 7: Community Involvement							
	NO FISCAL IMPACT						
Chapter 8: Facilities Use and Management							
8-1	Combine Departments (p.8-4)	\$29,323	\$29,323	\$29,323	\$29,323	\$29,323	\$146,615
8-3	Employ Construction Management Firm (p.8-15)	\$138,740	\$138,740	\$138,740	\$138,740	\$138,740	\$693,700
8-7	Institute Preventive Maintenance Program (p.8-22)	\$0	\$50,000	\$100,000	\$150,000	\$200,000	\$500,000
8-8	Implement Training Program (p.8-25)	(\$134,400)	(\$179,200)	(\$179,200)	(\$179,200)	(\$179,200)	(\$851,200)
8-9	Implement Passive Order System (p.8-26)	\$47,250	\$94,500	\$94,500	\$94,500	\$94,500	\$425,250
8-10	Reduce Custodians (p.8-29)	\$464,200	\$928,400	\$1,392,600	\$1,392,600	\$1,392,600	\$5,570,400
8-11	Employ Conservation Educator (p.8-32)	(\$51,200)	\$315,766	\$315,766	\$315,766	\$315,766	\$1,211,864

EXHIBIT 16-2 (Continued)
SUMMARY OF POTENTIAL SAVINGS AND COSTS IN LEE COUNTY

CHAPTER REFERENCE	Annual (Costs) or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
	1997-1998	1998-1999	1999-2000	2000-2001	2001-2002		
Chapter 9: Asset and Risk Management							
	NO FISCAL IMPACT						
Chapter 10: Financial Management							
10-2	Hire Temporary Personnel (p.10-11)	\$0	\$0	\$0	\$0	\$0	(\$1,300)
10-4	Increase Room Rental Fees (p.10-15)	\$60,000	\$60,000	\$60,000	\$60,000	\$60,000	\$300,000
10-7	Eliminate Free Meals in Headstart Centers (p.10-18)	\$36,000	\$36,000	\$36,000	\$36,000	\$36,000	\$180,000
Chapter 11: Administrative and Instructional Technology							
11-9	Acquire New Applications (p.11-21)	\$0	\$0	\$0	\$0	\$0	(\$250,000)
Chapter 12: Purchasing and Warehousing							
12-1	Eliminate Eight Purchasing Positions (p.12-8)	\$158,322	\$316,643	\$316,643	\$316,643	\$316,643	\$1,424,894
12-4	Standardize Classroom Furniture Purchases (p.12-21)	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	\$500,000
12-5	Retain Useable Furniture (p.12-22)	\$125,000	\$125,000	\$125,000	\$125,000	\$125,000	\$625,000
12-6	Build Warehouse Space (p.12-25)	\$0	\$0	\$0	\$0	\$0	(\$485,000)
12-7	Install Bar Coding System (p.12-26)	\$0	\$0	\$0	\$0	\$0	(\$50,000)
12-8	Use Permanent Storage Space (p.12-27)	\$0	\$0	\$8,300	\$8,300	\$8,300	\$24,900
12-9	Discontinue Stocking of Items (p.12-28)	\$18,594	\$18,594	\$18,594	\$18,594	\$18,594	\$92,970
12-12	Centralize the Delivery Function (p.12-34)	\$25,440	\$25,440	\$25,440	\$25,440	\$25,440	\$127,200
Chapter 13: Transportation							
13-1	Eliminate Stand-By Time (p.13-9)	\$399,600	\$399,600	\$399,600	\$399,600	\$399,600	\$1,998,000
13-2	Reorganize the Transportation Department (p.13-12)	\$113,420	\$151,228	\$151,228	\$151,228	\$151,228	\$718,332
13-3	Advertise Vacant Operator Positions (p.13-14)	(\$12,000)	(\$12,000)	(\$12,000)	(\$12,000)	(\$12,000)	(\$60,000)
13-4	Provide Operator Incentive Program (p.13-16)	(\$21,000)	(\$21,000)	(\$21,000)	(\$21,000)	(\$21,000)	(\$105,000)
13-4	Retain Trained Operators (p.13-16)	\$21,000	\$21,000	\$21,000	\$21,000	\$21,000	\$105,000
13-5	Sell Surplus Buses (p.13-18)	\$0	\$62,000	\$62,000	\$62,000	\$62,000	\$248,000
13-7	Eliminate Purchase of 26 Buses (p.13-22)	\$0	\$0	\$0	\$0	\$0	\$0
13-7	Eliminate 26 Bus Operator Positions (p.13-22)	\$429,437	\$429,437	\$429,437	\$429,437	\$429,437	\$2,147,185
13-7	Eliminate One Mechanic Position (p.13-22)	\$30,458	\$30,458	\$30,458	\$30,458	\$30,458	\$152,290
13-7	Decrease Maintenance Requirements and Fuel Purchases (p.13-22)	\$140,400	\$140,400	\$140,400	\$140,400	\$140,400	\$702,000
13-8	Eliminate Purchase of 14 Buses (p.13-35)	\$0	\$0	\$0	\$0	\$0	\$0
13-8	Eliminate 14 Bus Operator Positions (p.13-35)	\$231,235	\$231,235	\$231,235	\$231,235	\$231,235	\$1,156,175
13-8	Decrease Maintenance Requirements and Fuel Purchases (p.13-35)	\$75,600	\$75,600	\$75,600	\$75,600	\$75,600	\$378,000

EXHIBIT 16-2 (Continued)
SUMMARY OF POTENTIAL SAVINGS AND COSTS IN LEE COUNTY

CHAPTER REFERENCE	Annual (Costs) or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
	1997-1998	1998-1999	1999-2000	2000-2001	2001-2002		
13-9	Eliminate T1 Communication Lines (p.13-36)	\$28,800	\$28,800	\$28,800	\$28,800	\$28,800	\$144,000
13-10	Use MapNet Capability (p.13-37)	\$173,696	\$173,696	\$173,696	\$173,696	\$173,696	\$868,480
13-12	Construct Maintenance Bays (p.13-42)	\$0	\$0	\$0	\$0	\$0	(\$100,000)
13-12	Increase Productivity of East Mechanics (p.13-42)	\$18,275	\$18,275	\$18,275	\$18,275	\$18,275	\$91,375
13-12	Locate Portable for Office and Storage Use (p.13-42)	\$0	\$0	\$0	\$0	\$0	(\$15,000)
13-12	Sell Two Buses (p.13-42)	\$0	\$0	\$0	\$0	\$0	\$2,000
13-12	Transport South Buses for Periodic Maintenance (p.13-42)	(\$56,534)	(\$56,534)	(\$56,534)	(\$56,534)	(\$56,534)	(\$282,670)
13-12	Increase Productivity of South Mechanics (p.13-42)	\$18,275	\$18,275	\$18,275	\$18,275	\$18,275	\$91,375
13-13	Modify Shop Rate to Reflect Maintenance Costs (p.13-43)	\$14,470	\$14,470	\$14,470	\$14,470	\$14,470	\$72,350
Chapter 14: Food Service							
14-1	Increase Student Lunch Participation (p.14-13)	\$0	\$7,580	\$15,160	\$22,740	\$30,320	\$75,800
14-2	Implement Breakfast Program at Secondary Schools (p.14-16)	\$0	\$6,156	\$12,312	\$18,468	\$24,624	\$61,560
14-3	Continue to Convert Full-time to Part-time Positions (p.14-18)	\$0	\$58,246	\$116,492	\$174,737	\$232,983	\$582,458
14-4	Discontinue Separate Staff Menus and Serving Lines (p.14-20)	\$0	\$144,900	\$144,900	\$144,900	\$144,900	\$579,600
14-5	Discontinue Subsidy for Central Office Snack Bar (p.14-22)	\$0	\$30,000	\$30,000	\$30,000	\$30,000	\$120,000
14-10	Formalize Capital Budgeting (p.14-30)	(\$101,300)	(\$101,300)	(\$101,300)	(\$101,300)	(\$101,300)	(\$506,500)
Chapter 15: Safety and Security							
15-2	Eliminate Contracted Safety Coordinator (p.15-4)	\$11,500	\$23,000	\$23,000	\$23,000	\$23,000	\$103,500
15-7	Link Portables to Fire Alarm System (p.15-11)	(\$70,000)	(\$70,000)	\$0	\$0	\$0	(\$140,000)
15-10	Conduct Monitoring In-house (p.15-16)	(\$35,000)	\$160,000	\$160,000	\$160,000	\$160,000	\$605,000
TOTAL SAVINGS		\$3,654,064	\$5,967,223	\$6,561,705	\$6,683,686	\$6,805,668	\$29,672,346
TOTAL (COSTS)		(\$897,335)	(\$1,248,834)	(\$1,178,834)	(\$1,012,434)	(\$1,012,434)	(\$5,349,871)
TOTAL ONE-TIME SAVINGS (COSTS)							\$772,700
TOTAL NET SAVINGS		\$2,756,729	\$4,718,389	\$5,382,871	\$5,671,252	\$5,793,234	\$24,322,475

**APPENDIX A:
SURVEY INSTRUMENTS**

PERFORMANCE REVIEW OF THE LEE COUNTY SCHOOL DISTRICT

DISTRICT ADMINISTRATOR SURVEY

No attempt will be made to identify individual district administrators in this survey. Please mail your completed survey directly to MGT of America by January 17, 1997 as directed on page 7.

PART A:

DIRECTIONS: For items 1-8, please place a check (✓) on the blank line that completes the statement or answers the question. For items 9 and 10, please write in the numbers.

1. I think the overall quality of public education in Lee County School District is:
- _____ Excellent
_____ Good
_____ Fair
_____ Poor
_____ Don't Know
2. I think the overall quality of education in Lee County School District is:
- _____ Improving
_____ Staying the Same
_____ Getting Worse
_____ Don't Know

Students are often given the grades A, B, C, D and F to denote the quality of their work. Suppose teachers and administrators were graded the same way.

3. In general, what grade would you give the teachers in Lee County School District?
- _____ A
_____ B
_____ C
_____ D
_____ F
_____ Don't Know
4. In general, what grade would you give the school-level administrators in Lee County School District?
- _____ A
_____ B
_____ C
_____ D
_____ F
_____ Don't Know
5. In general, what grade would you give the district-level administrators in the Lee County School District?
- _____ A
_____ B
_____ C
_____ D
_____ F
_____ Don't Know
6. In what area of the district office do you work this year?
- _____ Human Resources
_____ Business Services
_____ Curriculum and Instruction
_____ Student Support Services
_____ Facilities/Transportation
_____ Other (Please categorize)

7. I am a:
- _____ Female _____ Male
8. What is your race/ethnic group?
- _____ White _____ Black
_____ Hispanic _____ Asian
_____ Other
10. How long have you worked in the Lee County School District?
- _____ Years
- 9a. How long have you been in your current position in the Lee County School District?
- _____ Years
- 9b. How long have you been in a similar position in the Lee County School District?
- _____ Years

PART B:

DIRECTIONS: Please indicate whether you strongly agree (SA), agree (A), neither agree or disagree (N), disagree (D), or strongly disagree (SD) with each statement. Please circle the appropriate response (SA, A, N, D, SD) located to the right of each item. If you feel you do not have enough information to give an opinion, circle the don't know (DK) response.

- | | | | | | | |
|---|----|---|---|---|----|----|
| 1. The emphasis on learning in Lee County School District has increased in recent years. | SA | A | N | D | SD | DK |
| 2. Lee County schools are safe and secure from crime. | SA | A | N | D | SD | DK |
| 3. Our schools do not effectively handle misbehavior problems. | SA | A | N | D | SD | DK |
| 4. Our schools have sufficient space and facilities to support the instructional programs. | SA | A | N | D | SD | DK |
| 5. Our schools do not have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics. | SA | A | N | D | SD | DK |
| 6. Our schools can be described as "good places to learn." | SA | A | N | D | SD | DK |
| 7. There is administrative support for controlling student behavior in our schools. | SA | A | N | D | SD | DK |
| 8. Most students in our schools are motivated to learn. | SA | A | N | D | SD | DK |
| 9. Lessons are organized to meet students' needs. | SA | A | N | D | SD | DK |
| 10. The curriculum is broad and challenging for most students. | SA | A | N | D | SD | DK |
| 11. There is little a teacher can do to overcome education problems due to a student's home life. | SA | A | N | D | SD | DK |
| 12. Teachers in our schools know the material they teach. | SA | A | N | D | SD | DK |
| 13. Teachers in our schools care about students' needs. | SA | A | N | D | SD | DK |
| 14. Teachers expect students to do their very best. | SA | A | N | D | SD | DK |
| 15. Principals and assistant principals in our schools care about students' needs. | SA | A | N | D | SD | DK |
| 16. In general, parents do not take responsibility for their children's behavior in our schools. | SA | A | N | D | SD | DK |
| 17. Parents in this district are satisfied with the education their children are receiving. | SA | A | N | D | SD | DK |
| 18. Most parents really don't seem to know what goes on in our schools. | SA | A | N | D | SD | DK |
| 19. Parents play an active role in decision-making in my school. | SA | A | N | D | SD | DK |
| 20. This community really cares about its children's education. | SA | A | N | D | SD | DK |
| 21. Taxpayer dollars are being used wisely to support public education in the Lee County School District. | SA | A | N | D | SD | DK |
| 22. Sufficient student services are provided in the Lee County School District (e.g., counseling, speech therapy, health) | SA | A | N | D | SD | DK |
| 23. Site-based management has been implemented effectively in the Lee County School District. | SA | A | N | D | SD | DK |

PART C:

DIRECTIONS: For each item, please indicate whether you feel the Lee County School District situation is excellent (E), good (G), fair (F), or poor (P). Please circle the appropriate response (E, G, F, P) located to the right of each item. If you feel you do not have enough information to give an opinion, circle the don't know (DK) response.

- | | | | | | |
|--|---|---|---|---|----|
| 1. School board members' knowledge of the educational needs of students in the Lee County School District. | E | G | F | P | DK |
| 2. School board members' knowledge of operations in the Lee County School District. | E | G | F | P | DK |
| 3. School board members' work at setting or revising policies for the Lee County School District. | E | G | F | P | DK |
| 4. The district school superintendents' work as the educational leader of the Lee County School District. | E | G | F | P | DK |
| 5. The district school superintendents' work as the chief administrator (manager) of the Lee County School District. | E | G | F | P | DK |
| 6. Principals' work as the instructional leaders of their schools. | E | G | F | P | DK |
| 7. Principals' work as the managers of the staff and teachers. | E | G | F | P | DK |
| 8. Teachers' work in meeting students' individual learning needs. | E | G | F | P | DK |
| 9. Teachers' work in communicating with parents. | E | G | F | P | DK |
| 10. Teachers' attitudes about their jobs. | E | G | F | P | DK |
| 11. Students' ability to learn. | E | G | F | P | DK |
| 12. The amount of time students spend on task learning in the classroom. | E | G | F | P | DK |
| 13. Parents' efforts in helping their children to do better in school. | E | G | F | P | DK |
| 14. Parents' participation in school activities and organizations. | E | G | F | P | DK |
| 15. How well students' test results are explained to parents. | E | G | F | P | DK |
| 16. The condition in which Lee County School District schools are kept. | E | G | F | P | DK |
| 17. How well relations are maintained with various groups in the community. | E | G | F | P | DK |
| 18. The opportunities provided by the district to improve the skills of teachers. | E | G | F | P | DK |
| 19. The opportunity provided by the district to improve the skills of school administrators. | E | G | F | P | DK |
| 20. The district's job of providing adequate instructional technology. | E | G | F | P | DK |
| 21. The district's use of technology for administrative purposes. | E | G | F | P | DK |

PART D: Work Environment. Please indicate your level of agreement or disagreement with each statement by placing an "X" in the appropriate column. (Definitions of Columns: SA = Strongly Agree; A = Agree; N = Neutral; D = Disagree; SD = Strongly Disagree; DK = Don't Know).

STATEMENT		SA	A	N	D	SD	DK
1.	I find the Lee County School District to be an exciting, challenging place to work.						
2.	The work standards and expectations in the Lee County School District are equal to or above those of most other school districts.						
3.	Lee County School District officials enforce high work standards.						
4.	Most Lee County School District teachers enforce high student learning standards.						
5.	Lee County School District teachers and administrators have excellent working relationships.						
6.	<u>Teachers</u> who do not meet expected work standards are disciplined.						
7.	<u>Staff</u> who do not meet expected work standards are disciplined.						
8.	<u>Teacher</u> promotions and pay increases are based upon individual performance.						
9.	<u>Staff</u> promotions and pay increases are based upon individual productivity.						
10.	I feel that I have the authority to adequately perform my job responsibilities.						
11.	I have adequate facilities in which to conduct my work.						
12.	I have adequate equipment and computer support to conduct my work.						
13.	The workloads are equitably distributed among teachers and among staff members.						
14.	No one knows or cares about the amount or quality of work that I perform.						
15.	Workload is evenly distributed.						
16.	The failure of Lee County School District officials to enforce high work standards results in poor quality work.						
17.	I often observe other teachers and/or staff socializing rather than working while on the job.						

PART E: Job Satisfaction. Please indicate your level of agreement or disagreement with each statement by placing an "X" in the appropriate column. (Definitions of Columns: SA = Strongly Agree; A = Agree; N = Neutral; D = Disagree; SD = Strongly Disagree; DK = Don't Know).

STATEMENT	SA	A	N	D	SD	DK
1. I am very satisfied with my job in the Lee County School District.						
2. I plan to make a career in the Lee County School District.						
3. I am actively looking for a job outside of the Lee County School District.						
4. Salary levels in the Lee County School District are competitive.						
5. I feel that my work is appreciated by my supervisor(s).						
6. I feel that I am an integral part of the Lee County School District team.						
7. I feel that there is no future for me in the Lee County School District.						
8. My salary level is adequate for my level of work and experience.						
9. I enjoy working in a culturally diverse environment.						

PART F: Administrative Structure and Practices. Please indicate your level of agreement or disagreement with each statement by placing an "X" in the appropriate column. (Definitions of Columns: SA = Strongly Agree; A = Agree; N = Neutral; D = Disagree; SD = Strongly Disagree; DK = Don't Know).

STATEMENT	SA	A	N	D	SD	DK
1. Most administrative practices in Lee County School District are highly effective and efficient.						
2. Administrative decisions are made quickly and decisively.						
3. Lee County School District administrators are easily accessible and open to input.						
4. Authority for administrative decisions are delegated to the lowest possible level.						
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.						
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.						
7. The extensive committee structure in Lee County School District ensures adequate input from teachers and staff on most important decisions.						
8. Lee County School District has too many committees.						
9. Lee County School District has too many layers of administrators.						
10. Most Lee County School District administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.						
11. Central Office Administrators are responsive to school needs.						
12. Central Office Administrators provide quality service to schools.						

PART G: Lee County School District Operations. Please indicate your opinion of the operations of each of the following district functions by placing an "X" in the appropriate column for each function.

District/Program Function	Should Be Eliminated	Needs Major Improvement	Needs Some Improvement	Adequate	Outstanding	Don't Know
a. Budgeting						
b. Strategic planning						
c. Curriculum planning						
d. Financial management and accounting						
e. Community relations						
f. Program evaluation, research, and assessment						
g. Instructional technology						
h. Pupil accounting						
i. Instructional coordination/supervision						
j. Instructional support						
k. Federal Program (e.g., Chapter I, Special Education) coordination						
l. Personnel recruitment						
m. Personnel selection						
n. Personnel evaluation						
o. Staff development						
p. Data processing						
q. Purchasing						
r. Law enforcement/security						
s. Plant maintenance						
t. Facilities planning						
u. Pupil transportation						
v. Food service						
w. Custodial services						
x. Risk management						
y. Administrative technology						

PART H: General Questions

DIRECTIONS: Please respond to each item as indicated. Please print your comments.

1. The overall operation of the Lee County School District is **(Check [✓] one)**.

- Highly efficient
- Above average in efficiency
- Less efficient than most other school districts
- Don't know

2. The operational efficiency of the Lee County School District could be improved by **(Check [✓] as many as apply)**:

- Offering fewer programs
- Increasing some class sizes
- Increasing teacher workload
- Reducing the number of administrators
- Reducing the number of support staff
- Privatizing some support services
- Joining with other districts to provide joint services (e.g., transportation, purchasing, maintenance, etc.)
- Taking advantage of more regional services
- Reducing the number of facilities operated by the district
- Other (please specify) _____

3. Do you have suggestions to improve the overall efficiency and effectiveness of the management and performance of the Lee County School District? Please attach an additional page or write on back with comments, if needed.

PLEASE RETURN YOUR COMPLETED SURVEY BY JANUARY 17, 1997 IN THE ATTACHED POSTAGE-PAID ENVELOPE TO:

**MGT of America, Inc.
Post Office Box 38430
Tallahassee, Florida 32315-9958**

THANK YOU FOR YOUR COOPERATION!

PERFORMANCE REVIEW OF THE LEE COUNTY SCHOOL DISTRICT

PRINCIPAL SURVEY

No attempt will be made to identify individual principals in this survey. Please mail your completed survey directly to MGT of America by January 17, 1997 as directed on page 7.

PART A:

DIRECTIONS: For items 1-8, please place a check (✓) on the blank line that completes the statement or answers the question. For items 9 and 10, please write in the numbers.

1. I think the overall quality of public education in Lee County School District is:
- _____ Excellent
_____ Good
_____ Fair
_____ Poor
_____ Don't Know
2. I think the overall quality of education in Lee County School District is:
- _____ Improving
_____ Staying the Same
_____ Getting Worse
_____ Don't Know

Students are often given the grades A, B, C, D and F to denote the quality of their work. Suppose teachers and administrators were graded the same way.

3. In general, what grade would you give the teachers in Lee County School District?
- _____ A
_____ B
_____ C
_____ D
_____ F
_____ Don't Know
4. In general, what grade would you give the school-level administrators in Lee County School District?
- _____ A
_____ B
_____ C
_____ D
_____ F
_____ Don't Know
5. In general, what grade would you give the district-level administrators in the Lee County School District?
- _____ A
_____ B
_____ C
_____ D
_____ F
_____ Don't Know
6. In what type of school do you work this year?
- _____ Elementary School
_____ Junior High/Middle School
_____ High School
_____ District Office
_____ Other (Please categorize) _____
7. I am a:
- _____ Female _____ Male
8. What is your race/ethnic group?
- _____ White
_____ Hispanic
_____ Other
_____ Black
_____ Asian
- 9a. How long have you been in your current position in the Lee County School District?
- _____ Years
- 9b. How long have you been in a similar position in the Lee County School District?
- _____ Years
10. How long have you worked in the Lee County School District?
- _____ Years

PART B:

DIRECTIONS: Please indicate whether you strongly agree (SA), agree (A), neither agree or disagree (N), disagree (D), or strongly disagree (SD) with each statement. Please circle the appropriate response (SA, A, N, D, SD) located to the right of each item. If you feel you do not have enough information to give an opinion, circle the don't know (DK) response.

- | | | | | | | |
|---|----|---|---|---|----|----|
| 1. The emphasis on learning in Lee County School District has increased in recent years. | SA | A | N | D | SD | DK |
| 2. Lee County schools are safe and secure from crime. | SA | A | N | D | SD | DK |
| 3. Our schools do not effectively handle misbehavior problems. | SA | A | N | D | SD | DK |
| 4. Our schools have sufficient space and facilities to support the instructional programs. | SA | A | N | D | SD | DK |
| 5. Our schools do not have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics. | SA | A | N | D | SD | DK |
| 6. Our schools can be described as "good places to learn." | SA | A | N | D | SD | DK |
| 7. There is administrative support for controlling student behavior in our schools. | SA | A | N | D | SD | DK |
| 8. Most students in our schools are motivated to learn. | SA | A | N | D | SD | DK |
| 9. Lessons are organized to meet students' needs. | SA | A | N | D | SD | DK |
| 10. The curriculum is broad and challenging for most students. | SA | A | N | D | SD | DK |
| 11. There is little a teacher can do to overcome education problems due to a student's home life. | SA | A | N | D | SD | DK |
| 12. Teachers in our schools know the material they teach. | SA | A | N | D | SD | DK |
| 13. Teachers in our schools care about students' needs. | SA | A | N | D | SD | DK |
| 14. Teachers expect students to do their very best. | SA | A | N | D | SD | DK |
| 15. Principals and assistant principals in our schools care about students' needs. | SA | A | N | D | SD | DK |
| 16. In general, parents do not take responsibility for their children's behavior in our schools. | SA | A | N | D | SD | DK |
| 17. Parents in this district are satisfied with the education their children are receiving. | SA | A | N | D | SD | DK |
| 18. Most parents really don't seem to know what goes on in our schools. | SA | A | N | D | SD | DK |
| 19. Parents play an active role in decision-making in my school. | SA | A | N | D | SD | DK |
| 20. This community really cares about its children's education. | SA | A | N | D | SD | DK |
| 21. Taxpayer dollars are being used wisely to support public education in the Lee County School District. | SA | A | N | D | SD | DK |
| 22. Sufficient student services are provided in the Lee County School District (e.g., counseling, speech therapy, health) | SA | A | N | D | SD | DK |
| 23. Site-based management has been implemented effectively in the Lee County School District. | SA | A | N | D | SD | DK |

PART C:

DIRECTIONS: For each item, please indicate whether you feel the Lee County School District situation is excellent (E), good (G), fair (F), or poor (P). Please circle the appropriate response (E, G, F, P) located to the right of each item. If you feel you do not have enough information to give an opinion, circle the don't know (DK) response.

- | | | | | | |
|--|---|---|---|---|----|
| 1. School board members' knowledge of the educational needs of students in the Lee County School District. | E | G | F | P | DK |
| 2. School board members' knowledge of operations in the Lee County School District. | E | G | F | P | DK |
| 3. School board members' work at setting or revising policies for the Lee County School District. | E | G | F | P | DK |
| 4. The district school superintendents' work as the educational leader of the Lee County School District. | E | G | F | P | DK |
| 5. The district school superintendents' work as the chief administrator (manager) of the Lee County School District. | E | G | F | P | DK |
| 6. Principals' work as the instructional leaders of their schools. | E | G | F | P | DK |
| 7. Principals' work as the managers of the staff and teachers. | E | G | F | P | DK |
| 8. Teachers' work in meeting students' individual learning needs. | E | G | F | P | DK |
| 9. Teachers' work in communicating with parents. | E | G | F | P | DK |
| 10. Teachers' attitudes about their jobs. | E | G | F | P | DK |
| 11. Students' ability to learn. | E | G | F | P | DK |
| 12. The amount of time students spend on task learning in the classroom. | E | G | F | P | DK |
| 13. Parents' efforts in helping their children to do better in school. | E | G | F | P | DK |
| 14. Parents' participation in school activities and organizations. | E | G | F | P | DK |
| 15. How well students' test results are explained to parents. | E | G | F | P | DK |
| 16. The condition in which Lee County School District schools are kept. | E | G | F | P | DK |
| 17. How well relations are maintained with various groups in the community. | E | G | F | P | DK |
| 18. The opportunities provided by the district to improve the skills of teachers. | E | G | F | P | DK |
| 19. The opportunity provided by the district to improve the skills of school administrators. | E | G | F | P | DK |
| 20. The district's job of providing adequate instructional technology. | E | G | F | P | DK |
| 21. The district's use of technology for administrative purposes. | E | G | F | P | DK |

PART D: Work Environment. Please indicate your level of agreement or disagreement with each statement by placing an "X" in the appropriate column. (Definitions of Columns: SA = Strongly Agree; A = Agree; N = Neutral; D = Disagree; SD = Strongly Disagree; DK = Don't Know).

STATEMENT	SA	A	N	D	SD	DK
1. I find the Lee County School District to be an exciting, challenging place to work.						
2. The work standards and expectations in the Lee County School District are equal to or above those of most other school districts.						
3. Lee County School District officials enforce high work standards.						
4. Most Lee County School District teachers enforce high student learning standards.						
5. Lee County School District teachers and administrators have excellent working relationships.						
6. <u>Teachers</u> who do not meet expected work standards are disciplined.						
7. <u>Staff</u> who do not meet expected work standards are disciplined.						
8. <u>Teacher</u> promotions and pay increases are based upon individual performance.						
9. <u>Staff</u> promotions and pay increases are based upon individual productivity.						
10. I feel that I have the authority to adequately perform my job responsibilities.						
11. I have adequate facilities in which to conduct my work.						
12. I have adequate equipment and computer support to conduct my work.						
13. The workloads are equitably distributed among teachers and among staff members.						
14. No one knows or cares about the amount or quality of work that I perform.						
15. Workload is evenly distributed.						
16. The failure of Lee County School District officials to enforce high work standards results in poor quality work.						
17. I often observe other teachers and/or staff socializing rather than working while on the job.						

PART E: Job Satisfaction. Please indicate your level of agreement or disagreement with each statement by placing an "X" in the appropriate column. (Definitions of Columns: SA = Strongly Agree; A = Agree; N = Neutral; D = Disagree; SD = Strongly Disagree; DK = Don't Know).

STATEMENT	SA	A	N	D	SD	DK
1. I am very satisfied with my job in the Lee County School District.						
2. I plan to make a career in the Lee County School District.						
3. I am actively looking for a job outside of the Lee County School District.						
4. Salary levels in the Lee County School District are competitive.						
5. I feel that my work is appreciated by my supervisor(s).						
6. I feel that I am an integral part of the Lee County School District team.						
7. I feel that there is no future for me in the Lee County School District.						
8. My salary level is adequate for my level of work and experience.						
9. I enjoy working in a culturally diverse environment.						

PART F: Administrative Structure and Practices. Please indicate your level of agreement or disagreement with each statement by placing an "X" in the appropriate column. (Definitions of Columns: SA = Strongly Agree; A = Agree; N = Neutral; D = Disagree; SD = Strongly Disagree; DK = Don't Know).

STATEMENT	SA	A	N	D	SD	DK
1. Most administrative practices in Lee County School District are highly effective and efficient.						
2. Administrative decisions are made quickly and decisively.						
3. Lee County School District administrators are easily accessible and open to input.						
4. Authority for administrative decisions are delegated to the lowest possible level.						
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.						
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.						
7. The extensive committee structure in Lee County School District ensures adequate input from teachers and staff on most important decisions.						
8. Lee County School District has too many committees.						
9. Lee County School District has too many layers of administrators.						
10. Most Lee County School District administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.						
11. Central Office Administrators are responsive to school needs.						
12. Central Office Administrators provide quality service to schools.						

PART G: Lee County School District Operations. Please indicate your opinion of the operations of each of the following district functions by placing an "X" in the appropriate column for each function.

District/Program Function	Should Be Eliminated	Needs Major Improvement	Needs Some Improvement	Adequate	Outstanding	Don't Know
a. Budgeting						
b. Strategic planning						
c. Curriculum planning						
d. Financial management and accounting						
e. Community relations						
f. Program evaluation, research, and assessment						
g. Instructional technology						
h. Pupil accounting						
i. Instructional coordination/supervision						
j. Instructional support						
k. Federal Program (e.g., Chapter I, Special Education) coordination						
l. Personnel recruitment						
m. Personnel selection						
n. Personnel evaluation						
o. Staff development						
p. Data processing						
q. Purchasing						
r. Law enforcement/security						
s. Plant maintenance						
t. Facilities planning						
u. Transportation						
v. Food service						
w. Custodial services						
x. Risk management						
y. Administrative Technology						

PART H: General Questions

DIRECTIONS: Please respond to each item as indicated. Please print your comments.

1. The overall operation of the Lee County School District is **(Check [✓] one)**.

- Highly efficient
- Above average in efficiency
- Less efficient than most other school districts
- Don't know

2. The operational efficiency of the Lee County School District could be improved by **(Check [✓] as many as apply)**:

- Offering fewer programs
- Increasing some class sizes
- Increasing teacher workload
- Reducing the number of administrators
- Reducing the number of support staff
- Privatizing some support services
- Joining with other districts to provide joint services (e.g., transportation, purchasing, maintenance, etc.)
- Taking advantage of more regional services
- Reducing the number of facilities operated by the district
- Other (please specify) _____

3. Do you have suggestions to improve the overall efficiency and effectiveness of the management and performance of the Lee County School District? Please attach an additional page with comments or write on back, if needed.

PLEASE RETURN YOUR COMPLETED SURVEY BY JANUARY 17, 1997 IN THE ATTACHED POSTAGE-PAID ENVELOPE TO:

**MGT of America, Inc.
Post Office Box 38430
Tallahassee, Florida 32315-9958**

THANK YOU FOR YOUR COOPERATION!

PERFORMANCE REVIEW OF THE LEE COUNTY SCHOOL DISTRICT

TEACHER SURVEY

No attempt will be made to identify individual teachers in this survey. Please mail your completed survey directly to MGT of America by January 17, 1997 as directed on page 7.

PART A:

DIRECTIONS: For items 1-9, please place a check (✓) on the blank line that completes the statement or answers the question. For item 10, please write in the number.

1. I think the overall quality of public education in Lee County School District is:
- _____ Excellent
_____ Good
_____ Fair
_____ Poor
_____ Don't Know
2. I think the overall quality of education in Lee County School District is:
- _____ Improving
_____ Staying the Same
_____ Getting Worse
_____ Don't Know

Students are often given the grades A, B, C, D and F to denote the quality of their work. Suppose teachers and administrators were graded the same way.

3. In general, what grade would you give the teachers in Lee County School District?
- _____ A
_____ B
_____ C
_____ D
_____ F
_____ Don't Know
4. In general, what grade would you give the school-level administrators in Lee County School District?
- _____ A
_____ B
_____ C
_____ D
_____ F
_____ Don't Know
5. In general, what grade would you give the district-level administrators in the Lee County School District?
- _____ A
_____ B
_____ C
_____ D
_____ F
_____ Don't Know
6. In what type of school do you teach this year?
- _____ Elementary School
_____ Junior High/Middle School
_____ High School
_____ District Office
_____ Other (Please categorize) _____
7. I am a:
- _____ Female
_____ Male
8. What is your race/ethnic group?
- _____ White
_____ Hispanic
_____ Other
_____ Black
_____ Asian
9. What grade or grades are you teaching this year?
- _____ Pre-K
_____ K
_____ 1
_____ 2
_____ 3
_____ 4
_____ 5
_____ 6
- _____ 7
_____ 8
_____ 9
_____ 10
_____ 11
_____ 12
_____ Adult
10. How long have you taught in the Lee County School District?
- _____ Years

PART B:

DIRECTIONS: Please indicate whether you strongly agree (SA), agree (A), neither agree or disagree (N), disagree (D), or strongly disagree (SD) with each statement. Please circle the appropriate response (SA, A, N, D, SD) located to the right of each item. If you feel you do not have enough information to give an opinion, circle the don't know (DK) response.

- | | | | | | | |
|---|----|---|---|---|----|----|
| 1. The emphasis on learning in Lee County School District has increased in recent years. | SA | A | N | D | SD | DK |
| 2. Lee County schools are safe and secure from crime. | SA | A | N | D | SD | DK |
| 3. Our schools do not effectively handle misbehavior problems. | SA | A | N | D | SD | DK |
| 4. Our schools have sufficient space and facilities to support the instructional programs. | SA | A | N | D | SD | DK |
| 5. Our schools do not have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics. | SA | A | N | D | SD | DK |
| 6. Our schools can be described as "good places to learn." | SA | A | N | D | SD | DK |
| 7. There is administrative support for controlling student behavior in our schools. | SA | A | N | D | SD | DK |
| 8. Most students in our schools are motivated to learn. | SA | A | N | D | SD | DK |
| 9. Lessons are organized to meet students' needs. | SA | A | N | D | SD | DK |
| 10. The curriculum is broad and challenging for most students. | SA | A | N | D | SD | DK |
| 11. There is little a teacher can do to overcome education problems due to a student's home life. | SA | A | N | D | SD | DK |
| 12. Teachers in our schools know the material they teach. | SA | A | N | D | SD | DK |
| 13. Teachers in our schools care about students' needs. | SA | A | N | D | SD | DK |
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| 16. In general, parents do not take responsibility for their children's behavior in our schools. | SA | A | N | D | SD | DK |
| 17. Parents in this district are satisfied with the education their children are receiving. | SA | A | N | D | SD | DK |
| 18. Most parents really don't seem to know what goes on in our schools. | SA | A | N | D | SD | DK |
| 19. Parents play an active role in decision-making in my school. | SA | A | N | D | SD | DK |
| 20. This community really cares about its children's education. | SA | A | N | D | SD | DK |
| 21. Taxpayer dollars are being used wisely to support public education in the Lee County School District. | SA | A | N | D | SD | DK |
| 22. Sufficient student services are provided in the Lee County School District (e.g., counseling, speech therapy, health) | SA | A | N | D | SD | DK |
| 23. Site-based management has been implemented effectively in the Lee County School District. | SA | A | N | D | SD | DK |

PART C:

DIRECTIONS: For each item, please indicate whether you feel the Lee County School District situation is excellent (E), good (G), fair (F), or poor (P). Please circle the appropriate response (E, G, F, P) located to the right of each item. If you feel you do not have enough information to give an opinion, circle the don't know (DK) response.

- | | | | | | |
|--|---|---|---|---|----|
| 1. School board members' knowledge of the educational needs of students in the Lee County School District. | E | G | F | P | DK |
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| 3. School board members' work at setting or revising policies for the Lee County School District. | E | G | F | P | DK |
| 4. The district school superintendents' work as the educational leader of the Lee County School District. | E | G | F | P | DK |
| 5. The district school superintendents' work as the chief administrator (manager) of the Lee County School District. | E | G | F | P | DK |
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| 8. Teachers' work in meeting students' individual learning needs. | E | G | F | P | DK |
| 9. Teachers' work in communicating with parents. | E | G | F | P | DK |
| 10. Teachers' attitudes about their jobs. | E | G | F | P | DK |
| 11. Students' ability to learn. | E | G | F | P | DK |
| 12. The amount of time students spend on task learning in the classroom. | E | G | F | P | DK |
| 13. Parents' efforts in helping their children to do better in school. | E | G | F | P | DK |
| 14. Parents' participation in school activities and organizations. | E | G | F | P | DK |
| 15. How well students' test results are explained to parents. | E | G | F | P | DK |
| 16. The condition in which Lee County School District schools are kept. | E | G | F | P | DK |
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| 18. The opportunities provided by the district to improve the skills of teachers. | E | G | F | P | DK |
| 19. The opportunity provided by the district to improve the skills of school administrators. | E | G | F | P | DK |
| 20. The district's job of providing adequate instructional technology. | E | G | F | P | DK |
| 21. The district's use of technology for administrative purposes. | E | G | F | P | DK |

PART D: Work Environment. Please indicate your level of agreement or disagreement with each statement by placing an "X" in the appropriate column. (Definitions of Columns: SA = Strongly Agree; A = Agree; N = Neutral; D = Disagree; SD = Strongly Disagree; DK = Don't Know).

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16. The failure of Lee County School District officials to enforce high work standards results in poor quality work.						
17. I often observe other teachers and/or staff socializing rather than working while on the job.						

PART E: Job Satisfaction. Please indicate your level of agreement or disagreement with each statement by placing an "X" in the appropriate column. (Definitions of Columns: SA = Strongly Agree; A = Agree; N = Neutral; D = Disagree; SD = Strongly Disagree; DK = Don't Know).

STATEMENT	SA	A	N	D	SD	DK
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2. I plan to make a career in the Lee County School District.						
3. I am actively looking for a job outside of the Lee County School District.						
4. Salary levels in the Lee County School District are competitive.						
5. I feel that my work is appreciated by my supervisor(s).						
6. I feel that I am an integral part of the Lee County School District team.						
7. I feel that there is no future for me in the Lee County School District.						
8. My salary level is adequate for my level of work and experience.						
9. I enjoy working in a culturally diverse environment.						

PART F: Administrative Structure and Practices. Please indicate your level of agreement or disagreement with each statement by placing an "X" in the appropriate column. (Definitions of Columns: SA = Strongly Agree; A = Agree; N = Neutral; D = Disagree; SD = Strongly Disagree; DK = Don't Know).

STATEMENT	SA	A	N	D	SD	DK
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7. The extensive committee structure in Lee County School District ensures adequate input from teachers and staff on most important decisions.						
8. Lee County School District has too many committees.						
9. Lee County School District has too many layers of administrators.						
10. Most Lee County School District administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.						
11. Central Office Administrators are responsive to school needs.						
12. Central Office Administrators provide quality service to schools.						

PART G: Lee County School District Operations. Please indicate your opinion of the operations of each of the following district functions by placing an "X" in the appropriate column for each function.

District/Program Function	Should Be Eliminated	Needs Major Improvement	Needs Some Improvement	Adequate	Outstanding	Don't Know
a. Budgeting						
b. Strategic planning						
c. Curriculum planning						
d. Financial management and accounting						
e. Community relations						
f. Program evaluation, research, and assessment						
g. Instructional technology						
h. Pupil accounting						
i. Instructional coordination/supervision						
j. Instructional support						
k. Federal Program (e.g., Chapter I, Special Education) coordination						
l. Personnel recruitment						
m. Personnel selection						
n. Personnel evaluation						
o. Staff development						
p. Data processing						
q. Purchasing						
r. Law enforcement/security						
s. Plant maintenance						
t. Facilities planning						
u. Transportation						
v. Food service						
w. Custodial services						
x. Risk management						
y. Administrative Technology						

PART H: General Questions

DIRECTIONS: Please respond to each item as indicated. Please print your comments.

1. The overall operation of the Lee County School District is **(Check [✓] one)**.

- Highly efficient
- Above average in efficiency
- Less efficient than most other school districts
- Don't know

2. The operational efficiency of the Lee County School District could be improved by **(Check [✓] as many as apply):**

- Offering fewer programs
- Increasing some class sizes
- Increasing teacher workload
- Reducing the number of administrators
- Reducing the number of support staff
- Privatizing some support services
- Joining with other districts to provide joint services (e.g., transportation, purchasing, maintenance, etc.)
- Taking advantage of more regional services
- Reducing the number of facilities operated by the district
- Other (please specify) _____

3. Do you have suggestions to improve the overall efficiency and effectiveness of the management and performance of the Lee County School District? Please attach an additional page with comments or write on back, if needed.

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**MGT of America, Inc.
Post Office Box 38430
Tallahassee, Florida 32315-9958**

THANK YOU FOR YOUR COOPERATION!

**APPENDIX B:
SURVEY RESULTS**

PERFORMANCE REVIEW OF LEE COUNTY SCHOOL DISTRICT

DISTRICT ADMINISTRATOR SURVEY RESULTS (n=100)

PART A:

<p>1. I think the overall quality of public education in Lee County School District is:</p> <table border="0" style="width: 100%;"> <tr><td>Excellent</td><td style="text-align: right;">15%</td></tr> <tr><td>Good</td><td style="text-align: right;">73</td></tr> <tr><td>Fair</td><td style="text-align: right;">12</td></tr> <tr><td>Poor</td><td style="text-align: right;">0</td></tr> <tr><td>Don't Know</td><td style="text-align: right;">0</td></tr> </table>	Excellent	15%	Good	73	Fair	12	Poor	0	Don't Know	0	<p>2. I think the overall quality of education in Lee County School District is:</p> <table border="0" style="width: 100%;"> <tr><td>Improving</td><td style="text-align: right;">66%</td></tr> <tr><td>Staying the Same</td><td style="text-align: right;">25</td></tr> <tr><td>Getting Worse</td><td style="text-align: right;">8</td></tr> <tr><td>Don't Know</td><td style="text-align: right;">1</td></tr> </table>	Improving	66%	Staying the Same	25	Getting Worse	8	Don't Know	1
Excellent	15%																		
Good	73																		
Fair	12																		
Poor	0																		
Don't Know	0																		
Improving	66%																		
Staying the Same	25																		
Getting Worse	8																		
Don't Know	1																		

Students are often given the grades A, B, C, D and F to denote the quality of their work. Suppose teachers and administrators were graded the same way.

<p>3. In general, what grade would you give the teachers in Lee County School District?</p> <table border="0" style="width: 100%;"> <tr><td>A</td><td style="text-align: right;">14%</td></tr> <tr><td>B</td><td style="text-align: right;">71</td></tr> <tr><td>C</td><td style="text-align: right;">14</td></tr> <tr><td>D</td><td style="text-align: right;">0</td></tr> <tr><td>F</td><td style="text-align: right;">0</td></tr> <tr><td>Don't Know</td><td style="text-align: right;">1</td></tr> </table>	A	14%	B	71	C	14	D	0	F	0	Don't Know	1	<p>4. In general, what grade would you give the school-level administrators in Lee County School District?</p> <table border="0" style="width: 100%;"> <tr><td>A</td><td style="text-align: right;">19%</td></tr> <tr><td>B</td><td style="text-align: right;">67</td></tr> <tr><td>C</td><td style="text-align: right;">12</td></tr> <tr><td>D</td><td style="text-align: right;">2</td></tr> <tr><td>F</td><td style="text-align: right;">0</td></tr> <tr><td>Don't Know</td><td style="text-align: right;">0</td></tr> </table>	A	19%	B	67	C	12	D	2	F	0	Don't Know	0
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<p>5. In general, what grade would you give the district-level administrators in the Lee County School District?</p> <table border="0" style="width: 100%;"> <tr><td>A</td><td style="text-align: right;">17%</td></tr> <tr><td>B</td><td style="text-align: right;">46</td></tr> <tr><td>C</td><td style="text-align: right;">30</td></tr> <tr><td>D</td><td style="text-align: right;">6</td></tr> <tr><td>F</td><td style="text-align: right;">0</td></tr> <tr><td>Don't Know</td><td style="text-align: right;">1</td></tr> </table>	A	17%	B	46	C	30	D	6	F	0	Don't Know	1	<p>6. In what area of the district office do you work this year?</p> <table border="0" style="width: 100%;"> <tr><td>Human Resources</td><td style="text-align: right;">7%</td></tr> <tr><td>Business Services</td><td style="text-align: right;">15</td></tr> <tr><td>Curriculum and Instruction</td><td style="text-align: right;">22</td></tr> <tr><td>Student Support Services</td><td style="text-align: right;">7</td></tr> <tr><td>Facilities/Transportation</td><td style="text-align: right;">4</td></tr> <tr><td>Other</td><td style="text-align: right;">45</td></tr> </table>	Human Resources	7%	Business Services	15	Curriculum and Instruction	22	Student Support Services	7	Facilities/Transportation	4	Other	45
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<p>7. I am a:</p> <table border="0" style="width: 100%;"> <tr><td>Female</td><td style="text-align: right;">50%</td></tr> <tr><td>Male</td><td style="text-align: right;">50</td></tr> </table>	Female	50%	Male	50	<p>9a. How long have you been in your current position in the Lee County School District?</p> <table border="0" style="width: 100%;"> <tr><td>1-5 years</td><td style="text-align: right;">67%</td></tr> <tr><td>6-10</td><td style="text-align: right;">24</td></tr> <tr><td>11-15</td><td style="text-align: right;">5</td></tr> <tr><td>16 to 20 years</td><td style="text-align: right;">3</td></tr> <tr><td>21 years or over</td><td style="text-align: right;">1</td></tr> </table>	1-5 years	67%	6-10	24	11-15	5	16 to 20 years	3	21 years or over	1
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<p>8. What is your race/ethnic group?</p> <table border="0" style="width: 100%;"> <tr><td>African American</td><td style="text-align: right;">5%</td></tr> <tr><td>Asian</td><td style="text-align: right;">0</td></tr> <tr><td>Hispanic</td><td style="text-align: right;">0</td></tr> <tr><td>White</td><td style="text-align: right;">95</td></tr> <tr><td>Other</td><td style="text-align: right;">0</td></tr> </table>	African American	5%	Asian	0	Hispanic	0	White	95	Other	0	<p>9b. How long have you been in a similar position in the Lee County School District?</p> <table border="0" style="width: 100%;"> <tr><td>1-5 years</td><td style="text-align: right;">47%</td></tr> <tr><td>6-10</td><td style="text-align: right;">24</td></tr> <tr><td>11-15</td><td style="text-align: right;">16</td></tr> <tr><td>16 to 20 years</td><td style="text-align: right;">7</td></tr> <tr><td>21 years or over</td><td style="text-align: right;">7</td></tr> </table>	1-5 years	47%	6-10	24	11-15	16	16 to 20 years	7	21 years or over	7
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<p>10. How long have you worked in the Lee County School District?</p> <table border="0" style="width: 100%;"> <tr><td>1-5 years</td><td style="text-align: right;">8%</td></tr> <tr><td>6-10</td><td style="text-align: right;">18</td></tr> <tr><td>11-15</td><td style="text-align: right;">22</td></tr> <tr><td>16 to 20 years</td><td style="text-align: right;">20</td></tr> <tr><td>21 years or over</td><td style="text-align: right;">31</td></tr> </table>	1-5 years	8%	6-10	18	11-15	22	16 to 20 years	20	21 years or over	31											
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PART B:

STATEMENTS ON SURVEY INSTRUMENT	CATEGORY (SEE LEGEND)*					
	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. The emphasis on learning in Lee County School District has increased in recent years.	35	52	9	4	0	0
2. Lee County School District schools are safe and secure from crime.	6	58	23	11	2	0
3. Our schools do not effectively handle misbehavior problems.	3	19	20	53	5	0
4. Our schools have sufficient space and facilities to support the instructional programs.	7	39	9	44	1	0
5. Our schools do not have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	1	19	11	66	3	0
6. Our schools can be described as "good places to learn."	26	66	7	1	0	0
7. There is administrative support for controlling student behavior in our schools.	21	58	9	8	4	0
8. Most students in our schools are motivated to learn.	8	56	17	13	6	0
9. Lessons are organized to meet students' needs.	8	54	16	9	13	0
10. The curriculum is broad and challenging for most students.	12	60	13	8	7	0
11. There is little a teacher can do to overcome education problems due to a student's home life.	5	14	18	60	3	0
12. Teachers in our schools know the material they teach.	17	65	9	3	6	0
13. Teachers in our schools care about students' needs.	24	65	6	3	2	0
14. Teachers expect students to do their very best.	17	62	14	4	3	0
15. Principals and assistant principals in our schools care about students' needs.	43	50	5	2	0	0
16. In general, parents do not take responsibility for their children's behavior in our schools.	9	30	21	36	4	0
17. Parents in this district are satisfied with the education their children are receiving.	3	59	22	7	9	0
18. Most parents really don't seem to know what goes on in our schools.	8	41	26	19	6	0
19. Parents play an active role in decision-making in my school.	7	25	27	19	22	0
20. This community really cares about its children's education.	15	59	18	7	1	0
21. Taxpayer dollars are being used wisely to support public education in Lee County School District.	14	44	20	18	3	0
22. Sufficient student services are provided in Lee County School District (e.g., counseling, speech therapy, health).	15	39	11	30	5	0
23. Site-based management has been implemented effectively in the Lee County School District.	7	20	32	34	7	0

Legend:

*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART C:

STATEMENTS ON SURVEY INSTRUMENT	CATEGORY (SEE LEGEND)				
	E (%)	G (%)	F (%)	P (%)	DK (%)
1. School board members' knowledge of the educational needs of students in the Lee County School District.	3	24	39	32	2
2. School board members' knowledge of operations in the Lee County School District.	3	18	49	29	1
3. School board members' work at setting or revising policies for the Lee County School District.	0	30	37	31	2
4. The district school superintendent's work as the instructional leader of the Lee County School District.	44	41	9	6	0
5. The district school superintendent's work as the chief administrator (manager) of the Lee County School District.	38	40	19	3	0
6. Principals' work as the instructional leaders of their schools.	27	59	10	3	1
7. Principals' work as the managers of the staff and teachers.	30	52	15	2	1
8. Teachers' work in meeting students' individual learning needs.	15	51	22	4	8
9. Teachers' work in communicating with parents.	6	41	34	5	14
10. Teachers' attitudes about their jobs.	3	33	42	13	9
11. Students' ability to learn.	18	56	16	1	9
12. The amount of time students spend on task learning in the classroom.	3	43	28	7	19
13. Parents' efforts in helping their children to do better in school.	0	24	48	15	13
14. Parents' participation in school activities and organizations.	0	12	49	26	13
15. How well students' test results are explained to parents.	4	33	31	17	15
16. The condition in which Lee County School District schools are kept.	25	60	13	2	0
17. How well relations are maintained with various groups in the community.	16	60	17	4	3
18. The opportunities provided by the district to improve the skills of teachers.	54	32	10	2	2
19. The opportunity provided by the district to improve the skills of school administrators.	47	35	14	2	2
20. The district's job of providing adequate instructional technology.	45	41	9	3	2
21. The district's use of technology for administrative purposes.	34	52	9	5	0

Legend:

*E = Excellent, G = Good, F = Fair, P = Poor, DK = Don't Know

PART D: Work Environment.

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. I find the Lee County School District to be an exciting, challenging place to work.	38	46	9	5	2	0
2. The work standards and expectations in the Lee County School District are equal to or above those of most other school districts.	32	43	6	1	1	17
3. Lee County School District officials enforce high work standards.	28	48	14	7	2	1
4. Most Lee County School District teachers enforce high student learning standards.	16	53	14	5	1	11
5. Lee County School District teachers and administrators have excellent working relationships.	5	53	21	14	2	5
6. <u>Teachers</u> who do not meet expected work standards are disciplined.	2	10	24	31	16	16
7. <u>Staff</u> who do not meet expected work standards are disciplined.	3	26	27	28	12	4
8. <u>Teacher</u> promotions and pay increases are based upon individual performance.	2	4	9	25	55	5
9. <u>Staff</u> promotions and pay increases are based upon individual productivity.	2	9	11	27	47	4
10. I feel that I have the authority to adequately perform my job responsibilities.	35	49	1	9	6	0
11. I have adequate facilities to do my work.	34	52	4	5	5	0
12. I have adequate equipment and computer support to do my work.	38	47	2	9	4	0
13. The workloads are equitably distributed among teachers and among staff members.	8	32	12	21	11	16
14. No one knows or cares about the amount or quality of work that I perform.	6	12	14	43	25	0
15. Workload is evenly distributed.	3	33	15	33	12	3
16. The failure of Lee County School District officials to enforce high work standards results in poor quality work.	6	15	18	34	25	1
17. I often observe other teachers and/or staff socializing rather than working while on the job.	5	10	16	41	27	1

Legend:

*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART E: Job Satisfaction.

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. I am very satisfied with my job in the Lee County School District.	28	46	12	11	3	0
2. I plan to make a career in the Lee County School District.	47	42	6	3	1	1
3. I am actively looking for a job outside of the Lee County School District.	4	3	13	32	47	1
4. Salary levels in the Lee County School District are competitive.	6	30	11	29	20	4
5. I feel that my work is appreciated by my supervisor(s).	30	51	6	8	4	1
6. I am an integral part of the Lee County School District team.	20	53	18	5	4	0
7. There is no future for me in the Lee County School District.	4	7	14	31	43	1
8. My salary level is adequate for my level of work and experience.	4	25	10	20	40	1
9. I enjoy working in a culturally diverse environment.	44	51	3	2	0	0

Legend:

*SA = Strongly Agree A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART F: Administrative Structure and Practices.

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. Most administrative practices in Lee County School District are highly effective and efficient.	7	52	28	7	5	1
2. Administrative decisions are made quickly and decisively.	3	37	28	23	9	0
3. Lee County School District administrators are easily accessible and open to input.	13	53	16	12	6	0
4. Authority for administrative decisions are delegated to the lowest possible level.	1	31	19	32	11	6
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	8	58	15	9	6	4
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	15	27	21	26	9	2
7. The extensive committee structure in Lee County School District ensures adequate input from teachers and staff on most important decisions.	9	47	20	15	6	3
8. Lee County School District has too many committees.	25	31	16	18	2	8
9. Lee County School District has too many layers of administrators.	7	14	15	47	15	2
10. Most Lee County School District administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	6	55	16	11	8	4
11. Central Office Administrators are responsive to school needs.	18	44	13	17	6	2
12. Central Office Administrators provide quality service to schools.	14	53	17	9	5	2

Legend:

*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART G: Lee County School District Operations.

District/Program Function	Should Be Eliminated (%)	Needs Major Improvement (%)	Needs Some Improvement (%)	Adequate (%)	Outstanding (%)	Don't Know (%)
a. Budgeting	1	7	25	30	33	3
b. Strategic planning	0	12	30	35	9	14
c. Curriculum planning	0	23	22	32	17	5
d. Financial management and accounting	0	2	27	43	20	8
e. Community relations	0	10	27	47	10	6
f. Program evaluation, research, and assessment	0	10	31	30	16	12
g. Instructional technology	0	8	17	30	39	5
h. Pupil accounting	0	2	15	46	19	18
i. Instructional coordination/supervision	0	16	24	37	11	11
j. Instructional support	0	14	19	40	16	10
k. Federal Program (e.g., Chapter I, Special Education) coordination	1	9	17	46	10	17
l. Personnel recruitment	6	5	21	48	14	6
m. Personnel selection	1	10	25	51	9	4
n. Personnel evaluation	1	20	30	39	5	4
o. Staff development	0	2	7	26	65	0
p. Data processing	0	9	16	41	24	9
q. Purchasing	0	3	17	43	26	10
r. Law enforcement/security	0	8	20	45	13	13
s. Plant maintenance	1	10	26	39	19	5
t. Facilities planning	0	16	18	41	18	8
u. Pupil transportation	1	19	22	36	16	7
v. Food service	0	6	10	53	21	9
w. Custodial services	0	6	19	53	17	5
x. Risk management	0	4	13	52	27	4
y. Administrative technology	0	4	16	56	20	4

PART H: General Questions

1. The overall operation of Lee County School District is:

Highly efficient	10%
Above average in efficiency	70
Less efficient than most other school districts	10
Don't know	9

2. The operational efficiency of Lee County School District could be improved by:

Offering fewer programs	23%
Increasing some class sizes	7
Increasing teacher workload	3
Reducing the number of administrators	9
Reducing the number of support staff	5
Privatizing some support services	42
Joining with other districts to provide joint services (e.g., transportation, purchasing, maintenance, etc.)	19
Taking advantage of more regional services	27
Reducing the number of facilities operated by the district	9
Other	26

PERFORMANCE REVIEW OF LEE COUNTY SCHOOL DISTRICT

PRINCIPAL SURVEY RESULTS (n=51)

PART A:

<p>1. I think the overall quality of public education in Lee County School District is:</p> <table border="0" style="width: 100%;"> <tr><td>Excellent</td><td style="text-align: right;">37%</td></tr> <tr><td>Good</td><td style="text-align: right;">57</td></tr> <tr><td>Fair</td><td style="text-align: right;">6</td></tr> <tr><td>Poor</td><td style="text-align: right;">0</td></tr> <tr><td>Don't Know</td><td style="text-align: right;">0</td></tr> </table>	Excellent	37%	Good	57	Fair	6	Poor	0	Don't Know	0	<p>2. I think the overall quality of education in Lee County School District is:</p> <table border="0" style="width: 100%;"> <tr><td>Improving</td><td style="text-align: right;">77%</td></tr> <tr><td>Staying the Same</td><td style="text-align: right;">15</td></tr> <tr><td>Getting Worse</td><td style="text-align: right;">8</td></tr> <tr><td>Don't Know</td><td style="text-align: right;">0</td></tr> </table>	Improving	77%	Staying the Same	15	Getting Worse	8	Don't Know	0
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<p>3. In general, what grade would you give the teachers in Lee County School District?</p> <table border="0" style="width: 100%;"> <tr><td>A</td><td style="text-align: right;">20%</td></tr> <tr><td>B</td><td style="text-align: right;">71</td></tr> <tr><td>C</td><td style="text-align: right;">8</td></tr> <tr><td>D</td><td style="text-align: right;">0</td></tr> <tr><td>F</td><td style="text-align: right;">0</td></tr> <tr><td>Don't Know</td><td style="text-align: right;">2</td></tr> </table>	A	20%	B	71	C	8	D	0	F	0	Don't Know	2	<table border="0" style="width: 100%;"> <tr><td>A</td><td style="text-align: right;">33%</td></tr> <tr><td>B</td><td style="text-align: right;">59</td></tr> <tr><td>C</td><td style="text-align: right;">6</td></tr> <tr><td>D</td><td style="text-align: right;">0</td></tr> <tr><td>F</td><td style="text-align: right;">0</td></tr> <tr><td>Don't Know</td><td style="text-align: right;">2</td></tr> </table>	A	33%	B	59	C	6	D	0	F	0	Don't Know	2
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<p>5. In general, what grade would you give the district-level administrators in the Lee County School District?</p> <table border="0" style="width: 100%;"> <tr><td>A</td><td style="text-align: right;">22%</td></tr> <tr><td>B</td><td style="text-align: right;">53</td></tr> <tr><td>C</td><td style="text-align: right;">22</td></tr> <tr><td>D</td><td style="text-align: right;">2</td></tr> <tr><td>F</td><td style="text-align: right;">0</td></tr> <tr><td>Don't Know</td><td style="text-align: right;">2</td></tr> </table>	A	22%	B	53	C	22	D	2	F	0	Don't Know	2	<p>6. In what type of school do you work this year?</p> <table border="0" style="width: 100%;"> <tr><td>Elementary School</td><td style="text-align: right;">54%</td></tr> <tr><td>Junior High/Middle School</td><td style="text-align: right;">18</td></tr> <tr><td>High School</td><td style="text-align: right;">16</td></tr> <tr><td>District Office</td><td style="text-align: right;">4</td></tr> <tr><td>Other (Please categorize)</td><td style="text-align: right;">8</td></tr> </table>	Elementary School	54%	Junior High/Middle School	18	High School	16	District Office	4	Other (Please categorize)	8
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21 years or more	13																				

<p>10. How long have you worked in Lee County School District?</p> <table border="0" style="width: 100%;"> <tr><td>1-5 years</td><td style="text-align: right;">2%</td></tr> <tr><td>6-10</td><td style="text-align: right;">8</td></tr> <tr><td>11-15</td><td style="text-align: right;">10</td></tr> <tr><td>16-20</td><td style="text-align: right;">22</td></tr> <tr><td>21 years or more</td><td style="text-align: right;">59</td></tr> </table>	1-5 years	2%	6-10	8	11-15	10	16-20	22	21 years or more	59	
1-5 years	2%										
6-10	8										
11-15	10										
16-20	22										
21 years or more	59										

<p>4. In general, what grade would you give the school-level administrators in Lee County School District?</p>	
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PART B:

STATEMENTS ON SURVEY INSTRUMENT	CATEGORY (SEE LEGEND)*					
	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. The emphasis on learning in Lee County School District has increased in recent years.	49	39	4	6	2	0
2. Lee County School District schools are safe and secure from crime.	8	65	8	16	2	2
3. Our schools do not effectively handle misbehavior problems.	2	8	10	51	29	0
4. Our schools have sufficient space and facilities to support the instructional programs.	6	43	6	31	12	2
5. Our schools do not have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	0	10	2	55	33	0
6. Our schools can be described as "good places to learn."	28	69	2	2	0	0
7. There is administrative support for controlling student behavior in our schools.	16	71	8	4	2	0
8. Most students in our schools are motivated to learn.	8	67	10	16	0	0
9. Lessons are organized to meet students' needs.	6	74	12	8	0	0
10. The curriculum is broad and challenging for most students.	12	78	6	4	0	0
11. There is little a teacher can do to overcome education problems due to a student's home life.	4	16	8	53	20	0
12. Teachers in our schools know the material they teach.	16	84	0	0	0	0
13. Teachers in our schools care about students' needs.	18	80	2	0	0	0
14. Teachers expect students to do their very best.	22	73	2	4	0	0
15. Principals and assistant principals in our schools care about students' needs.	51	45	4	0	0	0
16. In general, parents do not take responsibility for their children's behavior in our schools.	6	31	10	47	6	0
17. Parents in this district are satisfied with the education their children are receiving.	2	80	10	8	0	0
18. Most parents really don't seem to know what goes on in our schools.	8	39	16	35	2	0
19. Parents play an active role in decision-making in my school.	10	55	16	18	0	0
20. This community really cares about its children's education.	16	64	14	6	0	0
21. Taxpayer dollars are being used wisely to support public education in the Lee County School District.	8	68	6	14	4	0
22. Sufficient student services are provided in the Lee County School District (e.g., counseling, speech therapy, health).	12	48	2	26	12	0
23. Site-based management has been implemented effectively in the Lee County School District.	4	30	20	32	10	4

Legend:

*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART C:

STATEMENTS ON SURVEY INSTRUMENT	CATEGORY (SEE LEGEND)				
	E (%)	G (%)	F (%)	P (%)	DK (%)
1. School board members' knowledge of the educational needs of students in the Lee County School District.	0	18	47	33	2
2. School board members' knowledge of operations in the Lee County School District.	2	20	49	26	4
3. School board members' work at setting or revising policies for the Lee County School District.	0	32	44	24	0
4. The district school superintendent's work as the instructional leader of the Lee County School District.	53	37	8	2	0
5. The district school superintendent's work as the chief administrator (manager) of the Lee County School District.	49	41	4	6	0
6. Principal's work as the instructional leaders of their schools.	39	51	8	2	0
7. Principal's work as the managers of the staff and teachers.	47	53	0	0	0
8. Teachers' work in meeting students' individual learning needs.	29	63	6	2	0
9. Teachers' work in communicating with parents.	26	41	33	0	0
10. Teachers' attitudes about their jobs.	8	54	32	6	0
11. Students' ability to learn.	14	71	16	0	0
12. The amount of time students spend on task learning in the classroom.	10	65	26	0	0
13. Parents' efforts in helping their children to do better in school.	2	28	65	4	2
14. Parents' participation in school activities and organizations.	4	24	53	20	0
15. How well students' test results are explained to parents.	4	35	53	6	2
16. The condition in which Lee County School District schools are kept.	12	77	8	4	0
17. How well relations are maintained with various groups in the community.	12	57	24	2	6
18. The opportunities provided by the district to improve the skills of teachers.	43	49	6	2	0
19. The opportunity provided by the district to improve the skills of school administrators.	35	53	12	0	0
20. The district's job of providing adequate instructional technology.	37	45	14	4	0
21. The district's use of technology for administrative purposes.	28	51	20	2	0

Legend:

*E = Excellent, G = Good, F = Fair, P = Poor, DK = Don't Know

PART D: Work Environment.

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. I find the Lee County School District to be an exciting, challenging place to work.	28	63	4	4	2	0
2. The work standards and expectations in Lee County School District are equal to or above those of most other school districts.	39	51	4	0	0	6
3. Lee County School District officials enforce high work standards.	35	55	6	4	0	0
4. Most Lee County School District teachers enforce high student learning standards.	14	78	4	2	0	2
5. Lee County School District teachers and administrators have excellent working relationships.	8	57	22	12	2	0
6. <u>Teachers</u> who do not meet expected work standards are disciplined.	0	29	20	35	12	4
7. <u>Staff</u> who do not meet expected work standards are disciplined.	0	47	20	29	2	2
8. <u>Teacher</u> promotions and pay increases are based upon individual performance.	0	0	6	33	61	0
9. <u>Staff</u> promotions and pay increases are based upon individual productivity.	0	12	4	39	45	0
10. I feel that I have the authority to adequately perform my job responsibilities.	26	51	12	10	2	0
11. I have adequate facilities to conduct my work.	31	53	2	10	4	0
12. I have adequate equipment and computer support to conduct my work.	29	57	4	4	6	0
13. The workloads are equitably distributed among teachers and among staff members.	12	55	14	16	2	2
14. No one knows or cares about the amount or quality of work that I perform.	6	14	12	45	24	0
15. Workload is evenly distributed.	8	41	16	24	8	4
16. The failure of Lee County School District officials to enforce high work standards results in poor quality work.	2	16	18	41	22	2
17. I often observe other teachers and/or staff socializing rather than working while on the job.	4	6	4	61	26	0

Legend:

*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART E: Job Satisfaction.

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. I am very satisfied with my job in the Lee County School District.	28	61	8	2	2	0
2. I plan to make a career in the Lee County School District.	51	39	10	0	0	0
3. I am actively looking for a job outside of the Lee County School District.	0	2	14	38	46	0
4. Salary levels in the Lee County School District are competitive.	6	47	10	28	8	2
5. I feel that my work is appreciated by my supervisor(s).	16	54	10	14	4	2
6. I feel that I am an integral part of the Lee County School District team.	16	63	12	6	4	0
7. I feel that there is no future for me in the Lee County School District.	0	4	8	35	53	0
8. My salary level is adequate for my level of work and experience.	4	43	8	33	12	0
9. I enjoy working in a culturally diverse environment.	37	59	2	2	0	0

Legend:

*SA = Strongly Agree A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART F: Administrative Structure and Practices.

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. Most administrative practices in Lee County School District are highly effective and efficient.	14	53	12	18	4	0
2. Administrative decisions are made quickly and decisively.	8	35	16	31	6	4
3. Lee County School District administrators are easily accessible and open to input.	12	51	18	18	2	0
4. Authority for administrative decisions are delegated to the lowest possible level.	2	26	22	40	8	2
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	8	70	6	16	0	0
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	20	33	10	31	4	2
7. The extensive committee structure in Lee County School District ensures adequate input from teachers and staff on most important decisions.	4	62	12	18	4	0
8. Lee County School District has too many committees.	40	26	18	16	0	0
9. Lee County School District has too many layers of administrators.	4	8	20	58	10	0
10. Most Lee County School District administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	2	60	12	18	8	0
11. Central Office Administrators are responsive to school needs.	6	66	16	10	2	0
12. Central Office Administrators provide quality service to schools.	4	64	22	8	2	0

Legend:

*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART G: Lee County School District Operations.

District/Program Function	Should Be Eliminated (%)	Needs Major Improvement (%)	Needs Some Improvement (%)	Adequate (%)	Outstanding (%)	Don't Know (%)
a. Budgeting	0	8	33	33	26	0
b. Strategic planning	0	20	35	29	2	14
c. Curriculum planning	0	33	26	33	8	0
d. Financial management and accounting	0	6	16	59	18	2
e. Community relations	0	14	24	45	18	0
f. Program evaluation, research, and assessment	0	10	20	48	20	2
g. Instructional technology	0	22	26	35	18	0
h. Pupil accounting	0	6	10	68	10	6
i. Instructional coordination/supervision	0	16	22	46	14	2
j. Instructional support	0	14	29	47	10	0
k. Federal Program (e.g., Chapter I, Special Education) coordination	2	10	31	43	12	2
l. Personnel recruitment	2	4	16	63	16	0
m. Personnel selection	0	6	24	63	8	0
n. Personnel evaluation	0	12	33	47	8	0
o. Staff development	0	0	8	31	61	0
p. Data processing	0	22	26	37	14	2
q. Purchasing	0	4	22	53	22	0
r. Law enforcement/security	0	12	28	46	6	8
s. Plant maintenance	0	16	34	36	14	0
t. Facilities planning	0	20	32	34	12	2
u. Pupil transportation	0	29	37	31	2	0
v. Food service	0	8	26	53	14	0
w. Custodial services	0	8	22	57	12	2
x. Risk management	0	4	8	59	29	0
y. Administrative Technology	0	12	18	52	12	6

PART H: General Questions

1. The overall operation of Lee County School District is:

Highly efficient	14%
Above average in efficiency	77
Less efficient than most other school districts	8
Don't know	2

2. The operational efficiency of Lee County School District could be improved by:

offering fewer programs	24%
Increasing some class sizes	4
Increasing teacher workload	0
Reducing the number of administrators	0
Reducing the number of support staff	0
Privatizing some support services	51
Joining with other districts to provide joint services (e.g., transportation, purchasing, maintenance, etc.)	20
Taking advantage of more regional services	
Reducing the number of facilities operated by the district	35
Other	2
	41

PERFORMANCE REVIEW OF LEE COUNTY SCHOOL DISTRICT

TEACHER SURVEY RESULTS (n=322)

PART A:

<p>1. I think the overall quality of public education in Lee County School District as:</p> <table border="0" style="width: 100%;"> <tr><td>Excellent</td><td style="text-align: right;">11%</td></tr> <tr><td>Good</td><td style="text-align: right;">63</td></tr> <tr><td>Fair</td><td style="text-align: right;">21</td></tr> <tr><td>Poor</td><td style="text-align: right;">4</td></tr> <tr><td>Don't Know</td><td style="text-align: right;">1</td></tr> </table>	Excellent	11%	Good	63	Fair	21	Poor	4	Don't Know	1	<p>2. I think the overall quality of education in Lee County School District is:</p> <table border="0" style="width: 100%;"> <tr><td>Improving</td><td style="text-align: right;">49%</td></tr> <tr><td>Staying the Same</td><td style="text-align: right;">30</td></tr> <tr><td>Getting Worse</td><td style="text-align: right;">17</td></tr> <tr><td>Don't Know</td><td style="text-align: right;">4</td></tr> </table>	Improving	49%	Staying the Same	30	Getting Worse	17	Don't Know	4
Excellent	11%																		
Good	63																		
Fair	21																		
Poor	4																		
Don't Know	1																		
Improving	49%																		
Staying the Same	30																		
Getting Worse	17																		
Don't Know	4																		

Students are often given the grades A, B, C, D and F to denote the quality of their work. Suppose teachers and administrators were graded the same way.

<p>3. In general, what grade would you give the teachers in Lee County School District?</p> <table border="0" style="width: 100%;"> <tr><td>A</td><td style="text-align: right;">22%</td></tr> <tr><td>B</td><td style="text-align: right;">63</td></tr> <tr><td>C</td><td style="text-align: right;">12</td></tr> <tr><td>D</td><td style="text-align: right;">0</td></tr> <tr><td>F</td><td style="text-align: right;">0</td></tr> <tr><td>Don't Know</td><td style="text-align: right;">2</td></tr> </table>	A	22%	B	63	C	12	D	0	F	0	Don't Know	2	<table border="0" style="width: 100%;"> <tr><td>A</td><td style="text-align: right;">13%</td></tr> <tr><td>B</td><td style="text-align: right;">44</td></tr> <tr><td>C</td><td style="text-align: right;">28</td></tr> <tr><td>D</td><td style="text-align: right;">9</td></tr> <tr><td>F</td><td style="text-align: right;">3</td></tr> <tr><td>Don't Know</td><td style="text-align: right;">2</td></tr> </table>	A	13%	B	44	C	28	D	9	F	3	Don't Know	2
A	22%																								
B	63																								
C	12																								
D	0																								
F	0																								
Don't Know	2																								
A	13%																								
B	44																								
C	28																								
D	9																								
F	3																								
Don't Know	2																								

<p>5. In general, what grade would you give the district-level administrators in the Lee County School District?</p> <table border="0" style="width: 100%;"> <tr><td>A</td><td style="text-align: right;">4%</td></tr> <tr><td>B</td><td style="text-align: right;">21</td></tr> <tr><td>C</td><td style="text-align: right;">39</td></tr> <tr><td>D</td><td style="text-align: right;">21</td></tr> <tr><td>F</td><td style="text-align: right;">10</td></tr> <tr><td>Don't Know</td><td style="text-align: right;">5</td></tr> </table>	A	4%	B	21	C	39	D	21	F	10	Don't Know	5	<p>6. In what type of school do you work this year?</p> <table border="0" style="width: 100%;"> <tr><td>Elementary School</td><td style="text-align: right;">47%</td></tr> <tr><td>Junior High/Middle School</td><td style="text-align: right;">20</td></tr> <tr><td>High School</td><td style="text-align: right;">27</td></tr> <tr><td>Other (Please categorize)</td><td style="text-align: right;">6</td></tr> </table>	Elementary School	47%	Junior High/Middle School	20	High School	27	Other (Please categorize)	6
A	4%																				
B	21																				
C	39																				
D	21																				
F	10																				
Don't Know	5																				
Elementary School	47%																				
Junior High/Middle School	20																				
High School	27																				
Other (Please categorize)	6																				

<p>7. I am a:</p> <table border="0" style="width: 100%;"> <tr><td>Female</td><td style="text-align: right;">76%</td></tr> <tr><td>Male</td><td style="text-align: right;">24</td></tr> </table>	Female	76%	Male	24	<p>9. What grade or grades are you teaching this year?</p> <table border="0" style="width: 100%;"> <tr><td>Pre-K</td><td style="text-align: right;">6%</td><td style="text-align: right;">7</td><td style="text-align: right;">12%</td></tr> <tr><td>K</td><td style="text-align: right;">17</td><td style="text-align: right;">8</td><td style="text-align: right;">16</td></tr> <tr><td>1</td><td style="text-align: right;">20</td><td style="text-align: right;">9</td><td style="text-align: right;">21</td></tr> <tr><td>2</td><td style="text-align: right;">20</td><td style="text-align: right;">10</td><td style="text-align: right;">24</td></tr> <tr><td>3</td><td style="text-align: right;">19</td><td style="text-align: right;">11</td><td style="text-align: right;">24</td></tr> <tr><td>4</td><td style="text-align: right;">20</td><td style="text-align: right;">12</td><td style="text-align: right;">24</td></tr> <tr><td>5</td><td style="text-align: right;">21</td><td style="text-align: right;">Adult</td><td style="text-align: right;">6</td></tr> <tr><td>6</td><td style="text-align: right;">16</td><td></td><td></td></tr> </table>	Pre-K	6%	7	12%	K	17	8	16	1	20	9	21	2	20	10	24	3	19	11	24	4	20	12	24	5	21	Adult	6	6	16		
Female	76%																																				
Male	24																																				
Pre-K	6%	7	12%																																		
K	17	8	16																																		
1	20	9	21																																		
2	20	10	24																																		
3	19	11	24																																		
4	20	12	24																																		
5	21	Adult	6																																		
6	16																																				

8. What is your race/ethnic group?

African American	2%
Asian	0
Hispanic	2
White	95
Other	0

10. How long have you taught in Lee County School District?

1-5 years	28%
6-10	26
11-15	18
16-20	15
21 years or more	14

4. In general, what grade would you give the school-level administrators in Lee County School District?

PART B:

STATEMENTS ON SURVEY INSTRUMENT	CATEGORY (SEE LEGEND)*					
	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. The emphasis on learning in Lee County School District has increased in recent years.	18	49	13	14	3	4
2. Lee County School District schools are safe and secure from crime.	5	39	22	28	4	2
3. Our schools do not effectively handle misbehavior problems.	22	34	11	24	7	2
4. Our schools have sufficient space and facilities to support the instructional programs.	4	24	7	41	23	1
5. Our schools do not have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	11	28	12	32	11	6
6. Our schools can be described as "good places to learn."	12	63	15	9	1	0
7. There is administrative support for controlling student behavior in our schools.	11	45	12	21	12	1
8. Most students in our schools are motivated to learn.	5	46	16	26	7	1
9. Lessons are organized to meet students' needs.	12	67	11	8	0	3
10. The curriculum is broad and challenging for most students.	11	59	18	9	3	0
11. There is little a teacher can do to overcome education problems due to a student's home life.	10	27	15	38	9	1
12. Teachers in our schools know the material they teach.	24	68	6	2	0	0
13. Teachers in our schools care about students' needs.	32	58	6	2	1	0
14. Teachers expect students to do their very best.	30	55	10	5	1	0
15. Principals and assistant principals in our schools care about students' needs.	21	61	8	6	3	1
16. In general, parents do not take responsibility for their children's behavior in our schools.	17	38	22	21	2	1
17. Parents in this district are satisfied with the education their children are receiving.	1	42	31	18	1	7
18. Most parents really don't seem to know what goes on in our schools.	11	53	18	15	2	1
19. Parents play an active role in decision-making in my school.	7	27	25	30	10	2
20. This community really cares about its children's education.	6	43	21	22	6	2
21. Taxpayer dollars are being used wisely to support public education in the Lee County School District.	2	17	18	36	22	4
22. Sufficient student services are provided in the Lee County School District (e.g., counseling, speech therapy, health).	7	49	10	22	11	2
23. Site-based management has been implemented effectively in the Lee County School District.	2	18	27	27	9	17

Legend:

*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART C:

STATEMENTS ON SURVEY INSTRUMENT	CATEGORY (SEE LEGEND)				
	E (%)	G (%)	F (%)	P (%)	DK (%)
1. School board members' knowledge of the educational needs of students in the Lee County School District.	1	18	43	32	6
2. School board members' knowledge of operations in the Lee County School District.	2	26	44	19	9
3. School board members' work at setting or revising policies for the Lee County School District.	1	20	45	29	6
4. The district school superintendent's work as the instructional leader of the Lee County School District.	11	36	30	20	3
5. The district school superintendent's work as the chief administrator (manager) of the Lee County School District.	11	35	30	20	5
6. Principal's work as the instructional leaders of their schools.	16	49	28	7	1
7. Principal's work as the managers of the staff and teachers.	20	50	21	9	1
8. Teachers' work in meeting students' individual learning needs.	17	66	15	2	1
9. Teachers' work in communicating with parents.	16	57	23	1	2
10. Teachers' attitudes about their jobs.	7	37	44	12	0
11. Students' ability to learn.	7	52	34	5	2
12. The amount of time students spend on task learning in the classroom.	6	49	32	10	3
13. Parents' efforts in helping their children to do better in school.	1	14	52	29	4
14. Parents' participation in school activities and organizations.	2	12	42	41	2
15. How well students' test results are explained to parents.	4	38	33	16	10
16. The condition in which Lee County School District schools are kept.	10	56	27	8	1
17. How well relations are maintained with various groups in the community.	4	42	37	5	11
18. The opportunities provided by the district to improve the skills of teachers.	28	50	17	4	0
19. The opportunity provided by the district to improve the skills of school administrators.	14	32	15	5	33
20. The district's job of providing adequate instructional technology.	25	45	24	6	1
21. The district's use of technology for administrative purposes.	17	47	15	4	18

Legend:

*E = Excellent, G = Good, F = Fair, P = Poor, DK = Don't Know

PART D: Work Environment.

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. I find the Lee County School District to be an exciting, challenging place to work.	19	46	25	9	2	0
2. The work standards and expectations in the Lee County School District are equal to or above those of most other school districts.	15	41	14	9	2	18
3. Lee County School District officials enforce high work standards.	10	44	27	12	4	3
4. Most Lee County School District teachers enforce high student learning standards.	14	63	10	9	2	2
5. Lee County School District teachers and administrators have excellent working relationships.	5	28	29	24	11	2
6. <u>Teachers</u> who do not meet expected work standards are disciplined.	1	21	19	29	13	17
7. <u>Staff</u> who do not meet expected work standards are disciplined.	1	23	21	24	10	21
8. <u>Teacher</u> promotions and pay increases are based upon individual performance.	0	2	9	30	53	6
9. <u>Staff</u> promotions and pay increases are based upon individual productivity.	0	6	10	21	37	25
10. I feel that I have the authority to adequately perform my job responsibilities.	34	46	8	9	3	0
11. I have adequate facilities to do my work.	28	46	7	12	8	0
12. I have adequate equipment and computer support to do my work.	22	43	11	16	8	0
13. The workloads are equitably distributed among teachers and among staff members.	7	36	14	23	16	5
14. No one knows or cares about the amount or quality of work that I perform.	6	17	15	39	23	0
15. Workload is evenly distributed.	2	31	18	28	15	6
16. The failure of Lee County School District officials to enforce high work standards results in poor quality work.	5	18	29	27	12	9
17. I often observe other teachers and/or staff socializing rather than working while on the job.	3	11	17	35	32	2

Legend:

*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART E: Job Satisfaction.

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. I am very satisfied with my job in Lee County School District.	23	50	13	12	3	0
2. I plan to make a career in Lee County School District.	31	50	10	5	3	2
3. I am actively looking for a job outside of Lee County School District.	4	6	11	31	46	3
4. Salary levels in Lee County School District are competitive.	2	14	13	30	39	3
5. My supervisor(s) appreciates my work.	25	40	14	12	9	0
6. I am an integral part of the Lee County School District team.	14	37	25	17	7	1
7. There is no future for me in the Lee County School District.	2	8	17	33	38	3
8. My salary level is adequate for my level of work and experience.	2	9	9	32	47	0
9. I enjoy working in a culturally diverse environment.	28	55	13	2	2	0

Legend:

*SA = Strongly Agree A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART F: Administrative Structure and Practices.

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. Most administrative practices in Lee County School District are highly effective and efficient.	3	26	23	30	12	7
2. Administrative decisions are made quickly and decisively.	3	25	20	29	11	11
3. Lee County School District administrators are easily accessible an open to input.	4	26	20	24	18	7
4. Authority for administrative decisions is delegated to the lowest possible level.	1	14	21	20	11	33
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	6	49	12	23	8	1
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	18	39	16	11	4	12
7. The extensive committee structure in Lee County School District ensures adequate input from teachers and staff on most important decisions.	2	19	25	30	14	10
8. Lee County School District has too many committees.	22	27	24	5	2	21
9. Lee County School District has too many layers of administrators.	45	27	12	6	1	8
10. Most Lee County School District administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	4	38	26	17	9	6
11. Central Office Administrators are responsive to school needs.	2	17	26	25	18	13
12. Central Office Administrators provide quality service to schools.	2	16	33	22	15	12

Legend:

*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART G: Lee County School District Operations.

District/Program Function	Should Be Eliminated (%)	Needs Major Improvement (%)	Needs Some Improvement (%)	Adequate (%)	Outstanding (%)	Don't Know (%)
a. Budgeting	0	31	32	15	1	20
b. Strategic planning	1	17	35	17	1	29
c. Curriculum planning	0	26	35	28	6	6
d. Financial management and accounting	1	23	28	20	2	28
e. Community relations	1	20	35	35	3	7
f. Program evaluation, research, and assessment	3	13	30	35	2	18
g. Instructional technology	0	8	30	41	18	3
h. Pupil accounting	0	9	24	39	4	25
i. Instructional coordination/supervision	1	11	33	38	5	12
j. Instructional support	1	17	33	39	4	6
k. Federal Program (e.g., Chapter I, Special Education) coordination	2	18	20	32	7	21
l. Personnel recruitment	8	11	17	32	3	29
m. Personnel selection	1	12	25	34	3	24
n. Personnel evaluation	1	14	27	43	4	11
o. Staff development	1	6	14	45	31	4
p. Data processing	0	5	12	44	5	34
q. Purchasing	0	12	18	33	1	35
r. Law enforcement/security	0	14	25	39	7	16
s. Plant maintenance	1	13	26	41	7	13
t. Facilities planning	1	14	24	31	2	28
u. Pupil transportation	0	28	27	29	3	13
v. Food service	0	16	23	44	6	11
w. Custodial services	1	12	23	48	11	5
x. Risk management	1	7	19	54	8	11
y. Administrative technology	1	4	15	42	7	31

PART H: General Questions

1. The overall operation of Lee County School District is:

Highly efficient	2%
Above average in efficiency	49
Less efficient than most other school districts	33
Don't know	16

2. The operational efficiency of Lee County School District could be improved by:

Offering fewer programs	11%
Increasing some class sizes	2
Increasing teacher workload	0
Reducing the number of administrators	57
Reducing the number of support staff	9
Privatizing some support services	34
Joining with other districts to provide joint services (e.g., transportation, purchasing, maintenance, etc.)	19
Taking advantage of more regional services	22
Reducing the number of facilities operated by the district	8
Other	30