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SCHOOL DISTRICT REPORT of PROPERTY VALUE 1990

School District Name: State Total 1,047 Districts County/Dist./CAD No. _____

All numeric answers in this report must be right-justified, except those containing decimals (e.g. tax rates). The last digit should be in the far-right of the box.

I.A. Total Appraised Value of Tax Roll Before All Partial Exemptions and Reductions for Productive Valuation TOTAL APPRAISED VALUE DOES NOT INCLUDE TOTALLY EXEMPT PROPERTY Use figures from your most current 1990 tax roll including any certified changes and supplemental records. Use the appraised market value (not the productivity value of all property receiving productivity valuation. Do not deduct partial exemptions. (Same as item SR0104 on Page 3.) Do not include uncertified value.

Total Appraised Value Lost to State-mandated Residence Homestead Exemptions Value lost to requires \$5,000 general and \$10,000 over-65 and Exemptions. (Same as item SR0253 on Page 7.)

Total Appraised Value Lost to Local, Optional Over-65 or Disabled Homestead Exemptions. (Same as item SR0212 on Page 7.)

Total Appraised Value Lost to Local, Optional Percentage Homestead Exemptions. (Same as item SR0289 on Page 8.)

Exemptions

Sec. 11.251

Valuation of Const. Art. 8

Device

Taxation 1066f



THE SUPREME COURT OF TEXAS
No. D-0378

EDGEWOOD INDEPENDENT SCHOOL DISTRICT ET AL.,
vs. Appellants
WILLIAM N. KIRBY ET AL.,
Appellees

ON DIRECT APPEAL FROM A JUDGMENT OF THE 250TH DISTRICT COURT, TRAVIS COUNTY, TEXAS, AND ON APPLICATION FOR ENFORCEMENT OF MANDATE

JUDGMENT

THE SUPREME COURT OF TEXAS, having heard this cause on direct appeal from the District Court of Travis County, Texas, and on application to enforce mandamus, and after reading the original record, briefs, and the argument of counsel, and after considering the public school finance system continues to violate the provisions of the Constitution following enactment of Senate Bill 1 by the 71st Legislature, 6th C.S., ch. 1, 1990 Tex. Gen. Laws 1).

IT IS THEREFORE ORDERED, in accordance with the provisions of the Constitution, that the writ of mandamus be granted to direct the 250th District Court, Travis County, Texas, to reinstate an injunction in the event the injunction is further stayed until the provisions of the Constitution require a new election in September 1991.

Opinion is certified to the District Court of Travis County, Texas, which is hereby affirmed (Justice Phillips)

SB 351 AS FINALLY PASSED AND SENT TO THE GOVERNOR

DATA DOCUMENT

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THE LEGISLATURE OF THE STATE OF TEXAS: Chapter 16, Education Code, is amended to read as follows:

SECTION 1.001. (a) It is the policy of the State of Texas that a thorough and efficient public education system be provided for all children residing in this State. The public school system shall have access to sufficient state revenue sources so that the services that are appropriate to his or her individual needs and that are substantially equal to those provided to any other similar student, notwithstanding varying local economic factors.

(b) The public school finance system of the State of Texas shall adhere to the standard of [fiscal] neutrality which provides for equal access to similar revenue per student at the local level, considering all state and local tax revenues of the district, and acknowledging all legitimate student and district tax credits.

The program of state financial support designed and implemented to achieve these policies shall include adherence to the following principles:



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BENCH MARKS 1990-91 SCHOOL DISTRICT BUDGETS IN TEXAS

The TEXAS RESEARCH LEAGUE is a nonprofit educational corporation, engaged in objective analyses of the operations, programs and problems of Texas government. The League makes no charge for its services which are financed by public-spirited citizens through annual contributions.

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INTRODUCTION

This edition of Bench Marks by the Texas Research League was prepared as the legislature was meeting in special session to enact an appropriation bill to fund the new school finance legislation. Presumably, local school officials will prepare budgets for the 1991-92 school year under the provisions of the new law (SB 351 and HB 2885). However, the challenge to the Texas school finance system continues in district court.

School finance issues now turn from the state capitol to local school board rooms as 1991-92 budgets and tax rates are adopted. However, there is a new unit in the process as the legislature created 188 County Education Districts with the limited function of levying and collecting property taxes to fund the local share of the Foundation Program for all school districts assigned to the county district.

The need for school finance information and comparisons with other districts continues. To participate in school budgeting decisions, taxpaying citizens need to be informed and to be able to compare their local school with others in the state. This Bench Marks report closely follows the pattern in recent years. The 50 largest districts are listed in Table 3 and all school districts are listed in the Appendix by county within regions. The SAT and ACT scores for students planning to enter college have been shown again. The cost of the foundation program is also shown, although the figures were not finalized at the time of publication. The foundation program cost will be funded by the County Education District and the state. Property taxes levied by local school districts will enrich the foundation program level, and will be imposed on taxable property within the boundaries of that school district and spent within that district.

This comparison of the financing of the 1,047 school districts in Texas is possible only through the generous cooperation of the Texas Education Agency, the State Property Tax Board, and the many local school officials who compiled and reported the information.

Gary E. Wood
President

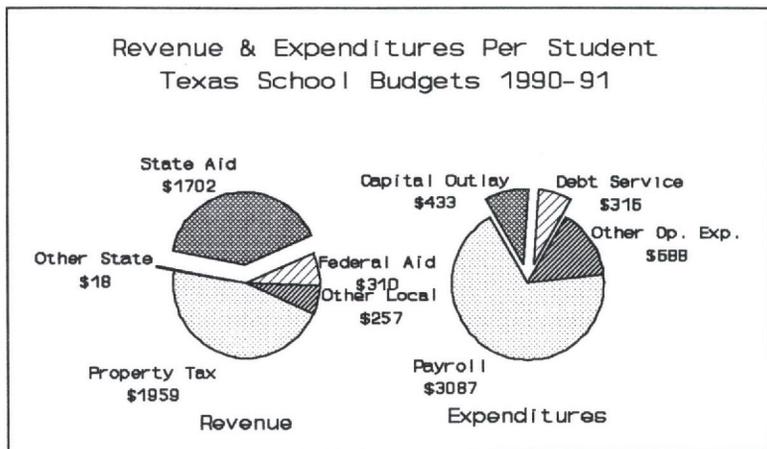
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BENCH MARKS 1990-91 SCHOOL DISTRICT BUDGETS IN TEXAS

School trustees in 1,047 Texas school districts adopted budgets for 1990-91 totaling \$15.3 billion, an average of \$4,524 for each of the 3,377,223 students enrolled in the fall of 1990. To pay for this trustees in 899 districts increased local property taxes, bringing the total tax levy to \$6.6 billion (an average of \$1,959 per student). State aid provided another \$1,702 per student¹, and total tax resources (state aid plus local property tax) equaled \$3,661 per child. Federal aid was anticipated to provide \$310 per student, and other state programs added \$18 per student.

Other revenue from local sources added \$257 per student. School lunch fees accounted for \$94 per child, athletic and curricular activities provided \$4 per student, while interest on funds invested added \$67. A wide array of local sources ranging from tuition, summer school, and driver education fees, funds from other local governments and "miscellaneous" account for the remainder. Anticipated sales of bonds generated \$35 per student, and sales or lease of property added \$2 per student.



LOCAL SCHOOL BUDGETS UP \$1 BILLION

The \$15.3 billion budgeted for 1990-91 was an increase of \$1 billion, or 7.2% over the previous year. Since HB 72 was enacted, local school budgets have increased from \$9 billion in 1983-84 to \$15.3 billion, or 70%. On a per-student basis, school budgets grew by 50% over that seven-year period.

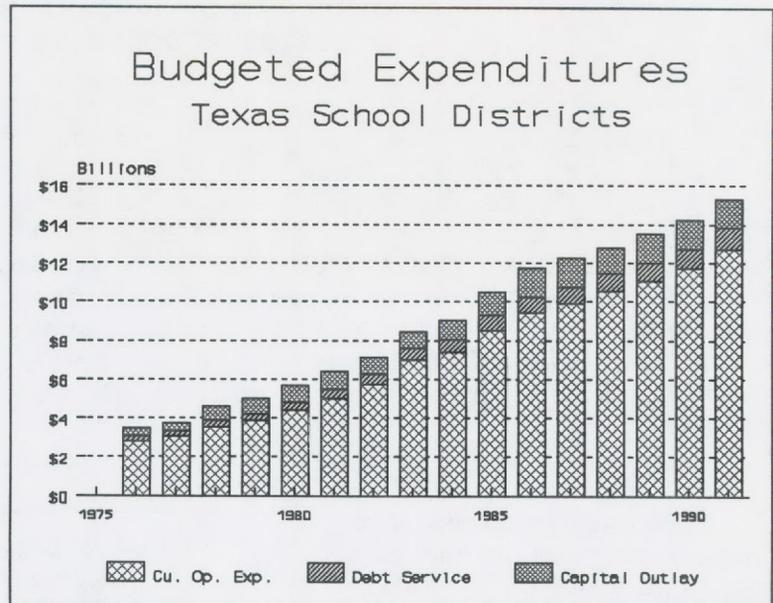
¹ This figure includes \$991 million of income from the Permanent School Fund in 1990-91, but that averaged only \$293 per student enrolled--less than one-tenth of the \$3,661 per student of tax funds provided last year. Excluded from local district budgets are state funds for textbooks and for the major portion of teacher retirement expense.

Since this series of Bench Marks reports began, budgets of Texas school districts have grown from \$3.4 billion in 1975-76 to \$15.3 billion. That growth averages 10.5% compounded per year.

The value of taxable property last year was virtually the same as the previous year, and 86% of the districts increased local property tax levies last year.

To finance last year's budgets, school trustees adopted tax rates that produced \$6.6 billion of property tax revenue. The average rate of taxation has increased from 0.613% in 1983-84 to 1.066% of true market value--an increase of 74%. The school tax on a typical \$80,000 homestead has increased 79% over the past six years from \$430 to \$771.

The major portion of the school budget goes for payroll. The average salary for classroom teachers in 1989-90 was estimated to be \$28,400, or 3.3% higher than the previous year. The 205,568 classroom teachers were 57% of the total 358,786 school employees.



Appropriation of public funds for a school district is made by the adoption of a budget which must include all estimated revenues and proposed expenditures for the 12-month fiscal year. Budget accounts are reported by computer under the Public Education Information Management System (PEIMS) as of October 26, 1990, rather than the budget amounts formally adopted in August.

By law appropriations lapse at the end of the fiscal year (August 31). The accounting manual requires that outstanding encumbrances be canceled at the end of the year, although the commitment can be reappropriated. This procedure allows a new board of trustees to review all obligations that affect the new budget year.

THE SCHOOL BUDGET

Adoption of a budget by the board of trustees of a school district provides the legal authorization for the school administrators to spend public funds. Budgets are reported in two ways--by function and by object of expenditure. In this report, the objects of payroll, purchased and contract services, supplies and materials, and other operating expenses are combined into the category "current operating expense." This group of current operating expenses is then shown by function, with totals for 1047 local school districts tabulated in Table 1.¹

Table 1
BUDGETED CURRENT OPERATING EXPENDITURES PER STUDENT BY FUNCTION
TEXAS SCHOOL DISTRICTS, 1983-84, 1989-90, and 1990-91

Function	1983-84	1989-90	1990-91	
			Budget	Percent
INSTRUCTIONAL SERVICES	\$1,373.39	\$2,059.96	\$2,186.24	57.9%
ADMINISTRATION				
General Administration	\$152.61	\$187.10	191.75	5.1
Instructional Administration	55.32	83.94	92.20	2.4
School Administration	<u>125.85</u>	<u>188.89</u>	<u>201.06</u>	<u>5.3</u>
Subtotal:Administration	\$333.78	\$459.93	\$485.01	13.0%
INSTRUCTIONAL RELATED				
Instrl. Resources & Media	\$43.90	\$63.63	67.22	1.8
Instrl. Research & Development	3.52	3.11	3.30	0.1
Curriculum & Personnel Development	4.10	12.72	14.51	0.4
Communications & Dissemination	<u>1.40</u>	<u>4.73</u>	<u>6.31</u>	<u>0.1</u>
Subtotal Instrl. Related	\$52.92	\$84.19	\$91.34	2.4%
PUPIL SERVICES				
Guidance & Counseling	65.49	105.46	115.51	3.1
Attendance & Social Work	7.46	12.61	13.60	0.4
Health Services	18.82	29.08	31.75	0.8
Pupil Transportation	76.52	94.93	103.65	2.7
Curricular Activities	55.87	83.54	89.37	2.4
Food Services	<u>166.39</u>	<u>210.41</u>	<u>225.99</u>	<u>6.0</u>
Subtotal Pupil Services	\$390.55	\$536.03	\$579.87	15.4%
PLANT SERVICES				
Maintenance Operations	\$321.92	\$392.02	\$421.45	11.2%
COMMUNITY SERVICES	<u>\$6.20</u>	<u>\$9.51</u>	<u>\$10.71</u>	<u>0.3%</u>
TOTAL	\$2,478.76	\$3,541.64	\$3,774.62	100.0%
Fall Enrollment	2,985,471	3,311,029	3,377,223	

Source: PEIMS Budget data filed with the Texas Education Agency.

¹ The accounting system is prescribed by the Texas Education Agency in Bulletin 679.

\$3,775 PER STUDENT FOR CURRENT OPERATIONS

Excluding interest payments, an average of \$3,775 per student was budgeted for current operations in the 1990-91 school year, a \$1,296 per-student increase since 1983-84.¹

In 373 school districts, the budgets called for spending less than the \$3,775 average. In six of those districts, current expenditures averaged less than \$2,800 per student. At the other extreme, 26 districts authorized the expenditure of more than \$10,000 per student for operating expenses during the current fiscal year.

As detailed in Table 1 for 1990-91 budgets, direct instructional services averaged \$2,186 per student, accounting for 57.9% of the total. Pupil services averaged \$580 per student, or 15.4% of the total. The third largest budget category was administration which averaged \$485 per student and accounted for 13.0% of total current operating expenses. Plant maintenance and operation (custodial and maintenance employees, utilities, repairs, etc.) accounted for 11.2% of the operating budget, or \$421 per student.

Included in pupil services are: transportation expense, which accounted for \$104 per pupil; guidance and counseling service, \$116 per pupil; curricular activities, \$89 per student; and food service, another \$226.²

Another view of the budget is by object of expenditure as shown in Table 2. Payroll expense of \$3,087 per student comprised 81.8% of the total operating expense or 68.2% of the total budget including debt service and capital outlay. Current operating expenses accounted for 83.4% of the total budget. Debt service (interest and repayment of principal) required 7.0% or \$316 per pupil. The remaining 9.6%, or \$433 per student, was budgeted for capital outlay.

¹ For comparable information for individual school districts, refer to the County index on the inside of the back cover, which shows the Appendix page number. For information on the 50 largest districts, see Table 3.

² The figures in this report represent spending by the local district only and do not include substantial direct expenditures by the state, regional centers, and county units. These figures, therefore, are not comparable with per-student expenditure figures compiled in other states or with national averages.

Table 2

BUDGETED PER PUPIL EXPENDITURES 1983-84, 1988-89, AND 1990-91
TEXAS SCHOOL DISTRICTS

Type of Expenditure	Per Student			Percent of	
	1983-84	1989-90	1990-91	Cur.Op.Ex.	Total
Payroll Expense	\$1,967.27	\$2,895.24	\$3,086.64	81.8%	68.2%
Purchased & Contract Services	231.87	297.13	314.16	8.3	6.9
Supplies & Materials	217.69	276.66	294.78	7.8	6.5
Other Operating Exp.	<u>61.92</u>	<u>72.61</u>	<u>79.04</u>	<u>2.1</u>	<u>1.8</u>
Total Current Operating Expense	\$2,478.76	\$3,541.64	\$3,774.62	100.0%	83.4%
Debt Service	217.60	301.68	316.42		7.0
Capital Outlay	<u>321.18</u>	<u>460.73</u>	<u>432.90</u>		<u>9.6</u>
TOTAL BUDGET	\$3,017.54	\$4,304.04	\$4,523.93		100.0%

Source: PEIMS budget data filed with the Texas Education Agency.

Table 3 displays 40 columns of information for the 50 largest school districts in Texas arrayed by the number of students shown in column 1. Major functional categories of school operating expenditures are shown in columns 2-9. Column 10 is the total current operating expense per student, consisting of the total of the items in columns 2-9. Debt service and capital outlay are shown in columns 11 and 12. Typically bonds are sold to provide funds for facilities and the bonds are repaid along with interest by annual debt service payments. The total budget (columns 10, 11, and 12) represents a partial double counting of expense as both proceeds of bond sales and repayment of borrowed funds are included. However, from a budget standpoint, local school trustees must fund all three categories through the budget.

The beginning balance of operating funds is shown in column 13. Because payroll is such a large budget item, the amount per student is displayed in column 14. Columns 16-18 show average base salary for employees in October 1990. That is followed by staffing ratios in columns 19-23 on the second page of Table 3. ACT and SAT 1989 test scores are shown next, followed by finance, tax, and revenue data, which will be discussed later.

All terms are defined in the Appendix on pages A-1 to A-7. The remainder of the Appendix lists similar data for each of the 1,047 regular school districts in Texas, followed by six special types of districts at the end.

ACCREDITATION

To ensure that state standards are followed and to assure uniformity of the quality of credits earned, accreditation visits are made every three to five years by Texas Education Agency personnel or representatives. A written report documents the findings, and a timetable is prepared for corrective action on unfavorable items. As of April 1991, 19 districts had been "advised" of accreditation problems and another 15 had been "academically unaccredited." Failure to meet standards can result in the assignment of a "monitor" to observe, or ultimately in the appointment of a "master" who has authority to veto action by the local school board¹. Among the districts referred to above, monitors had been assigned to 10 districts and masters to three. Two small districts (two and seven students) formerly unaccredited are being reviewed and are shown as "unrated.". The status is indicated following the name of the district in the Appendix and in Table 3.

Table 4
Percent Instructional and Administrative Expenses of Current Op. Expenses

<u>% of Current Op. Expense</u>	<u>Districts</u>	<u>% of Students</u>
Instructional Service Expenses		
Less than 50%	36.	0.3%
50 - 54.9%	198.	10.2
55 - 59.9%	516	64.0
60 - 64.9%	266	25.0
65 - 69.9%	24	0.5
70% & over	<u>7</u>	<u>--</u>
Total	1,047	100.0%
Administrative Expense		
Under 10%	13	3.2
10 - 14.9%	565	87.5
15 - 19.9%	372	8.8
20 - 24.9%	75	0.4
25 - 29.9%	15	0.1
30% & over	<u>7</u>	<u>--</u>
Total	1,047	100.0%

¹ HB 2885 provides for an "intervention team" to assist in the improvement of a low-performing campus.

**INSTRUCTIONAL
SERVICE**

Direct instructional service expense averaged 57.9% of current operating expenses (Column 3 divided by Column 10 of Table 3 or the Appendix). This item includes activities dealing directly with the instruction of pupils, such as teacher salaries and classroom equipment, furniture, and supplies. Conversely, 42.1% of the amount budgeted for current operations was for activities outside the classroom. As tabulated in Table 4, the proportion spent in the classroom varied from less than 50% to more than 70%, with half of the districts allocating between 55 and 60% to the classroom.

Table 4 also tabulates the percentage budgeted for administration (Column 2 divided by column 10 of Table 3 or the Appendix.) The proportions ranged from less than 10% to more than 30% with 565 districts spending between 10 and 15% for administration.

**FUND BALANCES TOTAL
\$3.2 BILLION**

School districts had balances totaling \$3.2 billion at the beginning of the 1990-91 budget year, of which \$1.8 billion was in operating funds, \$357 million in the debt service fund, and \$1.0 billion in capital projects funds (see Table 5).

Under the PEIMS reporting system, school districts must use the ending balance on August 31st in the audit report as the beginning balance for the following year's budget.

Table 5
FUND BALANCES TEXAS SCHOOL DISTRICTS
(Millions of Dollars)

	<u>8-31-87</u>	<u>8-31-88</u>	<u>8-31-89</u>	<u>8-31-90</u>
Operating Funds	\$2,168	\$2,131	\$1,959	\$1,847
Interest and Sinking	322	331	352	357
Construction	<u>1,116</u>	<u>992</u>	<u>1,031</u>	<u>1,029</u>
Total	\$3,606	\$3,454	\$3,342	\$3,233

Source: School district audit reports for years indicated as filed with the Texas Education Agency.

The \$1.8 billion operating balance averaged \$547 per student. A deficit was reported for 26 districts, and another 82 districts reported less than \$100 per student. However, 14 districts had more than \$10,000 per child in the bank, and 62 districts had a larger per-student operating balance than the \$3,775 average current operating expense. (See Column 13 of Table 3 and Appendix.)

**TEXAS SCHOOL DEBT
AVERAGES \$2,105**

Long-term debt on August 31, 1990, averaged \$2,105 per student, but varied widely among individual districts. No long-term debt was reported by 274 school districts. Debt of less than \$1,000 per student was reported by another 451 districts; five districts reported more than \$10,000 per student. (See column 15 of Table 3 and the Appendix.)

**PAYROLL COST \$3,087
PER STUDENT**

In 1990-91, local school districts budgeted \$10.4 billion for wages and salaries, which is equal to \$3,087 per student. For a class of 22 students, payroll cost equaled \$67,906 for the teacher plus a proportionate amount for support, administrative, and other school employees.

Payroll expense is a function of two variables--the salary level and the staffing pattern. Average salaries and pupil-teacher ratios tend to vary by school district size. Large school districts tend to pay above-average salaries and have higher pupil-teacher ratios. Smaller districts typically have a lower ratio of pupils to teachers and pay salaries below the statewide average. The two factors tend to offset so that there is not as large a variation in teacher salary cost per student between large and small districts as the variation in either salaries or teacher ratios.

**AVERAGE SALARY \$28,400
FOR CLASSROOM TEACHERS**

Classroom teachers under contract on October 26, 1990, were scheduled to be paid a base salary averaging \$26,838, generally for 10 months. The Texas Education Agency estimated actual salaries the previous year including career ladder and supplements averaged 6.1% above the base. Using that percentage, the average teacher salary for 1990-91 would have been about \$28,400. That would indicate an increase of about 3.3% over the previous year. (Average base salaries vary among the districts as shown in Column 16 of Table 3 and the Appendix, and do not include career ladder and other supplements.)

The average salary for Texas classroom teachers has increased 81% since 1981 (See Table 6). The purchasing power of that salary peaked in 1986, and has slowly eroded since then.

Table 6
**AVERAGE SALARY TEXAS CLASSROOM TEACHERS
 IN CURRENT AND CONSTANT DOLLARS
 AND PUPIL-TEACHER RATIOS**

<u>Year</u>	<u>Average Salary</u>	<u>Price Index</u>	<u>In 1991 Dollars</u>	<u>Pupils per Teacher</u>
1950-51	\$ 3,063	27.8	\$15,745	27.0
1955-56	3,867	30.1	18,359	26.0
1960-61	4,551	33.3	19,530	25.6
1965-66	5,858	36.8	22,748	24.1
1970-71	8,147	44.9	25,292	22.4
1975-76	11,348	62.6	25,905	19.5
1980-81	15,690	94.6	23,701	17.9
1985-86	\$24,487	114.3	\$30,614	17.4
1986-87	24,885	119.5	29,733	17.2
1987-88	25,558	124.5	29,406	17.1
1988-89	26,527	129.9	29,182	16.6
1989-90	27,496	136.4	28,806	16.5
1990-91	28,400	142.9p	28,400	16.4

Note: Price index for personal consumption expenditures in U.S. compiled by U.S. Department of Commerce; 1982 equals 100.

Source: Compiled from reports filed by local districts with the Texas Education Agency. The 1987-88 to 1989-90 figures are estimates by the Texas Education Agency. The 1990-91 average is base salary reported in October 1990 plus 6.1%.

PUPIL-TEACHER RATIO
16.4 TO 1

School districts employed 205,568 classroom teachers in October 1990 for the 3,377,223 students enrolled, resulting in a pupil-teacher ratio of 16.4 to 1. (See Column 19 of Table 3 or the Appendix.) The term "classroom teachers" consists only of professional teachers in the classroom and does not include counselors, librarians, and other support or administrative employees or aides. The school districts report professional personnel on a unit basis so that a principal who teaches one-third of the time would be counted as one-third of a classroom teacher.

A pupil-teacher ratio is not the same as average class size because teachers and students are not necessarily in a classroom

the same number of hours each day. Students have study periods, recess, etc; teachers have off-duty or preparation time, etc.

OTHER PERSONNEL

In addition to 205,568 classroom teachers, school districts in October 1990 employed 17,074 administrators, 21,539 support personnel, 31,298 teaching aides and 114,605 auxiliary employees (food service, maintenance, bus drivers, etc.). The average base salary for these school employees is shown in Columns 17-18 of Table 3 and the Appendix. Statewide, administrator salaries averaged \$44,150, or 64.5% more than the average for classroom teachers. Part of the difference is due to the longer period of time worked by administrators during the year. Support persons salaries averaged \$32,449, or 20.9% more than classroom teachers. There were 5.1 administrators and 6.4 support persons per 1,000 students (see Columns 20-23). Support persons include librarians, counselors, nurses, supervisors, and special service persons. Administrators include superintendents, principals, assistant principals, and administrative assistants.

Table 7
Auxiliary School Employees October 1990

<u>Functional Category</u>	<u>Number of Employees</u>	<u>Base Salary</u>
General Administration	6,715	\$18,553
School Administration	11,358	14,124
Instructional Administration	2,471	17,601
Other General Administration	<u>1,055</u>	20,729
Total Administration	21,599	\$16,222
Instructional Service	4,982	10,780
Support	5,927	13,810
Pupil Transportation	14,156	11,233
Food Service	29,744	8,790
Plant Services	37,346	14,837
Curricular Activities	304	14,662
Ancillary--Community Service	<u>546</u>	12,321
Total	114,605	\$12,842

EMPLOYEE BENEFITS

Texas school districts reported \$718 million budgeted for employee benefits for 1990-91--an average of \$212 per student. To compare districts of different size, the employee benefit expense is expressed as an amount per student and shown for the 50 largest districts in Table 8. Social security is optional for employees in different school districts, and the expense averaged \$24.68 per

student statewide, but \$28.80 in the 50 largest districts. Group health and life insurance accounted for half of employee benefits, averaging \$113.57. Worker's compensation averaged \$46.06 and unemployment compensation averaged \$2.92.

Most of the employer's share of retirement expense is paid by the state and does not appear in the school district's budget. However, salary payments exceeding the state's minimum salary schedule (adjusted by the price differential index) must be paid by local districts unless the M&O tax rate exceeds 125% of the statewide average. Local districts budgeted \$55 million, or \$16.40 per pupil for this purpose. Sick leave totaled \$11 million, or \$3.21 per student. "Other employee benefits" totaled \$17 million, or \$5.14 per student.

Health insurance for school employees increased from \$95.27 per student in 1989-90 to \$113.57 last year, or 19.2%. No health insurance expenses were reported in 1989-90 by 207 districts with 5.6% of the students in Texas but expenses were shown in 1990-91. Another 29 districts reported no health insurance in either year. At the other extreme, 37 districts reported insurance costs that had more than doubled, and another 66 districts reported increases of more than 50%. However, reductions in health insurance expense were reported by 198 school districts with 17.5% of the students in the state.

OTHER EXPENSES AND REVENUE

One of the expenses listed in Table 8 for the 50 largest districts is fees to the central appraisal district plus payments for contract tax collection service¹ which averaged \$25.78 per student statewide (Column 46). Expenditures for water, telephone, electric, gas, and other utility service averaged \$127.32 per student. Interest expense on bonds, loans, bus warrants, leases, etc. averaged \$150.06 per pupil. Budgeted expenses for travel averaged \$27.54 per student. Books and films (with a two-year useful life) for the library averaged \$14.60 per student.

¹ If the district collects taxes, the expense would be reported as payroll and other expenses rather than contract service.

Table 8
AMOUNTS PER STUDENT ENROLLED, 1990-91 BUDGETS

School District	Employee Benefits										TOTAL Revenue (51)	Proceeds Bonds (52)
	Social Security (41)	Health Insurance (42)	Workers Comp. (43)	Emp.oyment Comp. (44)	Total Benefits (45)	Tax App. & Col. (46)	Utility (47)	Interest (48)	Travel Expense (49)	Library Books (50)		
HOUSTON ISD	\$ 13.15	\$ 100.18	\$ 54.32	\$ 2.79	\$ 220.51	\$ 21.09	\$ 124.14	\$ 56.30	\$ 5.79	\$ 19.89	\$ 3960.63	.00
DALLAS ISD	13.26	112.25	48.42	3.92	194.90	20.36	134.39	118.20	9.82	20.93	4523.03	.00
FORT WORTH ISD	14.17	104.51	88.65	2.74	255.27	28.21	126.43	163.88	14.88	15.13	4206.81	.00
AUSTIN ISD	205.87	175.30	42.97	3.15	442.30	35.88	139.38	309.25	17.91	5.98	4341.26	.00
El Paso [Advised]	12.33	114.36	60.69	3.35	227.78	19.66	88.88	99.54	17.10	8.99	3814.23	.00
SAN ANTONIO ISD	234.36	179.00	97.68	1.25	541.78	20.06	104.03	66.45	16.99	7.74	4463.60	.00
NORTHSIDE ISD	14.90	47.91	48.85	.00	126.88	.00	75.51	282.24	12.78	4.52	4393.11	457.90
YSLETA ISD	14.38	176.39	51.30	1.10	286.43	12.98	88.09	133.78	21.24	20.88	3863.77	.00
ARLINGTON ISD	16.27	87.60	46.53	1.18	166.86	10.00	108.91	210.97	12.82	22.57	4047.71	.00
CORPUS CHRISTI ISD	15.16	61.78	34.43	1.49	140.09	19.33	114.29	109.54	17.85	23.00	3930.14	.00
ALDINE ISD	12.21	51.75	21.17	1.87	108.78	12.21	90.10	56.54	8.79	9.84	3447.16	.00
CYPRESS-FAIRBANKS	17.30	125.45	23.54	2.99	172.17	.00	118.26	417.28	30.92	14.91	4365.64	.00
NORTH EAST ISD	15.03	55.38	31.32	1.25	102.99	32.07	92.89	77.50	23.67	9.70	3916.57	2.13
GARLAND ISD	F 13.11	84.56	26.93	2.61	140.49	9.91	103.79	250.97	18.79	7.68	3699.81	.00
PASADENA ISD	9.71	101.33	19.08	1.06	142.29	6.64	137.11	26.01	14.23	18.04	3644.91	.00
Brownsville[AcUn/Mon	.00	285.19	24.34	5.11	355.95	8.08	107.18	88.68	23.92	27.01	4110.51	.00
FORT BEND ISD	16.64	.00	63.13	1.13	93.53	15.71	158.09	244.65	11.93	18.65	3754.27	.00
RICHARDSON ISD	10.96	256.39	25.48	.00	309.77	16.99	134.29	.15	14.49	5.25	4983.88	307.17
LUBBOCK ISD	31.76	124.58	24.32	2.60	196.60	35.49	130.75	100.93	32.51	12.41	4134.59	.00
PLANO ISD	17.03	179.13	68.27	1.49	294.39	35.80	127.57	288.54	41.85	12.29	4780.24	.00
ALIEF ISD	17.21	12.59	31.74	2.18	70.65	.00	151.06	296.71	15.84	11.67	4539.41	.00
AMARILLO ISD	13.40	150.74	62.59	.00	236.83	11.25	112.73	179.56	42.13	13.53	3742.00	.00
ECTOR COUNTY ISD	12.89	151.42	45.39	1.85	237.11	26.67	97.03	46.13	29.04	13.57	3883.49	.00
SPRING BRANCH ISD	16.32	108.53	36.66	1.86	190.81	.00	179.43	178.59	35.23	12.90	4640.73	.00
KLEIN ISD	F .00	92.00	16.62	.82	113.93	15.83	152.04	143.02	22.69	4.41	4439.80	381.39
MESQUITE ISD	4.79	50.90	36.10	2.10	119.90	11.77	129.93	364.94	20.12	12.88	3680.11	77.16
IRVING ISD	13.80	146.52	38.81	1.06	206.52	12.42	122.15	208.35	18.10	27.86	4341.34	.00
LAREDO ISD	8.60	96.96	25.86	4.14	161.03	.00	93.21	73.12	6.44	6.98	3884.41	.00
CONROE ISD	15.55	128.83	.00	.00	144.39	35.27	134.07	181.46	27.88	10.65	4099.27	.00
CLEAR CREEK ISD	15.49	211.14	53.95	1.14	301.39	22.35	125.75	161.58	20.02	15.61	4310.98	.00
KILLEEN ISD	16.08	150.67	15.70	2.94	197.82	11.81	95.51	91.44	34.45	8.50	3620.46	.00
MCALLEN ISD	18.47	105.27	69.50	3.95	220.35	3.08	120.97	178.95	21.22	9.59	4229.53	35.10
MIDLAND ISD	9.39	127.16	44.02	.34	244.46	28.93	99.98	67.84	40.07	16.86	3635.13	.00
LEWISVILLE ISD	17.83	36.73	36.10	4.57	112.00	30.52	144.88	388.38	14.69	25.40	3902.65	.00
BEAUMONT ISD	11.11	151.22	64.43	4.11	294.58	26.08	114.52	5.62	20.04	10.27	4266.11	.00
ROUND ROCK ISD	16.48	122.74	22.56	.14	173.78	36.52	128.39	444.20	19.95	6.15	4335.98	.00
HUMBLE ISD	20.81	74.14	21.27	1.07	118.77	.00	153.52	221.12	12.68	25.28	4236.46	.00
KATY ISD	14.24	113.40	33.38	1.64	174.40	38.40	159.14	392.88	31.67	16.79	4589.59	256.32
PHARR-SAN JUAN-ALA	70.72	124.75	45.96	3.70	274.04	6.05	104.22	129.22	43.27	7.59	4187.61	.00
HURST-EULESS-B	15.58	145.68	38.42	2.03	216.11	.06	165.49	168.19	15.32	7.91	3933.20	.00
SPRING ISD	15.32	125.56	19.02	1.52	183.47	.00	166.24	149.48	23.97	17.69	4515.28	.00
BIRDVILLE ISD	12.79	82.91	42.73	1.58	154.71	24.98	119.49	248.28	22.34	8.43	3866.04	.00
ABILENE ISD	22.84	131.18	42.41	1.37	209.06	21.96	109.70	65.54	46.84	16.68	3966.84	.00
GOOSE CREEK ISD	11.14	192.15	23.03	.65	445.85	28.44	130.71	138.94	36.13	12.51	4610.85	.00
CARROLLTON FARMERS	22.79	170.91	34.22	1.71	281.39	21.00	175.59	222.91	24.08	14.40	4948.87	.00
SAN ANGELO ISD	13.88	174.34	56.39	1.19	264.63	20.60	95.14	37.96	20.66	10.61	3498.65	.00
GRAND PRAIRIE ISD	9.08	132.84	103.24	3.03	257.19	14.93	136.70	232.39	19.02	8.61	4072.22	303.36
TYLER ISD	13.29	57.02	26.71	2.36	112.19	11.87	102.43	119.44	38.31	7.87	3762.31	.00
EDINBURG ISD	15.62	152.55	40.62	4.73	242.33	11.19	100.38	104.59	34.35	34.70	4468.25	156.60
GALENA PARK ISD	12.32	96.98	16.03	3.21	133.34	9.81	114.40	8.07	23.68	11.74	4638.41	1282.63
50-District Average	\$ 28.80	\$ 116.86	\$ 44.40	\$ 2.19	\$ 218.79	\$ 17.78	\$ 121.01	\$ 154.47	\$ 19.18	\$ 14.62	\$ 4138.82	44.23
Statewide Average	24.68	113.57	46.06	2.92	212.54	25.78	127.32	150.06	27.54	14.60	4227.31	34.85

For full description of column headings, see Appendix pp. A-1 to A-7.

¹ Includes benefits not shown separately.

² Proceeds from bond sales included in Total Revenue column.

Total budgeted revenue is shown in Column 51 of Table 8, which supplements Table 3. This includes state and federal aid, property taxes, school lunch receipts, ticket sales, bond sales, interest on deposits, and any other revenue. Proceeds from the sale of bonds also is shown separately in Column 52 for districts reporting proposed sales.

**SAT - ACT
TEST SCORES**

ACT and Sat average scores for students taking these college entrance exams in 1989 are shown in columns 24 and 25 of Table 3 and the Appendix. Scores were not released if five or fewer students took the exam. Table 9 lists SAT scores for Texas students from 1976 to 1989.

The graph contrasts average SAT scores in Texas with the national average.

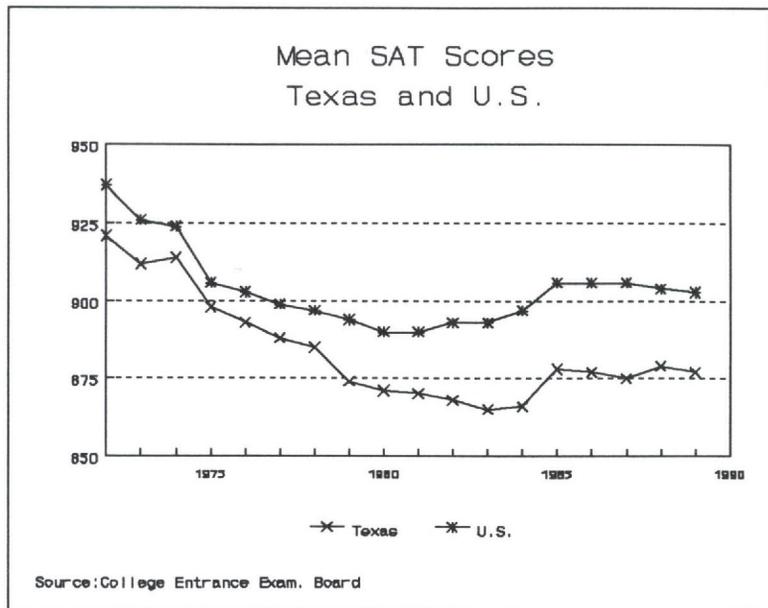


Table 9
Texas Sat Scores 1976 - 1988

<u>Year</u>	<u>Students</u>	<u>Verbal</u>	<u>Math</u>	<u>Combined</u>
1976	49,589	427	466	893
1977	49,525	424	464	888
1978	50,889	425	460	885
1979	54,360	418	456	874
1980	55,936	416	455	872
1981	57,680	415	455	870
1982	58,025	415	453	868
1983	57,184	412	453	865
1984	58,110	413	453	867
1985	60,909	419	459	877
1986	65,359	419	458	877
1987	75,364	416	459	875
1988	80,107	417	462	879
1989	76,353	415	462	877

Source: The College Board.

TAXABLE PROPERTY
RICH vs. POOR

The State of Texas discharges its responsibility for public school education by creating local school districts and giving them taxing authority. Texas districts are authorized to levy only an ad valorem property tax. Students and property wealth, however, seldom are distributed equally. The primary purpose of state school aid is to equalize resources for school programs and also to equalize tax burdens imposed for a common purpose. State-aid schemes provide funds inverse to the per-student property tax value in each district. Thus the combination of state aid and local tax resources should be reasonably uniform. (Equalization will be discussed further at page 21.)

To measure the ability of districts to fund their educational programs from local resources, the State Property Tax Board (SPTB) is charged by law with determining the market value of taxable property in each school district in Texas. For 1990 that value totaled \$634 billion. Dividing by the 3,377,223 students enrolled in the fall of 1990, the average local tax base was \$187,848 per student.¹ The figure for each school district is shown in Column 26 of the Appendix. The PAR figure in Column 27 helps to determine if a district is "rich" (PAR greater than 100) or "poor" (PAR less than 100).

Relative wealth is a key factor in the budget process. "Rich" districts can fund a large part of their budget from local tax resources. "Tax poor" districts, on the other hand, cannot begin to finance their school programs, even with the highest tax rate authorized by law, and must rely upon state aid. In between these extremes are most districts whose budgets are financed by various combinations of state aid and local taxes.

¹ The SPTB determined a market value totaling \$632.2 billion, which has been adjusted to \$634.4 billion to reflect the value of bank intangible property (now taxable under the state franchise tax and rebated to individual school districts according to the level of property taxation in the district). About 120 districts receive federal impact payments in lieu of property taxes on federally-owned land, and thus have greater revenue-generating ability than these property values indicate. Another source of revenue for 268 school districts in 73 counties was distributions from county permanent funds.

**1990-91 PROPERTY TAXES
UP \$526 MILLION**

Local property taxes imposed by school districts in 1990-91 were up by \$526 million to \$6.6 billion. School property tax levies were increased in 9 out of 10 districts (see Table 10). Fourteen districts increased tax bills by more than 50%, while another 92 schools posted increases from 25 to 50%. The 152 districts that reduced taxes account for 8% of property values, while the other 92% of taxable property was located in school districts that increased tax levies.

The percentage increase (or decrease) in property taxes levied is shown for individual districts in Table 3 and in the Appendix under Column 35.

Table 10
PROPERTY TAX LEVY INCREASES OF TEXAS SCHOOL DISTRICTS
1989-90 TO 1990-91

<u>Percentage Change 1989-90 to 1990-91</u>	<u>Number of Districts</u>	<u>% Students of State Total</u>	<u>% Market Value in State 1990</u>
<u>Decreases</u>			
10% and Over	19	0.9%	0.8%
5 - 9.9%	27	1.0	0.8
Less than 5%	<u>106</u>	<u>8.6</u>	<u>6.7</u>
Total Decreases	152	10.5%	8.3%
<u>Increases</u>			
Less than 5%	307	20.1	17.0
5-9.9%	230	29.2	34.8
10-24.9%	252	30.7	34.3
25-49.9%	92	8.9	5.2
Over 50%	<u>14</u>	<u>0.6</u>	<u>0.4</u>
Total Increases	<u>895</u>	<u>89.5%</u>	<u>91.7%</u>
TOTAL	1047	100.0%	100.0%

Note: Includes payments to school districts for bank shares imposed by state franchise tax.

**TAX EXEMPTIONS
\$1.3 BILLION**

At least \$110 billion of property was exempt in 1990. Those exemptions reduced the property tax revenue of local school districts by \$1.3 billion as tabulated in Table 11. Many other kinds of property have been exempted in recent years for which no record is kept of the amount exempted.

The largest revenue loss, \$731 million, was attributable to productivity valuation of open-space land. The second largest exemption, \$262 million, was the \$5,000 and \$10,000 state-mandated homestead exemption.

Local governments may exempt up to 20% of the value of a homestead. That exemption resulted in a revenue loss of \$124 million in 1990-91.

Table 11
REVENUE LOSS BY SCHOOL DISTRICTS FROM
PROPERTY TAX EXEMPTIONS
(Millions of Dollars)

	<u>1988-89</u>	<u>1989-90</u>	<u>1990-91</u>
State Mandated \$5,000 and \$10,000 Homestead Exemptions	\$209.0	\$237.3	\$261.9
Less: Levy for Debt Service	-0.4	-0.4	-0.4
Optional Percentage Homestead Exemption (NTE 20%)	102.3	108.5	124.5
Local Option Exemption for Elderly	31.3	38.2	42.9
Tax Freeze for Over Age 65	102.2	108.1	125.2
Disabled and Deceased			
Veterans Exemption	2.3	2.7	2.9
Reduction for Productivity			
Valuation of Open-Space Land	701.8	717.7	730.7
Less: Rollback Tax Collected	-9.6	-5.0	-3.7
Redevelopment/Tax Abatement			16.1
Freeport			10.3
Reinvestment Zone			4.1
Solar- Wind-powered Energy Devices			0.7
Other	<u>4.1</u>	<u>4.5</u>	<u>0.7</u>
TOTAL	\$1,143.4	\$1,216.8	\$1,315.2

**TAX ON AN \$80,000
HOUSE**

While true tax rates give an indication of the tax impact on the owner of business property, the comparison is not valid for homeowners who are eligible for various exemptions. To compare school property taxes for homeowners located in different school districts, the average school property tax on an \$80,000 homestead has been computed. The \$771 average in 1990-91 was \$59 more than the previous year. The 8.3% increase reflects not only the increase in tax rates but any change in the level of appraisals and changes in homestead exemptions. For comparison purposes, the taxes on an \$80,000 house with different exemptions are shown in Columns 32 to 34 of Table 3 and the Appendix.

The tax on a house that would sell for \$80,000 was computed using the average ratio for single-family houses in the district (not necessarily the same as the ratio for all types of property shown in Column 30.) Applying the tax rate (Column 29), the 1990-91 tax on such a house is shown in Column 32. This would apply to rental property or to a second house that does not qualify for homestead exemptions.¹ The average tax on such a house was \$871, but ranged from \$163 in Glen Rose ISD to \$1,515 in North Forest ISD (Houston).

For a homestead, any percentage exemption authorized by the school district was applied along with the state-mandated \$5,000 exemption to determine the property tax shown in Column 33. The average tax in 1990-91 was \$771, but the range was substantial among 1,047 school districts.

In Glen Rose ISD the owner of an \$80,000 homestead was taxed \$119, while his counterpart in North Forest ISD paid 12 times as much for public education--\$1,430. In 15 school districts the tax on an \$80,000 homestead was less than \$300; in 59 districts the tax was more than \$1,000.

In Column 34 additional exemptions for the elderly are taken into account, i.e., the state-mandated \$10,000 additional exemption and any local-option elderly exemptions. School taxes for homeowners over the age of 65 are frozen at the tax level imposed when the person turned 65. The final impact depends upon the circumstances of the individual homeowner and cannot be included in the calculation herein. Nevertheless, setting homestead exemptions for the elderly, especially for those reaching their 65th birthday, usually is a significant issue when adopting a school budget. In 1990-91, the tax on an \$80,000 homestead for the elderly averaged \$586. Complete exemption occurred in six districts. A tax of less than \$300 was imposed in 44 other districts, while more than \$1,000 was charged in 13 districts.

**TRUE TAX RATE
AVERAGES \$1.066**

School taxes in 1990-91 averaged \$1.066 per \$100 of market value. Thus, property selling for \$100,000 was taxed an average of \$1,066 for school purposes. Homeowners paid less if they qualified for one or more of the variety of homestead exemptions.

As shown in Column 29 of Table 3 and the Appendix, school trustees adopted tax rates that averaged \$1.088 per \$100 of

¹For property taxes levied by other taxing jurisdictions in 1989, see Texas Research League, Appraisal Practices and Tax Burdens Texas Local Governments 1989-90.

appraised value. Studies by the State Property Tax Board show that appraisals ranged from less than 80% of market value in one school district to more than 120% in 11 districts. The statewide average was 98.0%. Multiplying the \$1.088 actual rate times the 98.0% average ratio indicates that the "true"¹ tax rate averaged \$1.066 per \$100 of market value. (See Columns 29-31 in Table 3 or the Appendix for comparable figures for each school district.)

Table 12
DISTRIBUTION OF 1989 SCHOOL TAX RATES

<u>1990 True Tax Rate per \$100 of Market Value</u>	<u>Number of Districts</u>	<u>% of Students</u>	<u>% of Taxable Property</u>
Under 30¢	4	0.0	1.2
30.0 - 39.9¢	6	0.1	1.0
40.0 - 49.9¢	9	0.1	0.8
50.0 - 59.9¢	7	0.1	0.7
60.0 - 69.9¢	24	0.5	1.8
70.0 - 79.9¢	43	0.6	1.6
80.0 - 89.9¢	86	4.6	3.2
90.0 - 99.9¢	231	25.4	23.2
\$1.00-1.099	198	24.5	27.6
\$1.10-1.199	177	20.1	17.1
\$1.20-1.299	122	12.0	11.4
\$1.30-1.399	66	4.7	4.0
\$1.40-1.499	41	4.3	4.0
\$1.50 & over	<u>33</u>	<u>3.0</u>	<u>2.4</u>
Total	1,047	100.0%	100.0%

True tax rates imposed by school districts ranged widely among the 1,047 districts, as shown in Table 12. At the low end, four districts levied a rate of less than 30¢ per \$100 of market value (on 1.2% of statewide value). At the other extreme, 33 districts had true rates in 1989 of more than \$1.50 (on 2.4% of value). In other words, property selling for \$100,000 would be taxed by the school board for less than \$300 in 4 districts and more than \$1,500 in 33 districts.

The impact of appraisal practices, tax rates, exemptions, falling property values, and rising school budgets is summarized in Table 13. The average tax rate adopted by school trustees steadily

¹The term "true tax rate" is used to distinguish it from "effective tax rate," which is used in the "truth in taxation" law as an equivalent rate based on appraised value, not market value.

dropped from \$1.59 per \$100 of taxable value in 1975 to half that rate (71.1¢) in 1982, but climbed to \$1.088 last year. The average level of assessment increased from 39.2% in 1975 to 98.0% in 1990.

The average true tax rate gradually fell from 62.3¢ per \$100 market value in 1975 to 53.1¢ in 1981 as rapid inflation and economic growth produced many more dollars of revenue at lower true tax rates. In recent years, deflation of property values has replaced inflation. Various groups of taxpayers obtained exemptions from the tax, and the change to 100% assessment forced more landowners to seek alternative productivity valuation for open-space land. Under these circumstances, additional tax revenue was obtained by increasing the tax burden, and the true tax rate jumped from 53.1¢ in 1981 to \$1.066 last year. In 637 districts, accounting for 66.5% of taxable property values, the true tax rate exceeded \$1 per \$100, or 1% of market value.

Table 13
GROWTH OF SCHOOL PROPERTY TAXES 1975-76 TO 1990-91

	<u>Property Tax Levy (Millions)</u>	<u>Average Tax Rate</u>	<u>Level of Appraisal</u>	<u>True Tax Rate</u>
1975-76	\$1,434	\$1.590	39.2%	62.3¢
1976-77	1,619	1.570		
1977-78	1,764	1.506	40.1	60.3
1978-79	1,939	1.440		
1979-80	2,088	1.282	44.8	57.1
1980-81	2,481	1.054		
1981-82	2,864	0.831	63.4	53.1
1982-83	3,298	0.711		
1983-84	3,627	0.728	84.2	61.3
1984-85	4,143	0.740	84.0	62.2
1985-86	4,659	0.763	89.2	68.1
1986-87	5,040	0.793	93.8	74.3
1987-88	5,228	0.849	94.1	79.9
1988-89	5,582	0.912	96.5	88.1
1989-90	6,088	1.010	97.6	98.6¢
1990-91	\$6,614	\$1.088	98.0%	\$1.066

EQUALIZATION WITH STATE AID

State aid is used to equalize disparities in local wealth so that the combination of state aid plus local property taxes will be about the same in each school district. The value of taxable property in Texas in 1990-91 averaged \$187,848 per student, but ranged from \$21,049 in Edcouch Elsa ISD to \$11 million in Laureless ISD. A tax rate of \$1 per \$100 would yield \$10,977 per student in Laureless but only \$21 per student in Edcouch Elsa. There are two principal methods for equalizing.

The first method is a foundation program, whereby the cost of a school program is determined. The amount each school district can contribute from local taxes is determined, and state aid is the difference between the program cost and the local share. State aid is a large proportion of the foundation program cost in a property-poor district but only a small part in a district with a large tax base compared to the number of students.

The second method is called by a variety of terms which mean about the same thing--guaranteed yield, fiscal neutrality, district power equalization, etc. Under this method, local officials determine the property tax rate and the state guarantees a certain dollar yield per student. For example, if the state guarantees \$20 per student per penny of tax rate, a poor district that only gets \$2 per student per penny from the local tax base would receive the other \$18 from the state. A wealthy district whose tax base yields more than \$20 per student per penny would not receive state aid.

Under a foundation program both spending per student and tax rates tend to be uniform among school districts. Under a guaranteed yield system, both spending and tax rates vary according to the decision that local school officials make regarding tax rates.

TEXAS USES THREE METHODS

Texas uses both of these methods plus allowing unequalized enrichment with tax rates beyond the guaranteed maximum. The regular part of the foundation program (Tier 1) is based on a "basic allotment" of \$1,910 per student which is adjusted upwards by the "price differential index" and "small district adjustment." To adjust for certain types of "high-cost" students, the basic allotment is increased for special education, vocational education, compensatory, bilingual, and gifted and talented programs. As detailed in Column 37 of Table 3 and the Appendix, the first tier of the foundation program averaged \$2,458 per student enrolled.

After adjustment by cost formulas, the foundation program ranged from \$1,389 per student in Allamore ISD to \$8,220 in San Vicente ISD. On the losing end of these cost adjustments were 261 school districts with 55% of the students with a Tier 1 foundation program below the average.

After the foundation program cost is determined by formula, financing is equalized by determining the local share for each

district and funding the remainder with state aid. Statewide the local share in 1990-91 was one-third, which equates to a tax rate of 54 cents per \$100 of market value of taxable property. The state aid for individual school districts is the foundation program cost minus the revenue that a 54-cent tax rate would yield. The foundation program is considered "inadequate" inasmuch as no school district in the state operates at that level. The foundation program of \$2,458 is only 67% of the \$3,661 total of state aid plus local tax revenue; the other 33% is in the 2nd and 3rd tiers of the system.

School budgets for 1990-91 were prepared under the provisions of SB 1. If the tax base in a "property poor" district yields only \$2 per penny of tax rate, state aid will provide the district with an additional \$17.90 per weighted student.¹ This guarantee is limited to not more than 37 cents of the total tax rate beyond the 54 cents required for the local share of the foundation program. Beyond the 91-cent (54 plus 37) tax rate, districts can levy an unlimited property tax for "unequalized enrichment." Funds under the guaranteed yield program can be used for any lawful purpose including capital outlay and debt service.

Beyond these state and local shares, the state provided additional aid under the guaranteed yield program (second tier) that averaged \$207 per student while local districts levied additional taxes to provide an average of \$995 per student (second and third tiers). The total was \$3,661 per student of state and local tax funds as shown in Column 40 of Table 3 and the Appendix.

¹ The tax rates are "effective" rates based upon tax collections and the state-determined market value. Local-option tax exemptions reduce the effective tax rate. The guarantee is based on "weighted" students, which number is calculated by dividing the cost of most of the foundation program by \$1,872. (Transportation and career ladder amounts are excluded along with one-half of the cost of education index adjustment.)

In 1990-91 weighted ADA totaled 3,969,913 or 17.5% more than the number of students enrolled. Above average were 792 districts with 40% of the students; while 255 districts with 60% of the students in Texas received less state aid through the use of weighted students.

Table 14
STATE SCHOOL AID AND LOCAL TAXES PER STUDENT 1990-91

Market Value Per Pupil 1990	No of Districts	Foundation Program	% State	State Aid		Total
				Foundation	Enrichment	
-----Amounts Per Student-----						
Under \$100,000	253	\$2,590	86.1%	\$2,231	\$540	\$2,771
\$100,000 - 124,999	156	2,536	75.8	1,923	379	2,302
125,000 - 149,999	132	2,362	68.4	1,615	237	1,852
150,000 - 199,999	173	2,402	60.2	1,447	112	1,559
200,000 - 274,999	127	2,402	46.0	1,106	10	1,116
275,000 - 499,999	116	2,474	26.3	650	1	651
Over \$500,000	90	2,677	12.9	346	0	346
Average	1047	\$2,458	69.2%	\$1,495	\$207	\$1,702

Market Value Per Pupil 1990	Local Share		State Aid	
	Tax Levy	Foundation Program	Local Enrichment	Plus Local Tax
-----Amounts Per Student-----				
Under \$100,000	\$692	\$359	\$333	\$3,462
\$100,000 - 124,999	1,203	613	591	3,505
125,000 - 149,999	1,548	748	800	3,399
150,000 - 199,999	2,050	954	1,096	3,609
200,000 - 274,999	2,577	1,296	1,281	3,692
275,000 - 499,999	3,553	1,824	1,729	4,203
Over \$500,000	6,043	2,331	3,712	6,389
Average	\$1,959	\$964	\$995	\$3,661

The Texas school finance system is summarized by wealth groups of districts in Table 14. The method for equalization by a foundation program is shown in the third and fourth columns of Table 14. Among these groups the proportion of the foundation program funded by state aid varies from 86.1% to 12.9% or from \$2,231 per student in the poorest districts to \$346 in the group of 90 property-rich districts.

The second tier provided an average of \$540 per student to guarantee the yield from local tax rates in the 253 poorest districts, but none to the top group. Moving to the bottom half of Table 14, local property taxes provided per-student revenue ranging from \$692 for the poorest group, of which \$359 was needed for the local share of the foundation program leaving \$333 for enrichment (including debt service). For the 90 property-rich districts, local taxes provided an average of \$6,043 per student, of which \$2,331 was needed for the local share of the foundation program

leaving \$3,712 for spending beyond the foundation program level.

The last column of Table 14 shows the final result of this three-tier system in terms of state aid plus local property taxes. Except for the third group (\$125,000-149,999), the combination of state aid and local property taxes varies with the taxable wealth of the groups of school districts.

This three-tiered system also tends to favor small districts. For example, the foundation program cost averaged \$3,464 per student in the 221 districts with 250 or fewer students-41% more than the average for all districts. These small districts enjoy 52% more total state and local tax resources per student than the average district.

FACILITIES AND EQUIPMENT

In addition to current operating expense, school facilities and equipment are provided either from current revenues or by selling bonds. Table 15 shows that there was considerable variation among the wealth groups of districts in the amount of debt outstanding in 1990 and also in the amounts budgeted for debt service and capital outlay.

Table 15
LONG-TERM DEBT, DEBT SERVICE, AND CAPITAL OUTLAY PER STUDENT
1990-91

<u>Market Value Per Pupil 1990</u>	<u>No. Districts</u>	<u>Fall 90 Enrollment</u>	<u>Debt 8/31/90</u>	<u>Debt Service</u>	<u>Capital Outlay</u>
Under 100,000	253	632,963	\$1,383	\$208.76	\$316.89
\$100,000-124,999	156	389,744	1,425	225.63	243.47
\$125,000-149,999	132	551,069	2,021	306.95	313.37
\$150,000-199,999	173	641,320	2,821	401.44	348.31
\$200,000-274,999	127	718,293	2,357	351.13	580.39
\$275,000-499,999	116	398,487	2,404	371.93	809.01
Over \$500,000	<u>90</u>	<u>45,347</u>	2,271	474.30	705.05
Average	1,047	3,377,223	\$2,105	\$316.42	\$433.13

In the past state aid was not available for capital outlay and debt service. SB 1019 of the 71st Legislature changed the "enrichment equalization" program to a guaranteed yield on the total tax rate including debt service. A study of facility inventory and needs was authorized. State aid under the guaranteed yield program can be used for any lawful purpose, including capital items and debt service. However, it remains to be seen how long-term commitments can be made with state appropriations limited

to a two-year period and subject to proration if the guaranteed yield exceeds the appropriation.

**PREPARING 1991-92
SCHOOL BUDGETS**

The system of school finance described above was found to be unconstitutional in a 9-0 decision of the Texas Supreme Court. The Legislature responded with the enactment of SB 351 and HB 2885.

The principal change was the creation of 188 County Education Districts (CED) with the limited function of levying and collecting a property tax for the Local Fund Assignment (LFA). **The total cost of the Foundation Program (Tier 1) will be funded by the County Education District and by the state.**

Local school districts can levy an additional Tier 2 tax on the taxable property within their boundaries. The additional levy will enrich the foundation program level, and the entire amount collected remains within the district. The state will guarantee a yield of \$21.50 per weighted student per penny of tax rate up to a maximum of 45 cents. A district with a tax base of \$20,000 per weighted student would collect \$2 from its taxpayers and \$19.50 from the state for each penny of rate. A district with \$1 million of property per weighted student would get \$100 per penny of rate from its taxpayers and no Tier 2 funds from the state.

The creation of County Education Districts (CED) eliminated the "budget balanced" district, i.e., a district with taxable wealth sufficient to yield revenue for a local fund assignment in excess of the foundation program cost less the per capita payment. The tax will be levied on all property within the County Education District and will be distributed according to property wealth in each local district, unless the distribution plus the per capita payment would exceed the foundation program amount.

The local fund assignment that the CED must collect will be calculated by the Commissioner of Education by applying a rate of 72 cents per \$100 of 1990 market value certified by the State Property Tax Board. The trustees of the CED must impose a rate on the 1991 tax roll sufficient to raise the required amount, taking into account taxes that probably will not be collected during the year. In Travis County, for example, preliminary figures indicate a rate of 83.5 cents will be needed on tax bills for the CED to raise the local fund assignment.

Local districts can impose Tier 2 and 3 taxes not to exceed 78 cents per \$100 of SPTB's estimate of 1990 market value.¹ (\$1.50 less 72 cents = 78 cents) Again the tax limit is based on collections, not a rate which has been the restriction in the past.

The CED rate will not be 72 cents because the collection limit is based on 1990 SPTB's market value; the tax will be levied on 1991 appraisals by the Central Appraisal District(s). Anticipated collections during the fiscal year must be considered. Finally, SPTB's market value excludes exemptions mandated by the state, but the CAD's appraised value also excludes local-option exemptions.

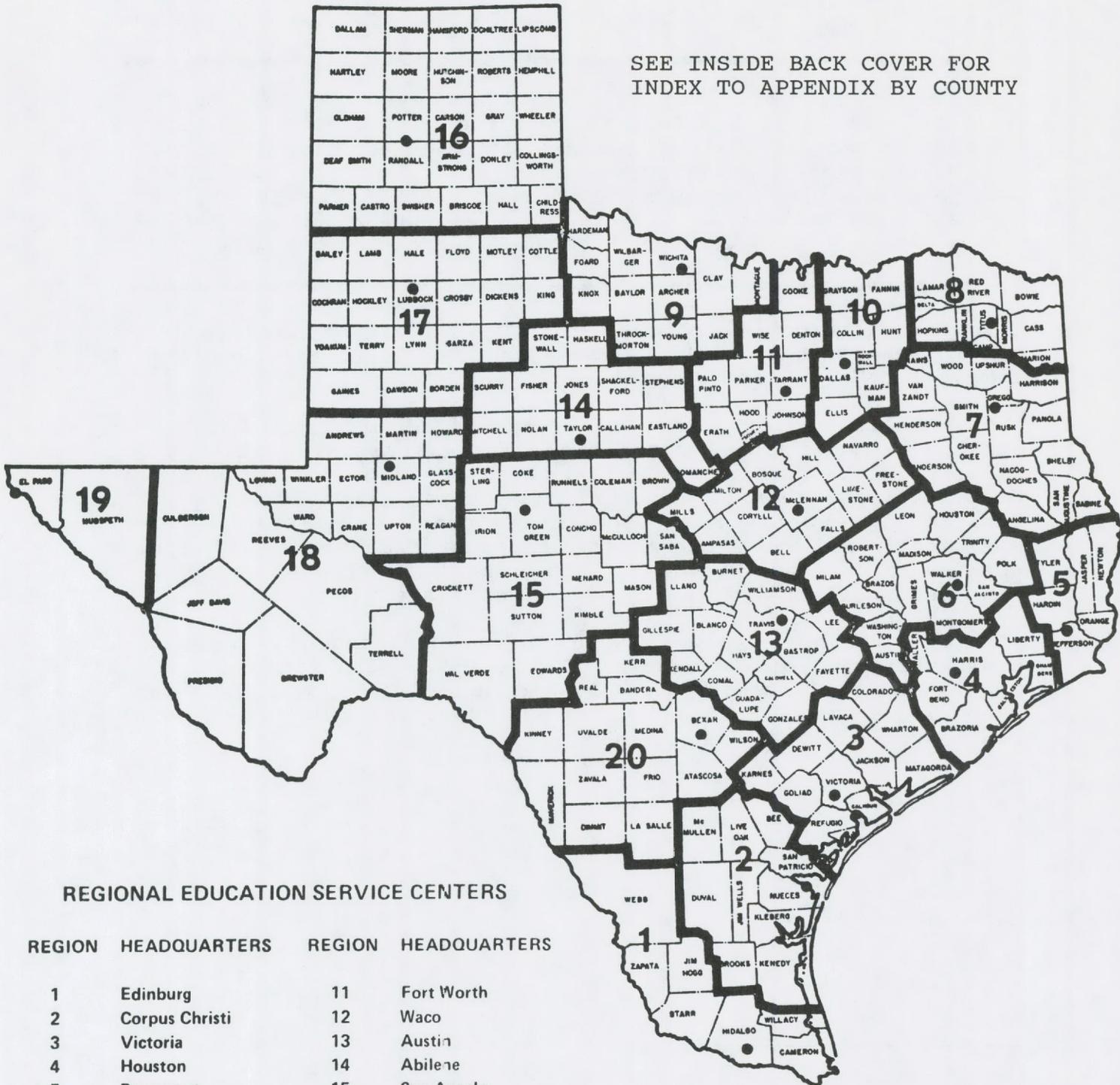
Local-option exemptions for CEDs will be determined by the voters on August 10, 1991. Exemptions for local school districts remain for Tier 2 and 3 taxes.

Equalization of fiscal resources is accomplished by shifting state aid among school districts. While increasing state aid to property-poor districts and decreasing aid to property-rich districts, the legislature also imposed new mandates that require additional expenditure. Property-poor districts receiving additional aid can accommodate these new mandates. Property-wealthy districts, however, face the dual budget problem of mandated additional spending with less state aid.

This finance system also is being challenged in court, but presumably will go into effect for 1991-92. The Legislature will meet in special session in July and August to appropriate funds. Preparing a school budget for 1991-92 promises to be an interesting challenge for local school officials.

¹ Further leeway is allowed certain districts with high debt service for existing bonds. In the future districts experiencing a decline in tax base not anticipated at the time of sale of the bond issue will be allowed a higher tax. This will allow the continued sale of "unlimited" tax bonds.

SEE INSIDE BACK COVER FOR
INDEX TO APPENDIX BY COUNTY



REGIONAL EDUCATION SERVICE CENTERS

REGION	HEADQUARTERS	REGION	HEADQUARTERS
1	Edinburg	11	Fort Worth
2	Corpus Christi	12	Waco
3	Victoria	13	Austin
4	Houston	14	Abilene
5	Beaumont	15	San Angelo
6	Huntsville	16	Amarillo
7	Kilgore	17	Lubbock
8	Mount Pleasant	18	Midland
9	Wichita Falls	19	El Paso
10	Richardson	20	San Antonio

EXPLANATION OF APPENDIX COLUMNS

Figures for an annexed or consolidated district have been added to the receiving district. State totals are for 1,047 local school districts and exclude state schools, other special schools, and education service centers. Districts with less than full accreditation as of April 1991 are shown in lower case with the status in brackets. [Advised] of accreditation deficiencies; [Monitor] or [Master] assigned to the district; [AcUnac] academically unaccredited; [AcUnMo] with monitor assigned or [AcUnMa] with master assigned; [unrated] accreditation ratings will be reviewed.

Col.

No.

*

District operates less than 12 grades.

Coop.

District participates in a cooperative for special education programs. F--district is fiscal agent for cooperative. C--district participates in cooperative. Dollar amounts per student may be distorted because special education students served and the dollars budgeted may be reported by different districts.

1. Fall 1990 Enrollment. The number of students enrolled in October 1990. State total for the 1,047 local districts is 3,377,223.

2 - 10 **Current Operating Expense**

2. Administration. Covers overall administration of the entire school system and administration of a school or campus. It includes salaries of the superintendent, principals, administrative staff, and personnel who supervise and coordinate instruction, research and development, program evaluation and in-service education. Also included are fiscal, personnel, security, computer, and tax services. State total \$1,637,975,110.
3. Instructional Service. Includes those activities dealing directly with the instruction of pupils; i.e., teacher salaries, equipment in the classroom essential to the subject being taught, and furniture and supplies directly related to instruction. State total \$7,383,434,584.
4. Instructional Related. Includes resources and media services, instructional research and development, curriculum and personnel development, and communication and dissemination. State total \$308,460,267.

5. Pupil Service. Includes guidance and counseling, attendance and social work, health services, and food services. State total \$1,306,494,217.
6. Curricular Activities. Incorporates activities which are student and curricular related, but not necessary to regular instructional services. Included are intramural athletics, interscholastic competition, student organizations, and special interest activities. The category includes costs necessary for management and operational control of curricular student activities. State total \$301,808,691.
7. Transportation. Includes the cost of providing management and operational services for regular school bus routes as well as special equipment or service for disabled pupils. Interest on bus warrants are included, but not repayment of principal, which is classified as debt service. The purchase of buses is classified as capital outlay. State total \$350,040,705.
8. Plant Maintenance & Operation. Expenses for activities concerned with keeping the physical plant open, comfortable, and safe for use, and keeping the grounds, buildings, and equipment in an effective working condition and state of repair. State total \$1,423,336,638.
9. Community Service. Involves activities, other than regular education and adult education programs, relating to the community as a whole or some segment of the community, such as community recreation, civic activities, public libraries, care of children, community welfare, and services for non-public pupils. State total \$36,179,863.
10. Total Current Operating Expense. It is the total of columns 2 through 9 representing the amount budgeted for operating expenses during the 1990-91 fiscal year. This item does not include interest expense other than bus warrants. State total \$12,747,730,020.
11. Debt Service. Includes repayment of principal and interest expense on bonds and other loans, except interest on bus warrants. State total \$1,034,992,578.
12. Capital Outlay. Includes expenditures for fixed assets such as land, buildings, furniture, vehicles, films, library books, etc., which have a useful life longer than the fiscal year (a two-year life is used). State total \$1,515,446,803.

13. Operating Fund Balance 9-1-90. The beginning balance for 1990-91 in operating funds reported as an ending balance on 1989-90 audit report. Included are general operating and designated purpose funds. State total \$1,847,240,806. Excluded are fund balances in debt service funds and in capital projects funds.
14. 1990-91 Payroll Per Student. Wages and salaries comprise two-thirds of the total budget. This single figure provides a comparison of the payroll cost which is a combination of the level of salaries and the staffing pattern. Total payroll budgeted in 1990-91 was \$10,424,283,220 divided by 3,377,223 students equals a statewide average of \$3,087 per student.
15. Debt Per Pupil 8-31-90. The amount of long-term bonded indebtedness at the end of the 1989-90 fiscal year as reported on the district's audit report divided by the number of students. State total \$7,107,464,605 or an average of \$2,105 per student.
- 16-18 **Average Base Salary October 1990.**
16. Teachers. The average base salary for classroom teachers totaled \$5.5 billion for an average salary of \$26,838. **Note: This figure does not include career-ladder and other supplemental pay.**
17. Administrators. The average base salary for administrators in October 1990. The salary covers the number of months specified in the employment contract. State total \$754 million divided by 17,074 FTE administrators. Average was \$44,150.
18. Support. The average salary for professional support persons totaled \$699 million divided by 21,539 employees for an average of \$32,449. (See col. 21 for definition.)
- b/b. School district was budget balanced or ineligible under the Foundation Program in 1990-91 and received per capita state aid but not Foundation aid.
19. Pupil/Teacher Ratio. The ratio of students per classroom teacher in October 1990. The average was 16.4 to 1 (3,377,230 students enrolled divided by 205,568 teachers). Because students and teachers are not necessarily in a classroom teaching situation the same number of hours each day, the pupil/teacher ratio is not the same as average class size.
- 20-23 **Fall 90 Staff Per 1,000 Pupils**. The staffing pattern for other personnel are shown in the next three columns as

the number of employees per 1,000 students enrolled in 1990. Personnel counts are full-time equivalents.

20. Administrative. The number of superintendents, principals, and administrative assistants divided by the number of students and multiplied by 1,000. Statewide there were 17,074 administrative personnel for an average of 5.1 per 1,000 students.
21. Support. Instructional-related personnel who are not classroom teachers or aides (supervisors, counselors, librarians, nurses, physicians, and special service personnel) totaled 21,539 for an average ratio of 6.4 per 1,000 students.
22. Aides. Statewide there were 31,298 teaching aides for an average of 9.3 aides per 1,000 students. (Excludes secretaries and clerks.)
23. Auxiliary. Statewide there were 114,605 auxiliary employees (educational secretaries, food service, bus drivers, etc.) for a ratio of 33.9 per 1,000.
24. ACT Test Scores Average scores of students taking the test by the American College Testing Program in 1989. Texas average 17.5, national average 18.6. Scores are not shown if 5 or fewer students were tested.
25. SAT Test Scores. Average score of students taking test by the College Board in 1989. Average score in Texas 462 math and 415 verbal (877 combined); national average 476 math and 427 verbal (903 combined). Scores not shown if 5 or fewer students were tested.
26. 1990 Market Value per Pupil. Estimates by State Property Tax Board divided by pupils enrolled in Fall of 1990. State average is based on a market value of \$634,404 million which excludes homestead exemptions and includes productivity value of qualified open-space land. The SPTB certified values totaling \$632,210 million to which \$2,194 million has been added to allow for bank intangible values now taxed through the state franchise tax and reimbursed to local districts.
27. PAR. District market value per student divided by the state average and multiplied by 100. A PAR number of 100 indicates the district has an average market value per student. A figure above 100 indicates the district's value per student is above the state average.
28. 1990 Tax Rate -- Maintenance. The tax rate adopted for operation and maintenance purposes. The difference

between the tax rates in columns 28 and 29 is the tax rate levied for debt service.

29. 1990 Tax Rate -- Total. The total tax rate adopted by the school district for the 1990-91 tax roll as reported to the State Property Tax Board.

30. Ratio 1990. The ratio of 1990-91 appraised value to market value determined by the State Property Tax Board. State average was 98.0%.

31. True Rate. The school district total tax rate for 1990 (column 29) times the ratio (column 30) represents the true tax rate on market value. State average, \$1.066 per \$100 or 1.066% of market value.

32-34 **1990-91 Tax on An \$80,000 House**

32. Not Homestead. Calculation of the 1990-91 school tax on an \$80,000 house that is not eligible for homestead exemptions. The taxable value is \$80,000 times the appraisal ratio for single-family houses, not the ratio in Column 30 for all types of property. Weighted by enrollment, the statewide average was \$871.

33. Homestead. The tax computed in Column 32 adjusted for percentage homestead exemptions, if authorized by the district, and for the state-mandated \$5,000 exemption. Statewide average \$771.

34. Elderly Over 65. The tax in Column 33 further adjusted for homestead exemptions allowed for the elderly. Local trustees may authorize elderly exemptions, and the state mandates a further exemption of \$10,000. The school property tax on homes owned by persons over age 65 is frozen at the level prevailing when the homeowner turned 65. The amount frozen varies with different taxpayers and is not included in this estimate of the tax on an \$80,000 house. Statewide average \$586.

35-36 **Tax Levy 1990-91.**

35. % Over Last Year. The percentage increase (or decrease) in the property tax levy for 1990-91 over the previous year. Statewide, the tax levy increased from \$6,088 million to \$6,614 million, or a 8.7% increase. The tax levy includes bank franchise tax reimbursed to school districts, debt service levies on homestead exemptions in districts that do not grant full exemption, includes rollback taxes collected on agricultural land that has changed use, and excludes revenue lost from the tax freeze on houses owned by the elderly. These figures

include reimbursements for bank franchise tax of \$22,498,261 last year and \$19,399,987 in 1990-91.

36. Per Student--Total. The 1990-91 tax levy of \$6,614 million divided by 3,377,223 students for an average of \$1,959 per student.
37. Foundation Program. The 1990-91 tier 1 foundation program cost after proration but not finalized. State total \$8,302 million for an average of \$2,458 per student.
38. Local Enrichment Per Student 1990-91. The per student amount by which property tax levy exceeds the Local Fund Assignment. This figure indicates an amount beyond the Foundation Program cost that the district can expend on its education program from local taxes. Statewide average was \$995 per student.
39. State Enrichment Per Student. The state guarantees \$17.90 per weighted student for each penny of tax rate in excess of the 54.08 cents for the local fund assignment to a maximum of 37 cents. The statewide total of \$698,903,274 divided by 3,377,223 students averaged \$207 for all districts.
40. State & Local Taxes 1990-91 per Student. The portion of state taxes to provide state foundation aid and guaranteed yield plus local property taxes. This represents the tax resources available for the educational program in each district. Excluded are state aid for some special programs, direct expenditure of state funds for such items as textbooks and retirement, and federal funds. Statewide total \$6,614 million of local property taxes plus \$5,748 million of state foundation aid divided by 3,377,223 students averaged \$3,661.

State aid per student can be computed by subtracting column 36 from column 40. State average is \$1,702 (\$3,661 less \$1,959). This figure is after state aid was prorated among the districts.

Local Fund Assignment, which amount for 1991-92 will be collected by County Education Districts, can be found for 1990-91 by subtracting the amount of state aid from the Foundation Program figure in Column 37.

41. Employee Benefits--Social Security. Employer's share of social security taxes in districts where employees opted to be covered. State total was \$83,359,988.

42. Health Insurance. Group health and life insurance excludes employee's contributions. State total was \$383,540,641.
43. Worker's Compensation. employer contributions totaling \$155,562,681.
44. Unemployment Compensation. employer contributions totaling \$9,846,750.
45. Total Employee Benefits. Amount includes items not listed separately, such as, sick leave, retirement, vacation leave pay, and other employee benefits. Does not include retirement paid by the state. State total was \$717,792,634.
46. Tax Appraisal & Collection. Fees and expenses paid for tax appraisal and contract collection services totaling \$87,071,309.
47. Utility. Expenditures for water, telephone, electric, gas, and other utility services totaling \$429,979,078.
48. Interest. Interest expense on bonds, loans, bus warrants, leases, etc. Statewide total was \$506,788,266.
49. Travel Expense. Amount budgeted for travel and subsistence for employees, students, and board members. State total was \$93,005,689.
50. Library Books. All expenditures for books and films with two-year useful life catalogued and controlled by the library. State total was \$49,300,137.
51. Total Revenue. The total revenue on the budget accounts from local taxes, school lunches, bond sales, interest, and state and federal aid. Total reported was \$14.276 billion.
52. Proceeds Bonds. Funds from the sale of school bonds which amount is included in Total Revenue above. Total reported was \$117,691,719.

AMOUNT PER PUPIL ENROLLED 1990-91 BUDGETS

Table with columns: District, Coop., Fall 1990 Enrollment, Admin-istration, INSTRUCTIONAL (Service, Related), Pupil Service, Curricular Activities, Trans-portion, Plant Maint. & Operation, Community Service, Total Cur. Op. Expense, Debt Service, Capital Outlay, Op.Fund Bal. 9-1-90, Payroll, Debt per pupil 8/31/90, AVERAGE SALARY (Teachers, Admin.), Oct. 90 Support.

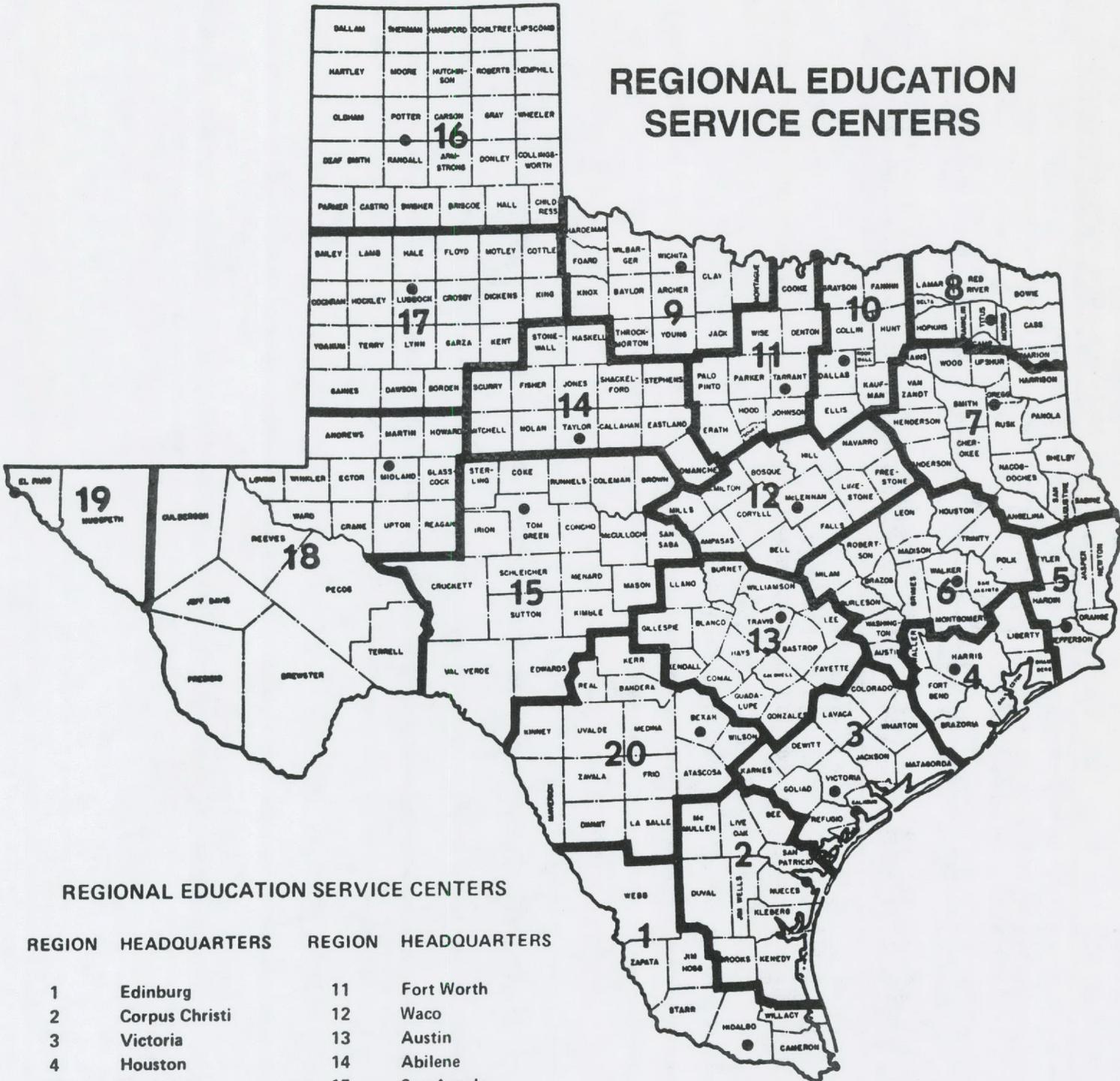
AMOUNT PER PUPIL ENROLLED 1990-91 BUDGETS

Table with columns: District, Coop., Fall 1990 Enrollment, Admin-istration, INSTRUCTIONAL (Service, Related), Pupil Service, Curricular Activities, Trans-portion, Plant Maint. & Operation, Community Service, Total Cur. Op. Expense, Debt Service, Capital Outlay, Op.Fund Bal. (9-1-90, Payroll), Debt per pupil 8/31/90, AVERAGE SALARY (Teachers, Admin.), Oct. 90 Support. Rows include districts like CHARLOTTE ISD, JOURDANTON ISD, ALAMO HEIGHTS ISD, etc., grouped by county (ATASCOSA, BANDERA, BEXAR, DITMITS, FRIO, KERR, KINNEY, LA SALLE, MAVERICK, MEDINA, REAL, UVALDE, UTOPIA).

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APPENDIX

REGIONAL EDUCATION SERVICE CENTERS



REGIONAL EDUCATION SERVICE CENTERS

REGION	HEADQUARTERS	REGION	HEADQUARTERS
1	Edinburg	11	Fort Worth
2	Corpus Christi	12	Waco
3	Victoria	13	Austin
4	Houston	14	Abilene
5	Beaumont	15	San Angelo
6	Huntsville	16	Amarillo
7	Kilgore	17	Lubbock
8	Mount Pleasant	18	Midland
9	Wichita Falls	19	El Paso
10	Richardson	20	San Antonio

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