TRANSMITTAL LETTER

August 22, 2003

The Honorable Rick Perry, Governor
The Honorable David Dewhurst, Lieutenant Governor
The Honorable Thomas R. Craddick, Speaker of the House
Chief Deputy Commissioner Robert Scott

Fellow Texans:

I am pleased to present my performance review of the Hays Consolidated Independent School District (HCISD).
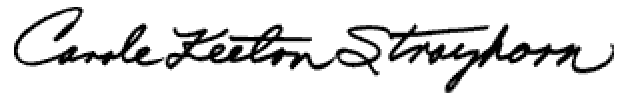
This review is intended to help HCISD hold the line on costs, streamline operations, and improve services to ensure that more of every education dollar goes directly into the classroom with the teachers and children, where it belongs. To aid in this task, I contracted with WCL ENTERPRISES.

I have made a number of recommendations to improve HCISD's efficiency. I also have highlighted a number of "best practices" in district operations-model programs and services provided by the district's administrators, teachers, and staff. This report outlines 58 detailed recommendations that could save HCISD nearly $9.8 million over the next 5 years, while reinvesting nearly $712,000 to improve educational services and other operations. Net savings are estimated to reach nearly $9.1 million that the district can redirect to the classroom.

I am grateful for the cooperation of HCISD's board, staff, parents, and community members. I commend them for their dedication to improving the educational opportunities for our most precious resource in HCISD? the children.

I am also pleased to announce that the report is available on my *Window on State Government* Web site at http://www.window.state.tx.us/tspr/hays/.

Sincerely,

Carole Keeton Strayhorn
Texas Comptroller

c: Senate Committee on Education
  House Committee on Public Education
  The Honorable Kenneth L. Armbrister, State Senator, District 18
  The Honorable Jeff Wentworth, State Senator, District 25
  The Honorable Patrick M. Rose, State Representative, District 45
  The Honorable Terrence Keel, State Representative, District 47
  The Honorable Eddie Rodriguez, State Representative, District 51

EXECUTIVE SUMMARY

In March 2003, the Comptroller announced her intent to conduct a review of the Hays Consolidated Independent School District (HCISD). Work began on the HCISD review in March 2003. Based upon five months of work, this report identifies HCISD's exemplary programs and suggests concrete ways to improve district management and operations. If fully implemented, the Comptroller's 58 recommendations could result in net savings of nearly $9.1 million over the next five years.

Improving the Texas School Performance Review

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

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

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

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

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

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

TSPR in Hays Consolidated ISD

On March 17, 2003, TSPR began its performance review of HCISD. The Comptroller selected HCISD for a review based on a number of requests from community members who voiced concern about the district's lower than optimum fund balance coupled with higher than average growth. The Comptroller contracted with WCL ENTERPRISES, a Houston based firm, to assist with the review at a cost of $125,000.

The review team interviewed district employees, school board members, parents, business leaders and community members, and conducted two three-hour public forums on the evenings of March 17 and 18. To obtain additional comments, the review team conducted 14 focus group sessions, five with HCISD teachers and employees, and the remainder with a combination of community members, parents and business leaders. The review team also conducted individual interviews were conducted with business and community group leaders, former district employees and former board members.

The Comptroller's Office also received numerous letters, e-mails and phone calls from parents, teachers, staff and community members. To ensure that all stakeholder groups had input, TSPR sent surveys to students, parents, teachers, campus and central administrators and support staff.

A total of 437 respondents answered surveys: 28 administrative and support staff; 14 principals and assistant principals; 123 teachers; 155 parents and 117 students completed written surveys as part of the review. Details from the public forums and surveys appear in **Appendices A** through **F**.

The review team also consulted two databases of comparative educational information maintained by the Texas Education Agency (TEA), the Academic Excellence Indicator System (AEIS) and the Public Education Information Management System (PEIMS). Throughout the report process, district officials, staff and administrators cooperated and provided

necessary data to support or enhance information received from TEA. Numbers reflected in this report are based on a combination of data from both TEA and district sources.

HCISD selected peer districts for comparisons based on similarities in student enrollment, student performance and community and student demographics. The districts selected included Bastrop, Lockhart and San Marcos ISDs. TSPR also compared HCISD to district averages in TEA's Regional Education Service Center XIII (Region 13), to which HCISD belongs, and the state as a whole.

During its five-month review, TSPR developed recommendations to improve operations and save taxpayers nearly $9.8 million by 2007-08. Cumulative net savings from all recommendations (savings minus recommended investments or expenditures) would reach nearly $9.1 million by 2007-08.

A detailed list of costs and savings by recommendation appears in **Exhibit 6**. Many TSPR recommendations would not have a direct financial impact, but would improve the district's overall operations.

Acknowledgements

The Comptroller and WCL Enterprises wish to express appreciation to the HCISD Board of Trustees, the prior interim superintendent, Dr. Marvin Crawford, the executive assistant to the superintendent, Julie Crimmins, as well as the many district employees, students, business leaders and community residents who helped during the review.

Hays Consolidated ISD

HCISD is located approximately 25 miles south of Austin. The district encompasses approximately 220 square miles in Hays, Caldwell and Travis counties and includes the entire cities of Buda, Kyle, Driftwood, Uhland and Niederwald.

The district's proximity to Austin has made it one of the fastest growing school districts in Texas. Between 1998-99 and 2002-03, HCISD's student enrollment grew by 37.3 percent, which is nearly three times the growth rate in Region 13 and nearly five times the state's average (**Exhibit 1**).

Exhibit 1
Student Enrollment Growth in HCISD, Region 13 and the State
1998-99 through 2002-03

Entity	1998-99	2002-03	Percentage Change

			1998-99 - 2002-03
HCISD	**6,311**	**8,663**	**37.3%**
Region 13	259,098	290,066	12.0%
State	3,954,434	4,259,864	7.7%

Source: HCISD, demographic information developed for 2003 bond election and PEIMS, 2002-03.

In 2002-03, HCISD's 8,663 students were 4.2 percent African American, 51.3 percent Hispanic, 43.8 percent Anglo and 0.7 percent Other. During that same year, nearly 40 percent of HCISD's students were designated as Economically Disadvantaged. **Exhibit 2** details the demographic characteristics of the HCISD and its peer districts.

Exhibit 2
Student Enrollment and Demographics
HCISD, Peer Districts, Region 13 and the State
2002-03

District	African American	Hispanic	Anglo	Asian/Pacific Islander	Native American	Economically Disadvantaged
HCISD	**4.2%**	**51.3%**	**43.8%**	**0.5%**	**0.2%**	**39.8%**
Bastrop	10.4%	32.7%	55.9%	0.6%	0.4%	47.4%
Lockhart	8.2%	51.1%	40.0%	0.5%	0.2%	50.2%
San Marcos	4.8%	66.6%	27.8%	0.7%	0.1%	59.0%
Region 13	**9.6%**	**36.3%**	**51.0%**	**2.8%**	**0.3%**	**39.3%**
State	**14.3%**	**42.7%**	**39.8%**	**2.9%**	**0.3%**	**51.9%**

Source: TEA, PEIMS, 2002-03.
Note: Totals may not add to 100 percent due to rounding.

In 2001-02, the district had one Exemplary school, seven Recognized schools, four Academically Acceptable schools and one alternative center that was not rated resulting in an overall Recognized rating for the district. In 2001-02, 85.5 percent of all students passed the Texas Assessment of Academic Skills (TAAS), compared to the state average of 85.3 percent. On the recently released Texas Assessment of Knowledge and Skills

(TAKS), which is the state assessment replacing the TAAS, HCISD's TAKS grade level scores for all tests were within five percentage points above or below the state average with the exception of grade 11, where 31 percent of the students passed all tests taken, which is below the state average of 49 percent (**Exhibit 3 and 4**).

Exhibit 3
HCISD Preliminary Results
Percent of Students Passing TAKS
Spring 2003

Grade Level	Reading	English Language Arts	Mathematics	Writing	Science	Social Studies	All Tests Taken
Grade 3	87%		90%				*
Grade 4	82%		84%	88%			71%
Grade 5	79%		91%		71%		66%
Grade 6	85%		78%				74%
Grade 7	91%		73%	88%			69%
Grade 8	88%		71%			94%	69%
Grade 9	87%		64%				62%
Grade 10		71%	68%		67%	85%	50%
Grade 11		54%	56%		53%	83%	31%

Source: TEA, Preliminary TAKS results, spring 2003.
*All test taken for grade 3 were unavailable at the time of report publication.

Exhibit 4
TAKS All Students Passing
HCISD, Region 13 and the State
Spring 2003

	Grade 3	Grade 4	Grade 5	Grade 6	Grade 7	Grade 8	Grade 9	Grade 10	Grade 11
HCISD		**71%**	**66%**	**74%**	**69%**	**69%**	**62%**	**50%**	**31%**
Region 13		79%	71%	78%	72%	72%	64%	57%	52%
State		75%	65%	74%	67%	69%	60%	52%	49%

Source: TEA, Preliminary TAKS results, Spring 2003.

The district's fund balance in 2001-02 was 5.2 percent, or $2.3 million, of its general fund; below the optimum level. The tax rate at $1.68 ($1.294 in Maintenance and Operations and $0.386 in Interest and Sinking) is high, but the rate decreased by 11 cents from 1999 to 2001. Compared to statewide averages, HCISD has nearly twice the debt ratio and consequently the percent of overall expenditures dedicated and instruction are lower at 44.2 percent, compared to the statewide average of 51 percent.

In 2002-03, the district served its students at 13 campuses: seven elementary schools, two middle schools, one grade 8 campus, two high schools, and an alternative school, which consists of the Alternative Impact Center and Juvenile Justice Alternative Education Program. In 2002-03, HCISD budgeted expenditures of more than $63.1 million. The district employs 1,177 staff of which 473, or 40.2 percent, are teachers.

In February 2003, voters defeated a proposed $104 million bond issue 2 to 1. This defeat was the culmination of a series of events that served to divide the community. In July 2003, Dr. Kirk London from Terrell ISD replaced interim superintendent Dr. Marvin Crawford as HCISD's permanent superintendent.

While TSPR found many exemplary programs and practices in HCISD that can be shared with other districts around the state, the district also faces a number of challenges, including:

- improving student performance;
- strengthening accountability and internal controls;
- enhancing external communication and public outreach efforts; and
- achieving an efficient and effective organizational structure.

Key Findings and Recommendations

Improve Student Performance

Develop curriculum guides for all HCISD courses and subject areas.
HCISD does not have a formal curriculum for all grade levels in all
subjects. As a result, many teachers in the district do not have their
instruction aligned to state standards, the Texas Essential Knowledge and
Skills (TEKS). By aligning scope and sequence documents to the TEKS,
the district can ensure that students are better prepared for the more
rigorous Texas Assessment of Knowledge and Skills (TAKS), and that
teachers have the guidance they need to help students transition from
grade to grade.

***Revise the site-based decision-making process to ensure more
consistency in key areas from school to school***. The district central
administration's site-based decision-making process is based on the
philosophy that the principal makes all decisions regarding the operations
and management of each campus. This philosophy limits central
administration's guidance and oversite of individual campus operations.
While the principal must be the instructional leader on the campus,
decisions in key areas, such as staffing and curriculum alignment to ensure
orderly transitions between campuses, require central office coordination.
By revising the site-based decision-making process, HCISD can ensure
that central office administrators monitor and approve decisions affecting
curriculum, staffing patterns and other key facets of effective district
management and operations.

***Update the District Action Plan (DAP) to include goals that address the
needs of specific student populations.*** HCISD does not have strategies in
its DAP to ensure success by all student groups on the state's assessment
tests. The goal, written in broad terms, says the district should ensure all
students achieve at high levels. As a result, student TAKS scores were
below the state averages in several grade levels, particularly grade 11 on
math, science and social studies. Updating the DAP to include
instructional strategies for student groups not succeeding on the TAKS
will ensure academic success for all HCISD students.

***Design and implement strategies to identify all students eligible for the
free and reduced meal program.*** HCISD does not identify all students
eligible for free and reduced-price meals as evidenced by the low
participation rates at the middle and high schools compared to those at the
elementary schools. As a result, HCISD loses state compensatory
education funds. By using strategies that proved successful in other
districts, HCISD could receive more than $370,000 in additional state and
federal funding each year beginning in 2004-05, that can be used to
address the educational needs of student at risk of dropping out of school.

Strengthen Accountability and Internal Controls

Develop and implement a process to evaluate all current and future maintenance services. The district lacks a process to evaluate the costs of providing maintenance services in-house or through private contractors. While HCISD conducts some maintenance work in-house, it contracts for more than 50 percent of the overall work in the district.From 1996-97 through 2000-01, HCISD's in-house maintenance costs per student increased 17.7 percent; its contracted maintenance costs per student increased 87.8 percent. By conducting a yellow pages test on all maintenance services conducted in-house and by contractors, HCISD will be able to hold the line on costs by identifying the most cost efficient method of service.

Establish procedures for proper segregation of duties over cash and investment handling and related record-keeping functions. The executive assistant to the director of Finance makes cash and investment transactions at the bank, reconciles all the investment and bank statements and oversees the bookkeeping functions. While no incidents of misconduct were detected, with no other checks and balances of the transactions, the district is at risk of losing funds through misappropriation or error. Implementing properly designed internal control procedures for handling cash and investments can ensure the safety of the district's assets.

Establish procedures to ensure that purchases follow TEA guidelines and district purchasing procedures. HCISD departments order supplies without prior approval from the purchasing coordinator. The departments obtain a purchase order number from the purchasing computer system when they enter an order. The system does not verify the availability of budget funds or encumber funds for pending purchases. Consequently, departments can initiate purchases even when funds are not available. By activating the system controls that would issue purchase orders only after the purchasing coordinator verifies and encumbers funds, the district will be able to remain within the board-approved budgets.

Enhance External Communication and Public Outreach Efforts

Develop an action plan to determine HCISD needs and the most appropriate way for the district to fill those needs. The February 2003 bond issue failed by more than a 2:1 vote, demonstrating a division in the community. A segment of the community perceives that the district board and administration mismanage district finances and growth planning. Others are uncertain about the district's real needs. The district cited the poor economy and disagreement with recent district decisions, such as the elimination of the confederate flag as a spirit symbol at Hays High School, as the major factors for the large margin of defeat. The board and new superintendent need to bring public opinion leaders together to provide

feedback about the future needs and to reestablish the confidence and trust that was damaged prior to and during the failed bond election.

Develop and implement a board-approved policy to address the purchase of school sites and the selection of realtors. The lack of a land purchasing policy prompted citizens to question decisions to purchase land for school sites because of the close relationship of the individuals involved in the various transactions. A policy that formally establishes the processes to follow when purchasing real estate and selecting realtors will provide citizens with assurance that transactions are being made fairly and in the best interest of the district.

Achieve an Efficient and Effective Organizational Structure

Reorganize the central administration. HCISD's central administrative organization does not equitably distribute the workload among senior positions. For example, the deputy superintendent position and the executive assistant position, which is at a pay level comparable to the assistant superintendents, serve limited functions and supervise one or no staff. The assistant superintendent for Curriculum and Instruction, however, oversees the entire instructional process, supervises the principals, oversees all technology functions and coordinates the district and campus planning process. By reconfiguring responsibilities to even the workload among the executive leadership team, the district can realize greater effectiveness and efficiency in its management team.

Reorganize and re-align functions in the division of Human Resources and Administration. HCISD operates a fragmented Human Resources and Administration Division resulting in inefficiencies, duplicative work and inadequate oversight in key areas. By reorganizing the division and realigning functions, the district will improve accountability and efficiency and save more than $616,400 over the next five years.

Reorganize the Transportation Department and redefine the responsibilities of key positions. The Transportation Department's organizational structure results in overstaffing of some functions, lack of supervisory personnel for other functions and excessive overtime. For example, the organization chart shows three supervisory positions, however, the employees in these positions do not supervise other employees, yet a void exists in first-line monitoring and evaluation of the drivers' performance. Additionally, the Transportation Department exceeded its overtime budget by an average of 677 percent for each of the last three years because it has a limited number of available substitute drivers. By reorganizing its Transportation Department, eliminating excess staff and redefining the responsibilities of key positions, the district could save nearly $1.1 million over five years.

Exemplary Programs and Practices

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

- *HCISD's department of Curriculum and Instruction provides district schools with supplemental services by securing grant funds.* From 1998-99 through 2002-03, the department of Curriculum and Instruction secured 16 grants totaling $7.8 million. These grants provide HCISD with additional funds to improve curriculum and instruction, after-school programs, tutoring, parent literacy programs, prevention and intervention safety programs and staff development and training.

- *Multiple opportunities for participation in support activities by community members and partners build support for the public schools.* Campus and district partners in HCISD's highly defined Partners-in-Education Program contributed nearly $165,000 and nearly 6,000 volunteer hours during the first eight months of 2002-03. In addition, partners provide in-kind support such as student incentives, supplies and equipment. By providing multiple opportunities for participation and maintaining comprehensive information for its partners, HCISD keeps a strong base of community supporters.

- *HCISD promotes community support by naming facilities for community members who have made significant contributions to the educational community.* HCISD considers individuals who have attained achievement of extraordinary and lasting distinction in HCISD for this honor. For example, for the naming of the new elementary school, the district selected Rosalio Tobias, a former board member who was named by the State Board of Education as one of only 15 statewide Heroes for Children, an honor that recognizes public school volunteers who have been strong advocates for Texas school children.

- *Through its sponsorship of a new teacher induction and mentoring program, HCISD reduces teacher turnover.* The division of Human Resources and Administration conducts extensive induction and mentoring activities for all employee categories. Most notable are the Induction and Mentoring Program for classroom teachers and the Texas Beginning Educator Support

System Program for beginning classroom teachers. Due to these efforts, the school district does not have teacher shortages or high teacher turnover rates.

- ***HCISD's use of school prototype designs helps control construction costs and has saved taxpayers more than $238,000 in architectural fees.*** The district developed an elementary school prototype when designing and constructing Fuenes Elementary, completed in 2000. Using the prototype that was developed with input from administration, staff, teachers and community members when constructing two other elementary schools enabled the district to construct all three elementary schools for the budgeted cost of two schools.

- ***HCISD established a cost-free benefit to employees by creating a catastrophic leave bank, which provides additional paid leave to employees in the event of catastrophic illness or injury.*** The district created a process for employees encountering catastrophic illness or injury to receive additional paid leave when necessary. The catastrophic leave bank (CAB), available to all HCISD employees, helps alleviate the hardship caused to an employee and the employee's immediate family in the event that a catastrophic illness or injury forces the employee to deplete all available state, local and hardship leave and then lose compensation. Voluntary participation in the CAB only requires employees to donate three local leave days to become a member.

- ***HCISD implemented just-in-time delivery of supplies and closed the warehouse for annual savings of $50,000.*** HCISD closed the district's warehouse operations and began using just-in-time delivery for 2003-04. By closing the warehouse in favor of direct shipments to schools, the district eliminated the costs associated with excess storage space and multiple deliveries.

- ***HCISD saves money by efficiently staffing its school cafeterias.*** The most common method used in school food service programs to measure productivity rates is the number of meal equivalents served per labor hour (MPLH). In eight of 10 HCISD schools, cafeteria productivity exceeded industry standards, and in several cases, by impressive margins. At Hemphill Elementary, for example, the MPLH averaged 27.9 compared to the industry standard of 21, and at Tom Green Elementary, the MPLH averaged 28.3 compared to the industry standard of 20.

- ***HCISD uses a variety of technology funding sources to advance the infrastructure and integration of technology into the***

classroom. HCISD has used funds, including money from bonds, state technology allotments, telecommunication infrastructure grants and federal E-rate grants, to build a comprehensive information technology infrastructure. By doing so, HCISD has been able to fund technology acquisitions including computers, classroom telephones, video surveillance cameras, cabling, software, security access technology, servers, switches and more than 1,000 workstations.

- ***HCISD has an exemplary training model that addresses the State's Long Range Plan for Technology component for Educator Preparation and Development.*** HCISD's Technology Proficiency initiative, implemented in 2002-03, requires all teachers to attend four levels of training. Classes offered include: grade reporting, voice messaging, Texas Library Connection overview, basic operating systems, email, word processing, spreadsheets, databases and how to integrate technology applications into classroom instruction. The district gives all teachers approximately 1.5 years to meet the basic requirement and additional time to meet the other advanced technology proficiencies.

- ***HCISD decreased absenteeism and emergency room visits and increased testing scores at two schools housing a wellness clinic.*** HCISD opened two Wellness Encouraged through Lifelong Learning (WELL) clinics in two elementary schools in November 2001. The WELL clinic provides services for all HCISD students and their siblings. An advisory council and a committee consisting of the Quality Assurance representative, project director, HCISD nurses, nurse practitioner, medical director, teachers, parents, key community leaders and the school administrator monitor operations and develop future initiatives for the clinics. The presence of the clinics has increased attendance, TAAS scores and immunization rates, and has decreased the number of discipline referrals at one school by 19 percent.

Savings and Investment Requirements

Many of TSPR's recommendations would result in savings and increased revenue that could be used to improve classroom instruction. The savings opportunities identified in this report are conservative and should be considered minimums (**Exhibit 5**).

Exhibit 5
Summary of Net Savings
TSPR Review of Hays Consolidated Independent School District

Year	Total
2003-04 Initial Annual Net Savings	$655,095
2004-05 Additional Annual Net Savings	$1,819,083
2005-06 Additional Annual Net Savings	$1,976,081
2006-07 Additional Annual Net Savings	$2,314,517
2007-08 Additional Annual Net Savings	$2,314,007
One Time Net (Costs) Savings	($19,205)
TOTAL SAVINGS PROJECTED FOR 2003-08	**$9,059,578**

A detailed list of costs and savings by recommendation appears in **Exhibit 6**. The page number for each recommendation is listed in the summary chart for reference purposes. Detailed implementation strategies, timelines and the estimates of fiscal impact follow each recommendation in this report. The implementation section associated with each recommendation highlights the actions necessary to achieve the proposed results. Some items should be implemented immediately, some over the next year or two, and some over several years.

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

EXECUTIVE SUMMARY

Exhibit 6
Summary of Costs and Savings by Recommendation

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08	Total 5-Year (Costs) or Savings	One Time (Costs) or Savings
Chapter 1: District Organization and Management							
1. Reorganize the central administration. p. 30	$0	$0	$0	$0	$0	$0	$0
2. Redesign the planning process. p. 40	$0	$0	$0	$0	$0	$0	$0
3. Revise the site-based decision-making process to ensure more consistency in key areas, from school to school. p. 43	$0	$0	$0	$0	$0	$0	$0
Totals-Chapter 1	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**
Chapter 2: Educational Service Delivery							
4. Develop scope and sequence documents for all HCISD courses and subject areas. p. 62	($5,640)	($5,640)	($5,640)	($5,640)	($5,740)	($28,300)	$0
5. Implement an online curriculum management program. p. 65	($15,000)	($8,000)	($8,000)	($8,000)	($8,000)	($47,000)	$0
6. Update the	$0	$0	$0	$0	$0	$0	$0

	District Action Plan to include goals that address the needs of specific student populations that score below the state on the Texas Assessment of Knowledge and Skills. p. 75							
7.	Develop a strategic improvement plan for HCISD gifted and talented students. p. 80	$0	$0	$0	$0	$0	$0	$0
8.	Create benchmark tests to periodically evaluate the academic progress of students in the Bilingual/English as a Second Language program to improve Texas Assessment of Knowledge and Skills scores. p. 89	($14,520)	($14,520)	($14,520)	($14,520)	($14,520)	($72,600)	($1,880)
9.	Develop a comprehensive evaluation system to determine the effectiveness of State Compensatory	$0	$0	$0	$0	$0	$0	$0

	Education and Title I programs. p. 98							
10.	Adopt a policy on the appropriate use of counselor time. p. 102	$0	$0	$0	$0	$0	$0	$0
Totals-Chapter 2		**($35,160)**	**($28,160)**	**($28,160)**	**($28,160)**	**($28,260)**	**($147,900)**	**($1,880)**
Chapter 3: Community Involvement								
11.	Develop an action plan with the new superintendent to reach out to a diverse constituency to determine HCISD needs and the most appropriate way to fill those needs. p. 116	$0	$0	$0	$0	$0	$0	$0
12.	Develop a community involvement plan that promotes overall community participation and a positive relationship with the community. p. 120	$0	$0	$0	$0	$0	$0	$0
13.	Develop a computer database for tracking volunteer information.p. 129	$0	$0	$0	$0	$0	$0	$0
Totals-Chapter 3		**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**

Chapter 4: Personnel Management							
14.	Reorganize and re-align human resource functions in the division of Human Resources and Administration and eliminate unnecessary positions. p. 138	$8,932	$151,878	$151,878	$151,878	$151,878	$616,444	$0
15.	Align district staffing guidelines with industry standards and reduce staff accordingly. p. 144	$174,167	$261,250	$261,250	$261,250	$261,250	$1,219,167	$0
16.	Implement and monitor a controlled retirement incentive plan. p. 146	$0	$122,584	$122,584	$462,435	$462,435	$1,170,038	$0
Totals-Chapter 4		**$183,099**	**$535,712**	**$535,712**	**$875,563**	**$875,563**	**$3,005,649**	**$0**
Chapter 5: Facilities Use and Management							
17.	Develop and implement a board-approved policy to address the purchase of school sites, including the selection of realtors. p. 166	$0	$0	$0	$0	$0	$0	$0
18.	Develop and implement a process to evaluate all current and	$0	$0	$0	$0	$0	$0	$0

#	Recommendation							
	future maintenance services to determine the cost-effectiveness of providing the service with district staff or through contracts with private vendors. p. 174							
19.	Establish and implement a replacement policy for maintenance vehicles. p. 176	$0	($100,000)	($100,000)	($100,000)	($100,000)	($400,000)	$0
20.	Establish and consistently apply custodial staffing formulas that meet industry standards. p. 180	$71,520	$119,200	$119,200	$119,200	$119,200	$548,320	$0
21.	Develop and implement a districtwide energy management program using the State Energy Conservation Plan. p. 183	$158,318	$316,635	$474,953	$474,953	$474,953	$1,899,812	$0
22.	Assign a district administrator to coordinate and track community use of HCISD facilities. p. 186	$0	$0	$0	$0	$0	$0	$0
Totals-Chapter 5		**$229,838**	**$335,835**	**$494,153**	**$494,153**	**$494,153**	**$2,048,132**	**$0**
Chapter 6: Financial Asset and Risk Management								

23.	Hire a chief financial officer to oversee all HCISD financial and related functions. p. 197	$0	$0	$0	$0	$0	$0	$0
24.	Offer annual continuing educatio n training to all Finance support staff. p. 199	($1,008)	($1,008)	($1,008)	($1,008)	($1,008)	($5,040)	$0
25.	Establish procedures for proper segregation of duties over cash and investment handling and related record-keeping functions. p. 207	$0	$0	$0	$0	$0	$0	$0
26.	Segregate the functions associated with establishing and changing employee wage and deduction information from the payroll calculation functions and hire a new payroll clerk.p. 208	($15,648)	($23,473)	($23,473)	($23,473)	($23,473)	($109,540)	$0
27.	Consolidate activity fund bank accounts and centralize management of these funds in the business office. p. 215	$0	$0	$0	$0	$0	$0	$0

28.	Reduce general operating disbursement frequency to two times per month. p. 216	$15,380	$18,456	$18,456	$18,456	$18,456	$89,204	$0
29.	Resolve the issues concerning the *Hays CISD Matching Plan* immediately. p. 225	$0	$0	$0	$0	$0	$0	$0
30.	Consolidate HCISD's risk management function and shift the benefits coordinator position to the Finance Department. p. 226	$0	$0	$0	$0	$0	$0	$0
Totals-Chapter 6		**($1,276)**	**($6,025)**	**($6,025)**	**($6,025)**	**($6,025)**	**($25,376)**	**$0**
Chapter 7: Purchasing								
31.	Establish purchasing procedures to monitor compliance with state and federal procurement laws and board policies. p. 239	$0	$0	$0	$0	$0	$0	$0
32.	Develop and implement activity fund purchasing procedures for the allowable uses and general fund reimbursements	$0	$0	$0	$0	$0	$0	$0

	of student activity funds. p. 241							
33.	Establish procedures to ensure that purchases follow district purchasing procedures and TEA's encumbrance accounting for budget management. p. 243	$0	$0	$0	$0	$0	$0	$0
Totals-Chapter 7		**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**
Chapter 8: Food Services								
34.	Design and implement strategies to identify all students eligible for the free and reduced-price meal program. p. 264	$0	$371,412	$371,412	$371,412	$371,412	$1,485,648	$0
35.	Increase breakfast participation by using alternative methods of serving breakfast. p. 266	$43,657	$87,314	$87,314	$87,314	$87,314	$392,913	$0
36.	Establish a board policy to eliminate competitive food sales in the school cafeterias during breakfast and lunch periods. p. 271	$32,877	$65,754	$65,754	$65,754	$65,754	$295,893	$0

Totals-Chapter 8	$76,534	$524,480	$524,480	$524,480	$524,480	$2,174,454	$0
Chapter 9: Computers and Technology							
37. Consolidate HCISD technology-related functions. p. 284	$29,768	$44,652	$44,652	$44,652	$44,652	$208,376	$0
38. Create an ongoing technology steering committee to update and manage the technology plan and integrate technology planning efforts into the district and campus improvement plans. p. 287	$0	$0	$0	$0	$0	$0	($12,325)
39. Develop and document district technology policies and procedures that include all information-related activities. p. 293	$0	$0	$0	$0	$0	$0	$0
40. Develop an online work order system to manage work orders and technicians. p. 294	$0	$0	$0	$0	$0	$0	$0
41. Offer the four state-required Technology Application courses at the	$0	$0	$0	$0	$0	$0	$0

high school.p. 295							
Totals-Chapter 9	**$29,768**	**$44,652**	**$44,652**	**$44,652**	**$44,652**	**$208,376**	**($12,325)**
Chapter 10: Transportation							
42. Reorganize the Transportation Department, redefine the responsibilities of key positions and eliminate unnecessary positions. p. 312	$153,224	$229,837	$229,837	$229,837	$229,837	$1,072,572	$0
43. Use existing software to increase efficiency in the Transportation Department.p. 315	$0	$0	$0	$0	$0	$0	$0
44. Use the existing automated routing software to model bus routes for maximum efficiency and state reimbursement. p. 317	$0	$165,032	$165,032	$165,032	$165,032	$660,128	$0
45. File for the full reimbursement for hazardous routes. p. 319	$22,536	$22,536	$22,536	$22,536	$22,536	$112,680	$0
46. Paint a safety line on the school-loading zone at applicable schools to keep waiting students away from buses.	$0	$0	$0	$0	$0	$0	$0

	p. 320							
47.	Discontinue use of the commuter van to transport school students for any reason. p. 321	$0	$0	$0	$0	$0	$0	$0
48.	Implement student bus rider safety programs for pre-kindergarten through grade 3 students. p. 321	($700)	($700)	($700)	($700)	($700)	($3,500)	$0
49.	Adopt a bus replacement plan. p. 328	$0	$0	$0	$0	$0	$0	$0
50.	Explore the use of purchasing cooperatives.p. 328	$0	$0	$0	$0	$0	$0	$0
51.	Provide incentive for the mechanics to obtain professional certification in vehicle maintenance. p. 329	$0	($1,040)	($2,080)	($3,120)	($3,120)	($9,360)	$0
52.	Develop a long-range plan to address the need for a transportation facility designed for school bus operations and vehicle maintenance on a site better intended for the parking of	$0	$0	$0	$0	$0	$0	$0

	vehicles. p. 331							
53.	Complete immediate short-term repair needs until long-term facilities needs can be addressed. p. 332	$0	$0	$0	$0	$0	$0	($5,000)
54.	Conduct a study to determine the feasibility of outsourcing transportation services.p. 335	$0	$0	$0	$0	$0	$0	$0
Totals-Chapter 10		**$175,060**	**$415,665**	**$415,625**	**$413,585**	**$413,585**	**$1,832,520**	**($5,000)**
Chapter 11: Safety and Security								
55.	Consolidate all safety and security functions under the deputy superintendent for Human Resources and Administration. p. 345	$0	$0	$0	$0	$0	$0	$0
56.	Require students at the high school to wear identification badges. p. 351	($2,768)	($3,076)	($3,356)	($3,731)	($4,141)	($17,072)	$0
57.	Consider the use of volunteers to monitor locations that could pose a security threat. p. 359	$0	$0	$0	$0	$0	$0	$0
58.	Conduct regular crisis management and fire drills at each	$0	$0	$0	$0	$0	$0	$0

school. p. 365							
Totals-Chapter 11	($2,768)	($3,076)	($3,356)	($3,731)	($4,141)	($17,072)	$0
Total Savings	$710,379	$1,976,540	$2,134,858	$2,474,709	$2,474,709	$9,771,195	$0
Total Costs	($55,284)	($157,457)	($158,777)	($160,192)	($160,702)	($692,412)	($19,205)
Total	$655,095	$1,819,083	$1,976,081	$2,314,517	$2,314,007	$9,078,783	($19,205)

5 Year Savings	$9,771,195
5 Year Costs	($711,617)
Grand Total	$9,059,578

Chapter 1
DISTRICT ORGANIZATION AND MANAGEMENT

This chapter reviews the organization and management functions of the Hays Consolidated Independent School District (HCISD) in the following sections:

A. Governance
B. Organization, Management and Staffing
C. Planning and Site-Based Decision-Making

A district's governance structure, staff management and planning process provide the foundation for effective and efficient education of students. The board and superintendent should function as a leadership team to meet student needs. The board sets goals, objectives and policies for school district operations and approves the plans and funding needed to achieve the district's goals and objectives. The superintendent manages district operations and recommends the staffing levels and amount of resources necessary to carry out the board goals and directives developed through the planning process.

BACKGROUND

Located approximately 25 miles south of Austin, the district's proximity to the state's Capitol has made it one of the fastest-growing school districts in Texas. HCISD grew 37.3 percent from 1998-99 through the fall of 2002-03 (**Exhibit 1-1**).

Exhibit 1-1
Student Enrollment in Texas' Fastest-Growing Districts
1998-99 through 2002-03

District	1998-99	2002-03	Percent Change 1998-99 through 2002-03
Frisco	4,477	11,145	148.9%
McKinney	9,831	15,279	55.4%
Mansfield	12,408	19,162	54.4%
Leander	11,860	16,814	41.8%
Magnolia	6,111	8,557	40.0%
HCISD	**6,311**	**8,663**	37.3%
Keller	14,757	20,109	36.3%

Allen	9,441	12,585	33.3%
Lake Travis	3,515	4,671	32.9%
Katy	30,371	39,864	31.3%
Rockwall	7,363	9,616	30.6%
Del Valle	5,629	7,326	30.1%
Montgomery	3,284	4,178	27.2%
Pflugerville	12,601	15,875	26.0%
Carroll	5,892	7,227	22.7%
Region 13	**259,098**	**290,066**	12.0%
State	**3,954,434**	**4,259,864**	7.7%

Source: HCISD, demographic information developed for 2003 bond election and Texas Education Agency (TEA), Public Education Information Management System (PEIMS), 2002-03.

HCISD's growth rate is approximately five times the state average and three times the average of districts in Regional Educational Service Center XIII (Region 13), which serves HCISD (**Exhibit 1-2**). As of October 2002, HCISD had an enrollment of 8,663 students in pre-kindergarten through grade 12, of which approximately 39.6 percent are economically disadvantaged.

Exhibit 1-2
HCISD, Region 13 and State Student Enrollment Growth
1998-99 through 2002-03

Entity	1998-99	1999-2000	2000-01	2001-02	2002-03	Percentage Change, 1998-99 - 2002-03
HCISD	**6,311**	**6,713**	**7,408**	**8,098**	**8,663**	**37.3%**
Region 13	259,098	264,791	274,077	281,011	290,066	12.0%
State	3,954,434	4,002,227	4,071,433	4,165,101	4,259,864	7.7%

Source: TEA, PEIMS, 1998-99 through 2002-03.

Kyle ISD, Buda ISD and Wimberley Rural School District were consolidated in 1967 to create HCISD. The new district encompassed 368 square miles and had an enrollment of 1,072 students. In 1986, Wimberley decided to form its own district. Today, HCISD encompasses 219.78 square miles in Hays, Caldwell and Travis counties and includes the cities of Buda, Kyle, Driftwood, Uhland and Niederwald. While HCISD lies in a ranch and farm area, many residents commute to Austin for work. Many former ranches and farms have been converted to subdivisions to accommodate the area's rapid growth.

In February 2003, HCISD residents defeated a proposed $104 million bond issue by more than a 2 to 1 vote. A series of events, beginning with the selection of a superintendent in 1997, contributed to a division in the community that led to the bond's defeat.

In July 1997, HCISD narrowed superintendent candidates to finalists, including one internal candidate, the district assistant superintendent for Curriculum, Instruction, Research and Technology, Dr. John Hardwick. During August 1997, the board met to name a new superintendent. When two board members motioned for and seconded the selection of Dr. Hardwick, the motion was defeated, 4 to 3. One of the dissenting board members then moved to hire an external candidate, Dr. Michael Hinojosa, and that motion passed, 7 to 0.

As one of his first actions, Dr. Hinojosa commissioned a curriculum audit by the Texas Curriculum Management Audit Center of the Texas Association of School Administrators (TASA). When the audit was completed, its recommendations were prioritized. One key recommendation concerned the organization of the central administration. At an executive session of the board in February 1998, Dr. Hinojosa recommended moving staff to new positions and replacing support services staff with more curriculum staff. Several board members did not support those changes.

However, with the support of a majority of the board, Dr. Hinojosa implemented all but one recommendation of the audit, including all the organizational changes. The only recommendation placed on hold concerned appointing a task force to resolve a conflict created by the high school's use of the Confederate flag as its spirit symbol.

In August 1998, one of the three board members who had supported Dr. Hardwick for superintendent resigned from the board for personal reasons. In December, a motion was made and seconded to appoint a board member to fill the vacancy on an interim basis, but the motion failed by a 4 to 2 vote. One of the two remaining board members who had supported hiring Dr. Hardwick opposed the motion.

In February 1999, a motion to extend Dr. Hinojosa's contract failed on a 3 to 3 vote; both remaining board members who had supported Dr. Hardwick voted against the extension.

In May 1999, one of the two remaining board members who had supported Dr. Hardwick was defeated for reelection in District 1 by a margin of 262 to 224 votes. Along with two other winning candidates for Districts 2 and 3, the winning candidate in District 1 campaigned in support of Dr. Hinojosa. Following this election, Dr. Hinojosa's contract was extended, with the sole remaining supporter of Dr. Hardwick as the lone dissenting vote. This board member submitted his resignation in August 1999 without citing a reason for resigning.

In June 2000, the board appointed a task force of community members to review the high school's use of the Confederate flag as a spirit symbol. The task force was asked to identify how use of the flag creates conflict, to find out how the flag affects the educational process in HCISD and to suggest options for resolving the issue and predict the consequences.

In July 2000, after the task force had met several times and conducted a public meeting for community input, the task force recommended that the district "begin to immediately phase out the Confederate battle flag or any likeness of the flag from school-funded property or any uniform group."

In February 2001, the voters approved an $89.5 million bond issue, with 62 percent of the voters in favor of the referendum. Two of the board members who had supported Dr. Hardwick and subsequently resigned from the board vocally opposed the bond issue in the local community paper, *The Free Press*.

In 2002-03, HCISD includes 13 schools: seven elementary schools, two middle schools, one grade 8 school, one high school, a high school of choice (Academy@Hays) and an alternative school, which consists of the discipline alternative education program (Alternative Impact Center) and the Juvenile Justice Alternative Education Program (JJAEP).

HCISD chose Bastrop, Lockhart and San Marcos ISDs to serve as peers for comparison purposes.

In 2001-02, TEA rated HCISD as a *Recognized* school district. The district had one *Exemplary* school, seven *Recognized* schools, four *Academically Acceptable* schools and one that was not rated (**Exhibit 1-3**).

Exhibit 1-3
HCISD School Accountability Rating
2001-02

School or Facility	TEA Rating
Hays High School	Recognized
Alternative Impact Center and JJAEP	Not rated
Academy@Hays	Acceptable
Barton Junior High School	Acceptable
Dahlstrom Middle School	Recognized
Wallace Middle School	Recognized
Kyle Elementary School	Recognized
Buda Primary School (*)	Recognized
Green Elementary School	Recognized
Buda Elementary School	Recognized
Elm Grove Elementary School	Exemplary
Fuentes Elementary School	Acceptable
Hemphill Elementary School	Acceptable

Source: TEA, Academic Excellence Indicator System (AEIS), 2001-02.
(*)Paired with Buda Elementary School for AEIS rating.

Individual schools also received acknowledgments for particular programs and student performance. Wallace Middle School was acknowledged for comparable school performance in mathematics, and Buda and Elm Grove elementary schools were acknowledged for student attendance.

In October 2003, HCISD student enrollment consisted of 43.7 percent Anglo, 51.4 percent Hispanic, 4.2 percent African American, 0.2 percent Native American and 0.6 percent Asian/Pacific Islander. From 1998-99 through 2002-03, the ethnic composition of HCISD students shifted from an Anglo majority to a Hispanic majority (**Exhibit 1-4**).

Exhibit 1-4
HCISD Student Population Ethnicity
1998-99 through 2002-03

Ethnic Group	1998-99	1999-2000	2000-01	2001-02	2002-03
African American	2.6%	2.7%	3.1%	3.7%	4.2%
Hispanic	44.1%	46.9%	48.6%	50.4%	51.4%

Anglo	52.7%	49.8%	47.7%	45.2%	43.7%
Asian/Pacific Islander	0.3%	0.4%	0.4%	0.5%	0.6%
Native American	0.3%	0.3%	0.2%	0.2%	0.2%

Source: TEA, PEIMS, 1998-99 through 2002-03.
Note: Totals may not add to 100.0 percent due to rounding.

In 2001-02, 85.5 percent of HCISD students passed all levels of the Texas Assessment of Academic Skills (TAAS), compared to the state average of 85.3 percent.

In Texas, a Board of Trustees governs each school district, setting policies and overseeing the management of schools. Each board derives its legal status from the Texas Constitution and the Texas Legislature. The board must function according to applicable state and federal statutes, controlling court decisions and applicable regulations pursuant to state and federal law. Under Section 11.151 of the Texas Education Code (TEC), each board has the following specific statutory powers and duties:

- govern and oversee the management of the district's public schools;
- adopt rules, regulations and bylaws;
- approve a district-developed plan for site-based decision-making and provide for its implementation;
- levy and collect taxes and issue bonds;
- select tax officials, as appropriate to the district's need;
- prepare, adopt and file a budget for the next succeeding fiscal year and file a report of disbursements and receipts for the preceding fiscal year;
- have district fiscal accounts audited at district expense by a Texas-certified public accountant holding a permit from the Texas State Board of Public Accountancy following the close of each fiscal year;
- publish an annual report describing the district's educational performance, including school performance objectives and the progress of each school toward meeting these objectives;
- receive bequests and donations or other money coming legally into its hands in the name of the district;
- select a depository for district funds;
- order elections, canvass the returns, declare results and issue certificates of election as required by law;
- dispose of property no longer necessary for the operation of the school district;

- acquire and hold real and personal property in the name of the district; and
- hold all powers and duties not specifically delegated by statute to the Texas Education Agency or the State Board of Education.

The HCISD board consists of seven members. Two are elected at large, and five are from single-member district. All members serve three-year terms (**Exhibit 1-5**).

Exhibit 1-5
HCISD Board Members
June 2003

Board Member	Board Position	Term Expires	Occupation
Laurie Cromwell	President	2005	Business owner
Christie Pogue	Vice president	2005	Homemaker/student
Joe Munoz	Secretary	2005	Law enforcement
Joe Hernandez	Member	2004	Architectural engineer
Robert (Chip) DuPont	Member	2004	Business owner
Henry Altmiller	Member	2006	College professor
Joe Graham	Member	2006	Retired public school administrator

Source: HCISD, executive secretary to the superintendent.

School board elections are held each year on the first Saturday in May. Candidates for board elections are provided training through two-hour workshops conducted by the Texas Association of School Boards (TASB) held at all state regional education service centers.

The HCISD board meets monthly on the third Monday of each month at 6:00 p.m. in the Hays High School Career and Technology Center auditorium. Each year following installation of newly elected board members, the board elects officers.

HCISD uses the TASB policy service to update local and legal policies and provide online maintenance of the policies. For 2002-03, HCISD paid TASB an annual fee of $575 for this service.

The firm of Walsh, Anderson, Brown, Schulze, and Aldridge, P.C., provides legal services to HCISD. In 2000-01, HCISD paid the firm $76,199; in 2001-02, HCISD paid the firm $271,672. HCISD has budgeted $187,969 for 2002-03. According to the executive assistant to the superintendent and the executive secretary to the superintendent, the primary reasons for the 2001-02 increase in legal fees relate to the extensive litigation by HCISD residents over phasing out the Confederate flag as a spirit symbol at Hays High School and redistricting for board member positions.

Budgeted legal expenses for HCISD's peer districts in 2002-03 were: Bastrop, $60,000; Lockhart, $13,000; and San Marcos, $60,722.

Chapter 1
DISTRICT ORGANIZATION AND MANAGEMENT

A. Governance

Through the development of an effective policy framework, a local school board provides the focus for management and accountability to be established for administrative and instructional staff, as well as for its own responsibility.

The Texas Comptroller of Public Accounts has recommended best practices for Texas school boards, as shown in **Exhibit 1-6**.

Exhibit 1-6
Texas Comptroller-Identified
Board Member Best Practices

Practice	Description
Take proactive approach.	Discuss the roles of the board and superintendent as a team.
	Help new board members understand their roles by providing information about roles and responsibilities as soon as they are elected.
	Discuss as a team what update reports the board would like to see to ensure that operational systems are in place and performing effectively.
	Schedule update reports on district goals, plans and operational systems on an annual board agenda calendar.
Work as a team.	Hold an annual team retreat to review and agree on district goals and operational performance standards.
	Annually discuss ways the board and superintendent team can improve its teamwork.
	Review team operating procedures annually, particularly those related to how board members should refer community complaints.
	Help new members to feel included as a part of the team by providing an experienced board member as a mentor during the first few months.
Keep communication	Be sure the superintendent shares information about plans and processes with the board to keep them informed.

lines open.	If you are accused of micromanaging, ask what you did that was inappropriate and why.
	When tempted to do something that might be viewed as micromanagement, talk to your board and superintendent team about what the appropriate oversight responsibility would be related to the issue of concern and how that differs from the management responsibility.
	When faced with a concern that appears to be a management responsibility, consider whether there is a related governance issue, such as a policy that may need review that would be appropriate for the board to consider.
	Remember that the board focuses on the district's long-term vision and the superintendent focuses on the daily tasks needed to move the district toward that target.
	Focus on the effectiveness of the management system rather than results of each individual management decision.
	Allow the superintendent to monitor the management systems and make changes as needed to keep things running successfully.
	Have enough faith in your superintendent to let him or her resolve day-to-day problems and keep you informed about the management systems as a whole and their effectiveness in meeting district goals and performance standards.

Source: TSPR.

The National School Board Association publication, *The Key Work of School Boards*, published in 2000, strives to help school boards focus their efforts on understanding and achieving the key elements of their work. The guidebook seeks to focus board members' efforts on improving student achievement, not on administering the day-to-day operations of a school district. *The Key Work of School Boards* identifies eight critical factors that affect how school boards work:

- establishing a clear vision of student achievement as the top priority of the school board, staff and community;
- setting clear standards for student performance;
- establishing an assessment process that measures success at regular intervals;
- establishing a strong accountability process;
- aligning resources to focus on students meeting the standards;
- creating a positive climate for student success;

- building collaborative relationships with political and business leaders, with a focus on developing a consensus for student success as a top community priority; and
- committing to continuous improvement for student achievement.

According to *The Key Works of School Boards*, "The way board members interact with the superintendent or other senior staff members sends a message about the value of staff in the eyes of the board. The way board members treat each other also influences the staff's perceptions and attitudes, with a consequent impact on workplace climate. Because that workplace is usually a school, board members' relationship skills and behaviors ultimately have an influence on the classroom environment and on student learning."

HCISD's mission statement states that the district "prepares students to become responsible, productive and informed citizens." Supporting this mission, the HCISD board adopted a series of belief statements:

"We believe:

- in the total development and uniqueness of each student.
- each student can achieve to higher levels when challenged and motivated.
- each student can be successful if given appropriate amounts of time and a variety of teaching strategies to match individual student's learning styles.
- learning is a lifelong process.
- learning occurs best in a safe, supportive environment."

FINDING

During his tenure, Dr. Hinojosa and board members emphasized the TASB-developed "team of eight" concept. As a result, the prior superintendent and board members established a framework to encourage future superintendents and board members to continue to work as an effective management team.

In 2001, TASB and TASA recognized the HCISD board as one of the five finalists statewide in the TASB/TASA Board of the Year program for its cohesiveness and effectiveness and for meeting regional and state standards of team operation. A key example of HCISD's team effectiveness is its focus on planning and developing goals, especially the District Excellence Indicator System (DEIS) that it uses not only to monitor district progress in achieving board-established goals, but also to evaluate the superintendent.

Another key example of board/superintendent team effectiveness was the board adoption of operating procedures in February 2001 (**Exhibit 1-7**).

Exhibit 1-7
HCISD Board Operating Procedures
February 2001

Topics for Operating Procedures	Examples
Developing Board Meeting Agendas	Board president and superintendent develop (Board policy BE Local). Consent agenda defined.
Member Conduct During Board Meetings	Protocol of behavior expectations regarding persons addressing the board during public forum.
Individual Board Member Request for Information or Report	Process defined for information request managed through superintendent (Board policy BBE Local).
Citizen Request/Complaint to Individual Board member	Refer to appropriate person and explain chain of command. Complaint to be sent to superintendent as appropriate.
Employee Request/Complaint to Individual Board Member	Reference due process procedures (Board policy DGBA Legal and Local) Request/Complaint sent to superintendent or appropriate person for consideration.
Board Member Visit to School Campus	Coordinated through superintendent or school principal.
Communications	Communications occur via telephone (voice mail), e-mail, Friday packets and fax. Managed electronically through weekly update.
Evaluation of Superintendent	Annually (Board policies BJCD Local, Legal, and Exhibit).
Criteria and Process for Selecting Board Officers	Process and procedures defined. Election is held in May of each year. (Board policy BDA Local).
Role and Authority of Board Member and/or Board Officers	Articulated as described in Board Policy (Board policy BBE Legal and Local).
Role of Board in Executive Session	Purpose and conduct defined (Board policy BEC Legal).
Media Inquiries to the Board	Establishes a spokesperson for the district, the board president or official designee.

Board Work Sessions	Designed to address specific areas, i.e., planning or budget. Team of eight training to be held as soon as possible after the election.
Reviewing Board Operating Procedures	Annually review and updated.

Source: HCISD, Operating Procedures, February 2001.

Each year, the board and the superintendent conduct two- or three-day retreats to improve teamwork, planning and communication. The board develops district goals in these sessions. In an August 2001 retreat, the board created a "picture" of what HCISD and its students could look like in the next 10 years. Retreats have also brought board-staff interaction on issues as diverse as nurturing student health and budget priorities.

The board and the superintendent have also fostered involvement of community and business partners through advisory committees, the growth of the education foundation, elementary-school Spanish instruction, school-based health clinics and parent participation programs.

COMMENDATION

The HCISD board and the superintendent work together to build teamwork by improving communications, documenting procedures and maintaining positive working relationships.

FINDING

HCISD uses state-of-the art technology to gather and manage information used to prepare board meeting agendas and to keep board members informed on district issues and events. The executive secretary to the superintendent prepares the agenda and supporting documents a week before the regular board meeting and then sends emails to the board members to notify them that the agendas are available on the network. Also, a CD of the agenda is delivered to each board member.

Every week, each board member receives the *Board Update* by email. HCISD began using this electronic communication method in December 2001. The *Board Update* offers a customized review of district, regional and statewide events and issues that occurred during the week. It includes attorney letters, Texas education documents, HCISD staff memoranda and invitations to school events.

The executive secretary to the superintendent said that TASB visited HCISD in March 2002 to review its electronic system and procedures.

According to the executive secretary, TASB used this information in developing its model.

COMMENDATION

HCISD improved its communication process by electronically transmitting information about meetings and local and state public education events.

Chapter 1
DISTRICT ORGANIZATION AND MANAGEMENT
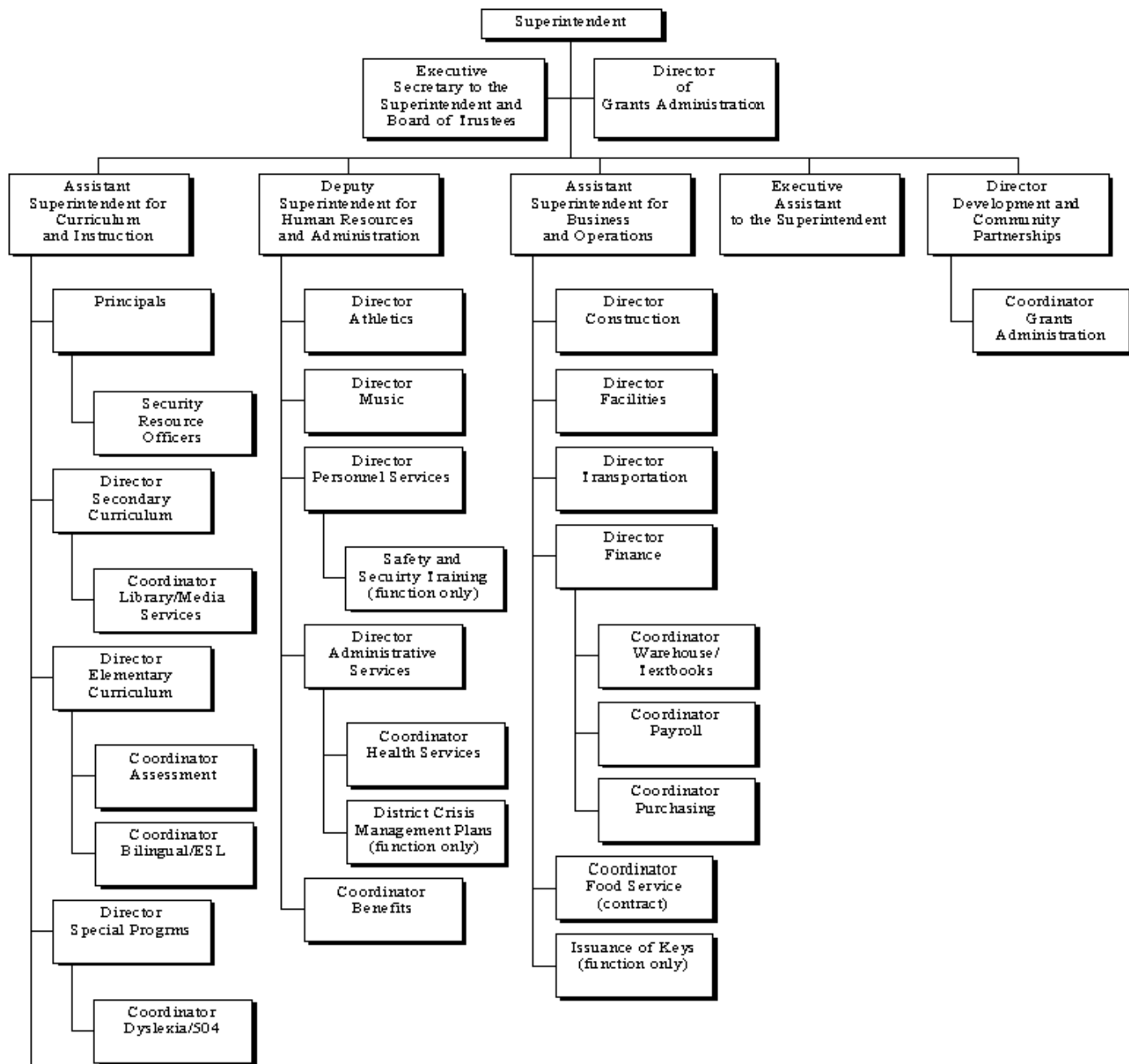
B. Organization, Management and Staffing

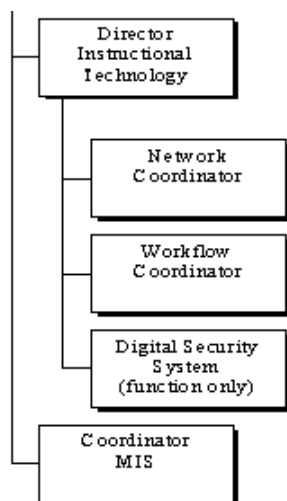As specified in Section 11.201 of the TEC, the superintendent serves as the chief executive officer (CEO) of the district and has the following responsibilities:

- assumes administrative responsibility and leadership for the planning, operation, supervision and evaluation of the educational programs, services and facilities of the district and for the annual performance appraisal of the district's staff;
- assumes administrative authority and responsibility for the assignment and evaluation of all district personnel other than the superintendent;
- makes recommendations regarding the selection of personnel other than the superintendent, as provided by Section 11.163 of the TEC;
- initiates the termination or suspension of an employee or the nonrenewal of an employee's term contract;
- manages the district's day-to-day operations;
- prepares and submits a proposed budget to the board;
- recommends policies to be adopted by the board and oversees the implementation of adopted policies;
- develops appropriate administrative regulations to implement board policies ;
- provides leadership for the attainment of student performance in the district, based on indicators adopted under Section 39.051 of the TEC and other indicators adopted by the State Board of Education or the district's board;
- organizes the district's central administration; and
- performs any other duties assigned by the board.

FINDING

HCISD does not distribute the workload equitably among senior positions in its central administrative organization. HCISD's superintendent manages the district with an executive leadership team (ELT) that includes the deputy superintendent for Human Resources and Administration, the assistant superintendent for Curriculum and Instruction, the assistant superintendent for Business and Operations, the executive assistant to the superintendent, the director of Finance and one principal who represents all district principals for a six-month term (**Exhibit 1-8**).

<p align="center">Exhibit 1-8
HCISD Organization
April 2003</p>

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                              Superintendent

        Executive                      Director
      Secretary to the                   of
    Superintendent and           Grants Administration
     Board of Trustees


   Assistant          Deputy           Assistant         Executive          Director
Superintendent for  Superintendent for  Superintendent for   Assistant       Development and
   Curriculum       Human Resources     Business        to the Superintendent   Community
 and Instruction    and Administration  and Operations                       Partnerships


    Principals         Director           Director                          Coordinator
                       Athletics        Construction                          Grants
                                                                           Administration
        Security       Director           Director
        Resource        Music            Facilities
        Officers
                       Director           Director
    Director         Personnel Services  Transportation
    Secondary
    Curriculum                            Director
                         Safety and      Finance
        Coordinator    Securty Training
        Library/Media  (function only)       Coordinator
        Services                             Warehouse/
                       Director              Textbooks
    Director         Administrative
    Elementary      Services                 Coordinator
    Curriculum                               Payroll
                         Coordinator
        Coordinator     Health Services      Coordinator
        Assessment                           Purchasing
                         District Crisis
        Coordinator     Management Plans   Coordinator
        Bilingual/ESL   (function only)    Food Service
                                           (contract)
    Director           Coordinator
    Special Progrms    Benefits          Issuance of Keys
                                         (function only)
        Coordinator
        Dyslexia/504
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┌─  Director
│   Instructional
│   Technology
│
│       ┌────────────────┐
├───────┤  Network       │
│       │  Coordinator   │
│       └────────────────┘
│       ┌────────────────┐
├───────┤  Workflow      │
│       │  Coordinator   │
│       └────────────────┘
│       ┌────────────────┐
├───────┤  Digital Security
│       │  System        │
│       │  (function only)│
│       └────────────────┘
│   ┌────────────────┐
└───┤  Coordinator   │
    │  MIS           │
    └────────────────┘
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Source: HCISD, executive assistant to the superintendent.

Key functions of Senior Administrators are described in **Exhibit 1-9**.

Exhibit 1-9
Key Responsibilities of HCISD Senior Administrators
2002-03

Position	Key Responsibilities
Deputy superintendent for Human Resources and Administration	- Coordinate the recruitment, interviewing and hiring of personnel (including auxiliary, paraprofessional and professional). - Interpret and recommend district personnel policies and regulations. - Administer employment contracts and contract renewals. - Develop and implement procedures for administering salary, benefits and other forms of compensation that effectively implement board policies. - Implement policies for oversee processing of employee complaints/grievances and serve as Level II Hearing Officer. - Work with others to compile and report projections of staff and facility needs. - Supervise four professional positions (directors of Personnel Services, Administrative Services, Athletics and Music) and four paraprofessional positions involved in the personnel process.
Assistant superintendent for Curriculum and Instruction	- Plan, implement and evaluate instructional programs with teachers and principals, including learning objectives, instructional strategies and assessment techniques to support what learners should know and be able to do. - Plan, implement and evaluate the shared decision-making process. - Plan the necessary time, resources and materials to support accomplishment of educational goals.

	• Participate in the district-level decision-making process to establish and review district goals and objectives and major classroom instructional programs. • Work with the schools and staff to develop, maintain and revise curriculum documents based upon systematic review and analysis. • Supervise 13 principals, four directors, one coordinator, MIS coordinator, and one paraprofessional.
Assistant superintendent for Business and Operations	• Direct, manage and lead district Finance, Food Services, Facilities and New Construction and Transportation departments. • Provide updated business procedures and training for the district. • Plan for district growth and corresponding operational needs with district staff. • Coordinate effective, efficient business between vendors and district personnel. • Supervise four directors and contract manager for Food Services and one paraprofessional.
Executive assistant to the superintendent	• Assist the superintendent in developing and implementing effective communication positive public relations involvement between the schools and the community. • Prepare and provide information to the public about the activities, goals and policies of the school district. • Assist in the development of internal and external communication plans. • Communicate with the HCISD attorney on matters in litigation or potential litigation, except as otherwise directed by the superintendent. • Oversee and coordinate Board of Trustees' elections and other special elections, and uphold compliance with Texas Election Code and laws. • Design, prepare and edit district publications such as newsletters and recruitment and special-event brochures. • Assume responsibility for district planning efforts. • Supervise one technical position and one paraprofessional position.

Source: HCISD, executive assistant to the superintendent, job descriptions.

The workload for these four senior positions is unevenly distributed. The deputy superintendent and the executive assistant serve primarily as one-function managers. The deputy superintendent is primarily responsible for human resources, which involves recruiting and mentoring teachers, serving as a hearing officer for complaints/grievances that are referred from the schools (Level II) and developing personnel practices and procedures.

The director of Athletics, who works at the high school, reports only to the deputy superintendent on district athletic issues. The director of Music also reports to the deputy superintendent.

The executive assistant to the superintendent previously served as the director of Communications, still a primary function of the position. The executive assistant also coordinates community-based committees, serves as district liaison with the HCISD attorney for litigation and coordinates the district election. The executive assistant to the superintendent supervises only one technology technician, who maintains the district Web page, and shares responsibility for supervising one paraprofessional.

Two assistant superintendents are overloaded. The assistant superintendent for Curriculum and Instruction oversees the entire instructional process; supervises the principals; oversees all technology functions, except the district's Web pages; and coordinates the district and school planning process. The assistant superintendent for Business and Operations oversees finance and four other key operational areas: facilities and new construction, maintenance and custodial operations, transportation and food service.

Compounding this workload disparity are four other organizational issues. The assistant superintendent for Business and Operations position oversees the finance function. The previous assistant superintendent for Business and Operations, who left in May 2003 to become superintendent in another district, had no background in finance. As a result, there is only one professional position in finance, the director of Finance, which puts the district at risk if that person leaves. During the course of the management and performance review, the director of Finance was on maternity leave for two months, and HCISD had to contract with an individual outside the district to handle financial management, and subsequently contracted with this same person to serve as interim assistant superintendent for Business and Operations when the former assistant superintendent resigned.

Financial responsibilities fall in several areas reporting to different senior management positions. The PEIMS coordinator, who handles all submissions to the state (important to receipt of state funds), reports to the assistant superintendent for Curriculum and Instruction; the Benefits coordinator, who manages all employee insurance programs and who works closely with the Finance Department, reports to the deputy superintendent for Human Resources and Administration; and the director of Grants Administration reports to the superintendent.

The job description of the executive assistant to the superintendent includes coordinating HCISD's planning process, but the position does not handle that responsibility. Instead, this responsibility is divided among the senior staff members.
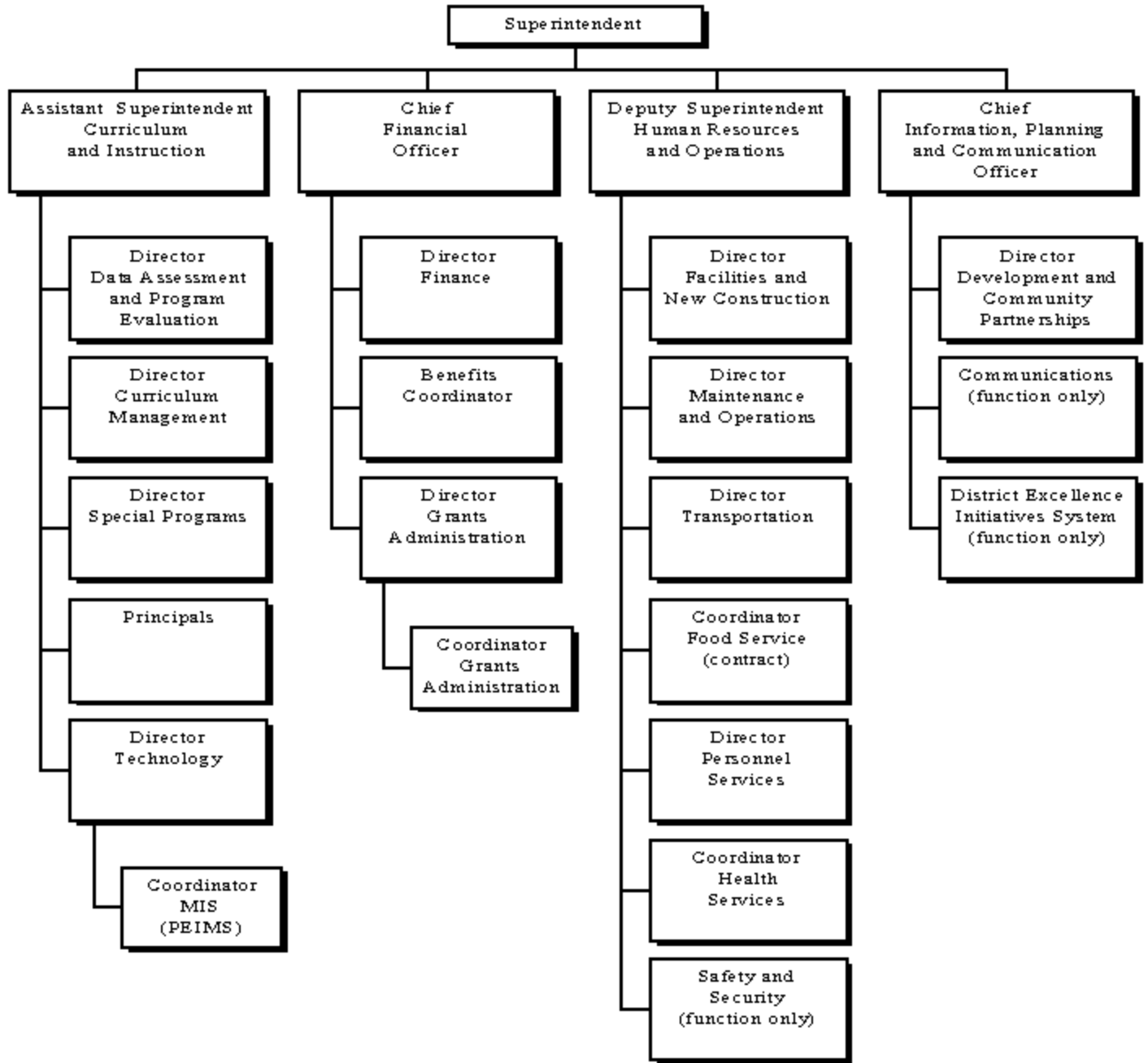
Recommendation 1:

Reorganize the central administration.

Given the current alignment of responsibilities, the district should reconfigure responsibilities to balance the workload among the executive leadership team.

Exhibit 1-10 presents the proposed reconfiguration of the central administrative organization.

Exhibit 1-10
HCISD Proposed Reorganization

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                                          ┌─────────────────┐
                                          │  Superintendent │
                                          └─────────────────┘
        ┌──────────────────────┬──────────────────────┬──────────────────────┐
┌────────────────┐   ┌────────────────┐   ┌────────────────────┐   ┌──────────────────┐
│ Assistant      │   │ Chief          │   │ Deputy             │   │ Chief            │
│ Superintendent │   │ Financial      │   │ Superintendent     │   │ Information,     │
│ Curriculum     │   │ Officer        │   │ Human Resources    │   │ Planning and     │
│ and Instruction│   │                │   │ and Operations     │   │ Communication    │
└────────────────┘   └────────────────┘   └────────────────────┘   │ Officer          │
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Assistant Superintendent Curriculum and Instruction	Chief Financial Officer	Deputy Superintendent Human Resources and Operations	Chief Information, Planning and Communication Officer
Director Data Assessment and Program Evaluation	Director Finance	Director Facilities and New Construction	Director Development and Community Partnerships
Director Curriculum Management	Benefits Coordinator	Director Maintenance and Operations	Communications (function only)
Director Special Programs	Director Grants Administration	Director Transportation	District Excellence Initiatives System (function only)
Principals	Coordinator Grants Administration	Coordinator Food Service (contract)	
Director Technology		Director Personnel Services	
Coordinator MIS (PEIMS)		Coordinator Health Services	
		Safety and Security (function only)	

Source: WCL ENTERPRISES.

Development, community partnerships and planning would be moved to the executive assistant to the superintendent, whose title would be changed to Chief Information, Planning and Communication officer. The director of Development and Community Partnerships would report to the Chief Information, Planning and Communication officer. The assistant superintendent for Business and Operations position would be redefined as chief financial officer. Financial, risk management, grants administration, employee benefits and fixed asset functions would be consolidated under the chief financial officer. Transportation may be outsourced pending further district evaluation. Food Services, Transportation, Facilities Construction and maintenance would be moved from the assistant

superintendent for Business and Operations to the deputy superintendent for Human Resources and Operations. The MIS coordinator would report to the director of Instructional Technology.

Greater detail on the proposed reorganization in each functional area is included in subsequent chapters.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent reviews the recommended reorganizations and assigns responsibility to the deputy superintendent for Human Resources and Administration to develop appropriate job descriptions for the new positions.	October 2003
2.	The deputy superintendent prepares the job descriptions.	October - November 2003
3.	The superintendent reviews the job descriptions for the new positions and requests the board to approve all new positions.	December 2003
4.	The board approves the new reorganization.	December 2003
5.	The superintendent uses the reorganization to guide staffing decisions as vacancies occur.	January 2003 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources. Any fiscal impacts arising from this reorganization are claimed in the chapters assessing the functional areas.

Chapter 1
DISTRICT ORGANIZATION AND MANAGEMENT

C. Planning and Site-Based Decision-Making

Effective school districts use long-term plans to guide improvement in the midst of change. Beginning with a needs assessment, a school district must identify the goals it wants to achieve and the steps that are necessary to meet them. Strategically focused activities are essential for long-term planning.

School districts spend extensive time and monetary resources to develop long-term plans. However, completing the planning document is often seen as the culmination, not the beginning of a process. Improvement comes from the purposeful implementation of such a plan.

Planning enables districts to define goals and objectives, establish priorities, select appropriate implementation strategies and determine critical measures of performance in achieving the goals and objectives. Resources necessary to reach the performance targets can then be established in the plan.

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

The board adopts annual priorities to determine what the district will do to achieve its goals and objectives. The plan must set priorities with clear, measurable objectives; assign responsibility for implementation at each level and define a mechanism to measure accomplishment of the priorities.

The program cycle indicates what will happen in each program to support learning among all district student groups in each year of the plan and whether new programs or program modifications are necessary. Work plans define responsibilities for plan implementation and monitoring at all district levels. They list specific tasks and objectives and identify what department and position will be accountable for completing each task.

The budget is tied to each priority so that adequate resources are assigned. Budget information can be readily communicated to the public along with the established priorities of the school district.

The personnel evaluation system measures how well district personnel accomplish their objectives. An annual summative evaluation provides information for individual and district improvements.

Finally, the management information system reflects how well the district has satisfied the plan priorities. This system collects information to determine how well objectives are achieved and what should be changed. The information includes input from each of the above elements as well as other information pertinent to decision-making, such as enrollment and financial projections.

TEC Sections 11.251, 11.252 and 11.253 provide the minimum requirements for district-level planning and decision-making, including the following seven items:

- a comprehensive needs assessment that addresses student performance on standardized tests and local assessments;
- measurable school system performance objectives for all student populations;
- strategies for improvement of student performance;
- resources needed to implement identified strategies;
- staff responsible for ensuring the accomplishment of each strategy;
- timelines for monitoring implementation; and
- evaluation criteria for determining if the strategies are improving student performance.

The board establishes a district- and campus-level planning and decision-making process. The board must ensure that administrative procedures are established with the active involvement of the district-level committee to satisfy state requirements.

Neither TEA nor the State Board of Education (SBOE) has rule-making authority in this area. It is the responsibility of each district to interpret and implement the provisions of the state education code in a manner consistent with the statute that will best serve the school district's unique characteristics.

State law stipulates that the district and school plans must be mutually supportive to accomplish objectives that improve student performance and support the state's goals and objectives.

Each school district must develop, evaluate and annually revise a district improvement plan (DIP). State law designates the components that must be addressed in district and school plans: mission statement, comprehensive needs assessment, long-range goals, performance objectives, strategies for improvement of student performance, resources needed to implement identified strategies, provisions for implementation (such as staff and timelines) and formative (such as criteria for determining whether the strategies are working) and summative or cumulative evaluation.

A districtwide committee that includes district staff, principals, teachers and citizens must develop the DIP, which in HCISD is called the District Action Plan (DAP). The district committee in HCISD is called the District Leadership Team (DLT); in 2002-03 the DLT included 18 HCISD staff members, one parent and one community member.

The superintendent appoints the chairperson of the DLT from the committee. According to HCISD Board Policy BQA (Local), the committee should have at least 10 members representing campus-based professional staff, district-level professional staff, parents, businesses and the community.

The superintendent also appoints a district-level designee to serve as a facilitator for this committee. The assistant superintendent for Curriculum and Instruction serves in this role.

Exhibit 1-11 describes the composition and selection of representatives from each group.

Exhibit 1-11
HCISD DLT Membership and Selection Process
2002-03

Group	Membership	Selection Process
Teachers	At least two-thirds of the district and campus professional staff must be classroom teachers.	Elected by teachers on each campus.
High school	One teacher representative.	Elected by teachers on the campus.
Middle schools	One teacher representative from each middle school.	Elected by teachers on each campus.
Elementary schools	One teacher representative from each elementary school.	Elected by teachers on each campus.
Professional non-teaching district- and campus-level staff (Nurses, librarians, counselors and principals)	The remaining one-third of district and campus professional staff must be professional non-teaching district- and campus-level staff. (*)	Nominated by and elected from the District- and campus-level non-teaching professional staff.
High school	From one nominee from each group, one representative is selected.	Elected by total members in these groups.
Middle schools	From one nominee from each group at each school one representative is selected.	Elected by total members in these groups at all middle schools.
Elementary schools	From one nominee from each group at each school one representative is selected.	Elected by total members in these groups at all elementary schools.
Parents	No specified number.	Volunteer.
Community members	No specified number.	Volunteer.
Business representatives	No specified number.	Volunteer.

Source: HCISD, Board Policy BQA (Local), Planning and Decision-Making Process: District-Level.
(*) District-level professional staff is defined as professionals who have responsibilities at more than one campus, including, but not limited to, central office staff.
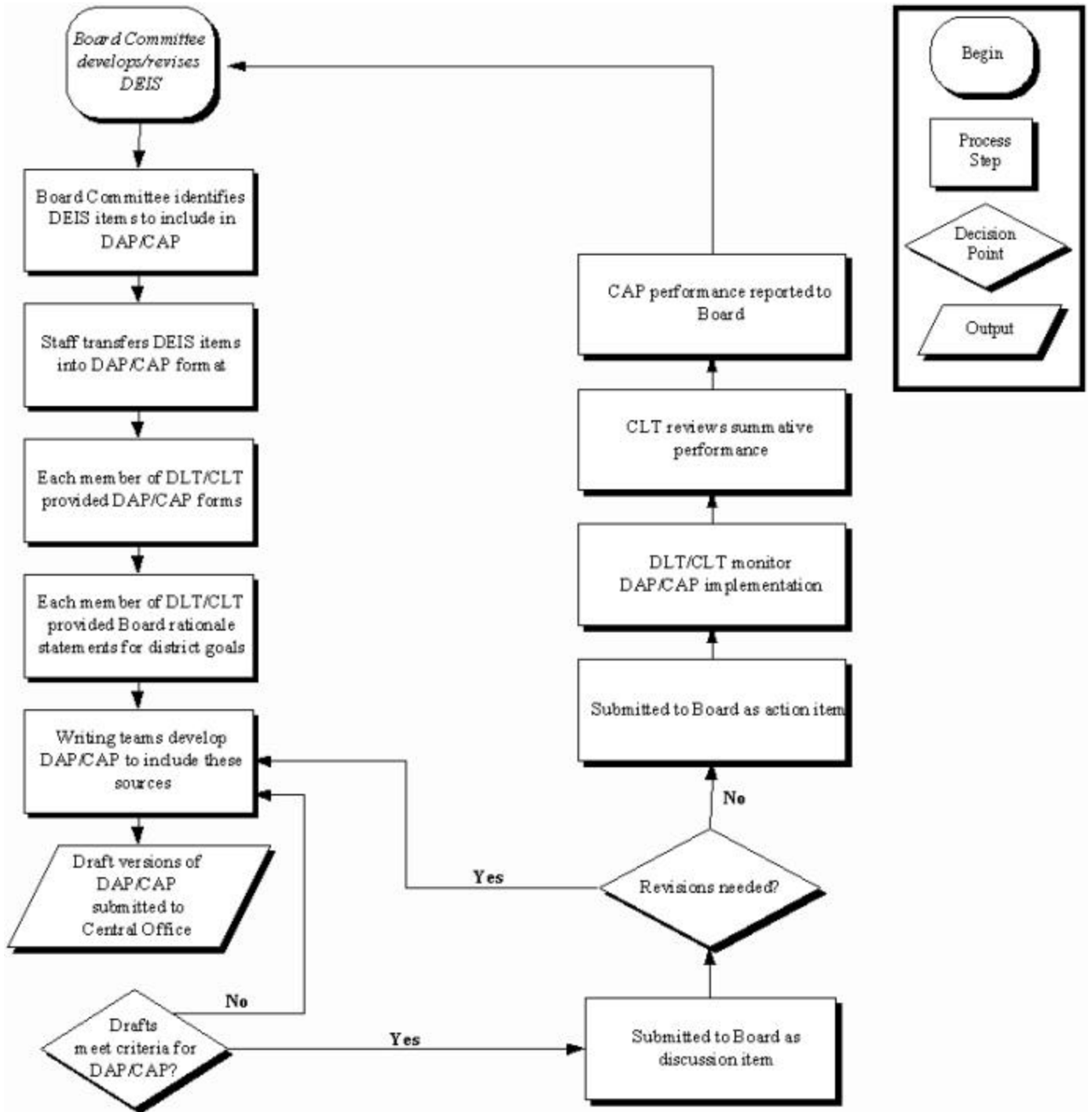
Professional representatives serve staggered two-year terms and are limited to three consecutive terms on the committee. Community, parent and business representatives serve one-year terms and are limited to three consecutive terms on the committee.

Each district must have an administrative procedure that clearly defines the roles and responsibilities of the superintendent, central office staff, principals, teachers, district-level committee members and campus-level committee members in six areas: planning, budgeting, curriculum, staffing patterns, staff development and school organization.

Campus-level committees must be involved in decisions about planning, budgeting, curriculum, staffing, staff development and school organization. The campus-level committees must approve the portions of the campus plan that address campus staff development needs.

Campus improvement plans in HCISD are called Campus Action Plans (CAPs) and are developed by Campus Leadership Teams (CLTs), which are the site-based decision-making (SBDM) committees on each campus that identify what each school will do to help achieve district and school objectives.

The TEC describes the requirements for implementing SBDM. The major theme is empowerment of students, parents, teachers, principals and schools. The code describes requirements for annual district and campus improvement plans, composition of district and campus decision-making councils, election of representatives to each council, terms of office, meetings and general responsibilities.

In 1995, HCISD adopted a policy to create district and school-based collaborative decision-making committees in compliance with state law and has updated the original policy several times since then, most recently in 2002. These policies include authorization, scope of responsibility, composition of committees and electoral processes for membership selection and approval processes.

According to HCISD Board Policy BQB (Local), each CLT must comprise at least four members who represent campus-based professional staff, parents, businesses and the community. Each CLT must include at least one parent of a student currently enrolled in the district, one community member and one business representative, and the principal solicits volunteers. **Exhibit 1-12** describes the composition and selection of representatives from each group for each CLT.

Exhibit 1-12
HCISD CLT Membership and Selection Process
2002-03

Group	Membership	Selection Process
District and campus professional staff	At least two-thirds of the district and campus professional staff must be classroom teachers	Nominated and elected by classroom teachers on that campus
Professional non-teaching district- and campus-level staff (Nurses, librarians, counselors and principals)	The remaining one-third of district and campus professional staff must be professional nonteaching district- and campus-level staff (*)	Nominated by and elected from district- and campus-level nonteaching professional staff on that campus
Parents	At least one	Volunteer
Community members	At least one	Volunteer

Business representatives	At least one	Volunteer

Representatives are elected or selected annually, and each campus regulates the number of terms that a representative may serve.

In December and January, the board reviews its goals and makes changes. The goals are then included in the superintendent's evaluation, the DEIS. The board decides the goals to include in the DAP and CAPs for that year.

HCISD staff converts the DEIS goals to the format for the DAP and CAPs. The DLT and CLTs develop their plans and include board-designated items within the plans. Draft versions are submitted to the central office for review in May. The staff ensures that the draft versions such as including objectives relating to accomplishment of board-designated goals and requirements of Chapter 11 of the TEC, such as whether comprehensive needs assessment has been conducted and measurable performance objectives have been established; and addressing public education requirements of TEC Chapter 4, such as providing a well-balanced, appropriate curriculum and public education academic goals.

Once this review is concluded, the DAP is returned to the DLT for further work and CAPs are returned to the CLTs for further work, or the DAP and CAPs are presented to the board for discussion in May. After revision, the board approves the plans in June and returns the DAP to the DLT and the CAPs to the CLTs. Approved plans are distributed to staff and parents in August. In October, a quarterly review of each CAP is completed. **Exhibit 1-13** illustrates the planning process.

Exhibit 1-13
HCISD Campus and District Planning Process

2002-03

Flowchart legend:
- **Begin** (rounded rectangle)
- **Process Step** (rectangle)
- **Decision Point** (diamond)
- **Output** (parallelogram)

Flowchart nodes and flow:

Board Committee develops/revises DEIS → Board Committee identifies DEIS items to include in DAP/CAP → Staff transfers DEIS items into DAP/CAP format → Each member of DLT/CLT provided DAP/CAP forms → Each member of DLT/CLT provided Board rationale statements for district goals → Writing teams develop DAP/CAP to include these sources → Draft versions of DAP/CAP submitted to Central Office → Drafts meet criteria for DAP/CAP?

Drafts meet criteria for DAP/CAP? — No → back to Writing teams develop DAP/CAP to include these sources; Yes → Submitted to Board as discussion item → Revisions needed? — Yes → Writing teams develop DAP/CAP to include these sources; No → Submitted to Board as action item → DLT/CLT monitor DAP/CAP implementation → CLT reviews summative performance → CAP performance reported to Board → Board Committee develops/revises DEIS

Source: HCISD, Policy BQ: Planning and Decision Making Timeline for Leadership Team Actions.

FINDING

Goals and objectives, accountability and superintendent and staff evaluation in HCISD have been closely aligned since 2000 when the prior superintendent initiated the current DEIS.

Dissatisfied with the previous superintendent evaluation system and seeking to tie the superintendent's evaluation to the accomplishment of district goals and objectives, the board and prior superintendent developed the DEIS, beginning with board-developed goals. From these goals, a committee of the school board, with support from senior management and one principal representative, determine areas in which performance should be monitored and evaluated and how to gauge progress. Finally, a five point rating system is used by the board to rate progress in each area (**Exhibit 1-14**).

Exhibit 1-14
HCISD Superintendent Evaluation Rating System
2002-03

Rating	Description
5	This function of the district is fully meeting our expectations. Invest time and effort necessary to maintain present status.
4	We are well satisfied with this function of the district. Devote necessary time and effort to maintain this function and/or improve as needed or as recommended by Board of Trustees.
3	The district function is minimally acceptable. Devote more time and effort to improving district performance in this area to at least a rating 4.
2	We are not happy with how the district is performing here. Devote more time and effort to improving district performance in this area to at least a rating 4.
1	The district's performance in this area is clearly not acceptable. Devote more time and effort to improving district performance in this area to at least a rating 4.

Source: HCISD, superintendent's evaluation, approved February 18, 2002.

In February 2000, the board approved six goals as the superintendent's priorities for 2000:

- implement the aligned curriculum;
- develop an internal accountability system with priority on science and social studies;
- initiate an accountability system for teachers;
- realize higher levels of learning due to increased rigor for all student populations;
- improve customer service; and
- continue to improve the financial position of the district.

Nine areas were identified as necessary to achieve those goals: instructional management, organizational improvement, personnel management, management (fiscal and facilities), student management, school/community relations, professional growth, academic excellence (student performance) and school board relations. Within each of these areas, measurements were established to gauge accomplishments (**Exhibit 1-15**).

Exhibit 1-15
HCISD Target Areas and Measurements Necessary to Achieve Board Goals
February 2000

Target Area	Sample Measurements of Progress
Instructional management	• Reporting results to Board of Trustees • Produce, distribute and implement scope/sequence • Distribute academic standards to teachers, parents and students
Organizational improvement	• Plan to accomplish priorities in 90 days • Working draft of internal accountability system • Postgraduate survey
Personnel management	• Current signed evaluation • Teacher attendance from 95 to 96.5 percent • Growth plans for teachers in need of assistance
Management (fiscal and financial)	• Increase fund balance by $400,000 • Increase maintenance and operations tax rate by $0.04 • Secure a minimum of three new grants
Student management	• Grad plan designed by parents • Discipline infraction reduction
School/community relations	• Customer service training for all staff • Quarterly newsletters • State-of-the-schools presentation
Professional growth	Superintendent professional development plan
Academic excellence (student performance)	• Recognized district • Improve student attendance from 94.95 to 95.5 percent • Increase number of recognized campuses from three to five
School board relations	• Meet with board members individually once per six weeks • Board Updates due each Friday

Source: HCISD, Superintendent Priorities for 2000.

In February 2001, the board modified the goals as follows:

• ensure that all students achieve at high levels;

- ensure access to postsecondary education and lifelong learning;
- provide a safe school environment that is responsive to students' physical, emotional and social well-being;
- engage families to be involved in their child's learning;
- develop and implement long-term strategies for meeting the needs of a growing and changing population; and
- promote opportunities to embrace the contributions of a diverse community.

At the same time, the board expanded the target areas from nine to 10 and modified the measurements in each area (**Exhibit 1-16**).

Exhibit 1-16
HCISD Target Areas and Measurements Necessary to Achieve Board Goals
February 2001

Target Area	Sample Measurements of Progress
Ensure that all students achieve at high levels	- Report results on the assessed curriculum for each foundation subject by grade level/secondary course - Implement academic standards for all courses - Distribute academic standards to teachers, parents, students
Academic excellence (student performance)	- Recognized district - Improve student attendance from 95.5 to 95.7 percent - Increase recognized campuses from three to six
Ensure access to postsecondary education and lifelong learning	- Assign students to recommended high school program at a minimum - Increase enrollment in algebra at grade 7 from 50 students to 60 students - Achieve 90-percent passing rate on algebra end-of-course exam at grade 7
Provide a safe school environment that is responsive to students' physical, emotional and social well-being	- Develop a recommendation for delivering school-based health care - Increase the amount of social work/counseling provided to campuses - Report activities to enhance a positive school climate by campus
Engage families to become involved in their child's learning	Recommend a school-home communication plan to the board that ensures communication at least

	• once a month • Provide parent training in student academic needs by campus • Promote parent volunteerism
Develop and implement long-term strategies for meeting the needs of a growing and changing population	• Develop and implement short- and long-term plans for growth including facilities and demographics • Implement a recruitment and retention plan for all personnel • Budget for opening of future schools
Promote opportunities to embrace the contributions of a diverse community	• Increase the number of secondary minority students in honors and upper-level courses from 361 to 415 • Integrate a comprehensive curriculum for multicultural education • Complete an analysis and make recommendations to ensure equal access to all programs
Management (fiscal and financial)	• Increase the undesignated fund balance from 4.6 to 5 percent of total operating budget • Develop and implement business office procedures • Secure a minimum of five new grants
School/community relations	• Include customer service components in CAPs • Produce, publish and distribute quarterly newsletters to community that highlight student and district achievements • Continue to administer Organizational Health Inventory and increase rating from 63rd percentile to 70th percentile
School board relations	• Meet with board members individually once per six weeks • Board Updates due each Friday. Explore electronic means • Implement board operating procedures as approved

Source: HCISD, Superintendent's Evaluation.

In February 2002, the board maintained the same goals and target areas, but modified the measurements in each area to reflect progress made during the prior year.

COMMENDATION

HCISD successfully links district goals to the superintendent's evaluation, provides a series of measurements to determine progress and involves a rating system to express the board's level of satisfaction with progress.

FINDING

Preparation and accomplishment of the DEIS, the DAP and CAPs create redundant activities that are time consuming for board members, staff, parents, community members and business representatives.

The DEIS is a completely board-driven document that does not reflect input from the variety of stakeholders in the district, but represents a "vision" of the board collectively for what it feels the district should be aiming to accomplish such as a strategic plan. However, the DEIS is prepared annually, and, according to the interim superintendent, the board expects these items to be accomplished during the given school year.

Each year, the board reviews and revises the goals used to evaluate the superintendent. These goals are then included in the DEIS document. For 2002-03, 10 board goals are included in the DEIS, and eight of them are included in the DAP/CAP planning process (**Exhibit 1-17**).

Exhibit 1-17
HCISD Board Goals Included in the DEIS, DAP and CAPs
2002-03

Board Goals	Included in DAP and CAPs
Ensure that all students achieve at high levels.	Yes
Academic excellence (student performance).	Yes
Ensure access to post-secondary education and lifelong learning.	Yes
Provide a safe school environment that is responsive to students' physical, emotional and social well being.	Yes
Engage families to become involved in their child's learning.	Yes
Develop and implement long-term strategies for meeting the needs of a growing and changing population.	Yes
Promote opportunities to embrace the contributions of a diverse community.	Yes
Management (fiscal and facilities).	No

School/community relations.	Yes
School board relations.	No

Source: HCISD, DEIS, February 2002 and DAP, 2002-03.

The DEIS process begins with a school board committee review of existing goals and its recommendations to the board to maintain or revise them. Once the board finalizes the goals to be included in the DEIS, the board committee-with support from senior management and one principal representative-determines the strategies and steps for each goal.

The board committee and supporting HCISD staff then determine which DEIS items to include in the DAP and CAPs. These items are forwarded to the DLT and CLT, and both are instructed to support the items in a manner that best meets their needs.

In contrast with the DEIS process, the DAP/CAP process, mandated by the TEC, is designed to ensure broad-based involvement by stakeholders in the annual district and campus planning processes. This process includes teachers, community members, parents and business representatives, who support these initiatives as the best approach to achieve district goals.

The board plays a significant role in reviewing and approving the DAP and CAPs, which are based on that year's needs. These documents are presented to the board for discussion, revision and approval.

Recommendation 2:

Redesign the planning process.

The DAP and CAP are designed to be annual plans that reflect performance in key areas, such as student achievement, from the prior year through the needs assessment process, and then describe the strategies and activities necessary to reach district goals.

The DEIS comprises goals that cannot be accomplished in only one year, such as achieving an appropriate fund balance, or that are not designed to be limited to just one, such as developing strategies to address growth. As a result, the DEIS would better serve as a long-term strategic planning document, with the DAP and CAPs used to gauge annual progress.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The board designates the DEIS as the district's strategic plan to cover a specified period of time, such as three years, and includes this designation in board policy.	December 2003
2.	The board DEIS committee and HCISD senior staff that support it identify milestones for annual measurement for each DEIS goal.	December 2003 - January 2004
3.	The board approves the milestones and measurements and refers them to the DLT and CLTs to prepare district and campus plans.	January 2004

4.	The DLT and CLTs use the milestones in preparing their plans and to measure progress in accomplishing long-term district goals.	February 2004 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

HCISD's site-based decision-making (SBDM) process is based on the philosophy that the principal serves as the CEO of the school and makes all decisions regarding the operations and management of the school. According to the assistant superintendent of Curriculum and Instruction, this concept inhibits central office staff, particularly in the curriculum and instruction area, from ensuring that each school effectively and consistently applies the curriculum and that each school focuses on the goals of student performance established by the district.

SBDM is actively used in HCISD. Both the DLT and CLTs meet monthly and include representatives from all stakeholder groups. Under the current "principal as CEO" policy, each principal has discretion in all areas. While this approach was intended to provide flexibility to meet the unique needs of students, the unintended consequence has been lack of alignment and consistency among the 11 regular district schools. According to interviews with principals and the assistant superintendent for Curriculum and Instruction, the responsibilities in key areas are as described in **Exhibit 1-18**.

Exhibit 1-18
HCISD Site-Based Decision-Making Roles and Responsibilities
2002-03

Area of Responsibility	Entity				
	Campus Leadership Team	**Principal**	**Central Office Staff**	**Superintendent**	**Board of Trustees**
Goal-setting	Advisory Collaborative	Decision Recommend	Advisory	Approval Recommend	Approval
Curriculum	Advisory Collaborative	Decision Recommend	Advisory	Approval Recommend	Approval
Budgeting	Advisory Collaborative	Decision Recommend	Advisory	Approval Recommend	Approval
Staffing patterns	Advisory Collaborative	Decision Recommend	Advisory	Approval Recommend	Approval
Campus organization	Advisory Collaborative	Decision Recommend	Advisory	Approval Recommend	Approval

| Staff development | Development Approval | Advisory Collaborative | Advisory | Advisory | Approval |

While the principal serves as the school instructional leader, decisions in key areas such as staffing and application of the curriculum must involve central office approval. District material about the principal as CEO references the ability of the principal to select the "materials and resources" determined by the principal as necessary to accomplish school goals, which could conflict with a centrally established curriculum.

Cedar Hill ISD (CHISD) has an effective SBDM process that involves responsibilities that are reserved to the central office or the school and shared by both (**Exhibit 1-19**).

Exhibit 1-19
Examples of CHISD Responsibilities by Area

Area of Responsibility	Role of		
	Central Office	**Shared**	**Campus**
Goal Setting and Curriculum Decisions	Set district academic goals based on board approved district goals and student needs.	Develop curriculum documents showing expected learner outcomes and a means of evaluating those outcomes.	Set academic goals based on Academic Excellence alignment to district goals, student performance, disaggregated data, and any other criteria set by the campus.
	Prepare district wide reports on student performance data, disaggregated to reflect Academic Excellence indicators.	Determine a range of research-based instructional strategies to assist in achieving academic goals.	Prepare campus improvement plan to include provisions for special needs students and role of technology in improving student performance.
Budget Decisions	Determine allocations for regular program needs.	Determine allocations for special and innovative programs.	Develop campus budget tied to campus improvement plans.
	Assimilate all campus/department budgets.	Develop necessary budget adjustments.	Operate within budget allocations.
School Organization Decisions	Monitor legal ramifications of school innovative strategies.	Research innovative strategies to support campus goals.	Identify innovative strategies need to support campus goals.
Staffing Pattern Decisions	Advertise personnel needs.	Encourage applicants to apply in CHISD.	Identify personnel needs.

	Attend job recruitment fairs.	Interview applicants.	Recommend for employment.

Source: CHISD, Site-Based Decision-Making Plan, 2002.

Recommendation 3:

Revise the site-based decision-making process to ensure more consistency in key areas, from school to school.

To enhance alignment, consistency and accountability among schools in HCISD, central office administrators should monitor and approve decisions that affect curriculum, budgeting, staffing patterns and school organization. This change in duties will ensure equity among all HCISD schools (**Exhibit 1-20**).

Exhibit 1-20
Recommended HCISD Site-Based Decision-Making Roles and Responsibilities

Area of Responsibility	Entity				
	Campus Leadership Team	Principal	Central Office Staff	Superintendent	Board of Trustees
Goal-setting	Advisory Collaborative	Decision Recommend	Advisory	Approval Recommend	Approval
Curriculum	Advisory Collaborative	Decision Recommend	Approval Recommend	Approval Recommend	Approval
Budgeting	Advisory Collaborative	Decision Recommend	Approval Recommend	Approval Recommend	Approval
Staffing patterns	Advisory Collaborative	Decision Recommend	Approval Recommend	Approval Recommend	Approval
Campus organization	Advisory Collaborative	Decision Recommend	Approval Recommend	Approval Recommend	Approval
Staff development	Development Approval	Advisory Collaborative	Advisory Collaborative	Advisory	Approval

Source: WCL ENTERPRISES.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent establishes a SBDM committee of the assistant superintendent for Curriculum and Instruction, selected principals from all grade levels and other central office staff to review SBDM procedures and recommend modifications.	September 2003

2.	The committee meets with campus staff and administrators, reviews procedures from other districts and develops changes to the existing process.	October - December 2003
3.	The committee presents the revised procedures to the superintendent for review and modification.	January 2004
4.	The superintendent recommends revised procedures to the board.	February 2004
5.	The board approves the changes in procedures and directs the superintendent to implement them.	March 2004 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 2
EDUCATIONAL SERVICE DELIVERY

This chapter reviews the educational service delivery functions of Hays Consolidated Independent School District (HCISD) in the following sections:

A. Curriculum and Instruction
B. Student Performance
C. Gifted and Talented Education
D. Special Education
E. Bilingual/ESL Education
F. Career and Technology Education
G. Title I/State Compensatory Education
H. Guidance Counseling and Social Services
I. Alternative Education Program

For a school district to meet the needs of the students it serves, it must have a well-designed and well-managed process for directing instructors, maintaining curriculum, evaluating and monitoring the success of its educational programs and providing the resources needed to support them.

BACKGROUND

According to 2003 Texas Education Agency (TEA) Public Education Information Management System (PEIMS) data, HCISD served 8,663 students in pre-kindergarten through grade 12. From 1998-99 through 2002-03, HCISD's student population grew by 37.3 percent, more than triple the growth rate in Regional Education Service Center XIII (Region 13) and more than five times the state average growth rate during the same period (**Exhibit 2-1**).

Exhibit 2-1
Student Enrollment Growth Rates
HCISD, Region 13 and State
1998-99 through 2002-03

Entity	1998-99	1999-2000	2000-01	2001-02	2002-03	Percentage Change 1998-99 to 2002-03
HCISD	**6,311**	**6,713**	**7,408**	**8,098**	**8,663**	**37.3%**
Region	258,660	264,328	273,492	279,074	288,712	11.6%

13					
State	3,945,434	4,001,655	4,071,433	4,146,653	4,238,911	7.4%

HCISD serves its students in 13 schools: seven elementary schools, two middle schools, one grade 8 campus, one high school, a high school of choice (Academy@Hays) and an alternative school, which comprises the Alternative Impact Center and the Juvenile Justice Alternative Education Program (JJAEP) (**Exhibit 2-2**).

Exhibit 2-2
HCISD Campuses, Grade Levels and Enrollment
2001-02 and 2002-03

Campus	Grade Levels	2001-02 Enrollment	2002-03 Enrollment	Percentage Change
Early Education Students served at home-campus nonspecified (not considered a separate campus)	EE	0	29	N/A
Hemphill Elementary School	EE-5	708	767	9%
Fuentes Elementary School	PK-5	763	881	16%
Elm Grove Elementary School	K-5	554	565	2%
Buda Elementary School	3-5	255	265	4%
Green Elementary School	PK-5	663	685	3%
Buda Primary School	EE-2	294	294	0%
Kyle Elementary School	EE-5	713	811	14%
Wallace Middle School	6-7	615	701	14%
Dahlstrom Middle School	6-7	583	584	0%
Barton Junior High	8	609	638	5%
Academy@Hays	9-12	106	109	3%
JJAEP	8-11	9	6	(33%)
Alternative Impact Center*	6-12	44	41	(7%)
Hays High School	9-12	2,182	2,287	5%

Total			**8,098**	**8,663**	**7%**

HCISD chose the Bastrop, Lockhart and San Marcos ISDs to serve as peers for comparison purposes.

Exhibit 2-3 compares the 2002-03 enrollment and demographics of HCISD with its peer districts, Region 13 and the state.

Exhibit 2-3
Student Enrollment and Demographics
HCISD, Peer Districts, Region 13 and State
2002-03

District	African American	Hispanic	Anglo	Asian/Pacific Islander	Native American	Economically Disadvantaged
HCISD	**4.2%**	**51.3%**	**43.8%**	**0.5%**	**0.2%**	**39.8%**
Bastrop	10.4%	32.7%	55.9%	0.6%	0.4%	47.4%
Lockhart	8.2%	51.1%	40.0%	0.5%	0.2%	50.2%
San Marcos	4.8%	66.6%	27.8%	0.7%	0.1%	59.0%
Region 13	**9.6%**	**36.3%**	**51.0%**	**2.8%**	**0.3%**	**39.3%**
State	**14.3%**	**42.7%**	**39.8%**	**2.9%**	**0.3%**	**51.9%**

Exhibit 2-4 shows HCISD student enrollment and demographics by school.

Exhibit 2-4
HCISD Student Enrollment and Demographics by Campus
2002-03

Campus	Student Enrollment	African American	Hispanic	Anglo	Asian/ Pacific Islander	Native American	Economically Disadvantaged

Elementary Schools							
Hemphill	767	5.6%	73.6%	19.9%	0.6%	0.0%	74.2%
Fuentes	881	6.2%	56.6%	36.6%	0.5%	0.0%	51.4%
Elm Grove	565	1.9%	18.0%	79.1%	0.5%	0.0%	5.5%
Buda Elementary	265	4.5%	33.5%	61.5%	0.4%	0.0%	18.5%
Green	685	3.0%	76.9%	19.5%	0.2%	0.2%	74.9%
Buda Primary	294	1.7%	41.5%	56.1%	0.6%	0.0%	31.3%
Kyle	811	3.4%	51.1%	44.3%	0.3%	0.3%	41.4%
Junior/Middle Schools							
Wallace	701	43.0%	57.5%	35.3%	0.1%	0.4%	46.1%
Dahlstrom	584	2.4%	42.3%	54.0%	1.0%	0.2%	26.9%
Barton Junior High	638	3.1%	50.2%	46.2%	0.3%	0.2%	31.5%
Alternative Schools							
Academy@Hays	109	2.8%	42.7%	48.6%	0.9%	0.0%	32.1%
JJAEP	6	0.0%	100.0%	0.0%	0.0%	0.0%	50.0%
Alternative Impact Center	41	4.9%	65.9%	29.3%	0.0%	0.0%	56.1%
High School							
Hays High School	2,287	4.4%	4.6%	48.8%	5.2%	0.2%	28.3%
Non-Specified Campus							
Early Education	29	0.0%	96.6%	3.5%	0.0%	0.0%	0.0%

Source: TEA, PEIMS, 2002-03.
Note: Totals may not add to 100 percent due to rounding.

HCISD's student attendance rate increased 0.1 percentage points from 1999-2000 to 2000-01. HCISD's student dropout rate decreased slightly over the two-year period, but was significantly lower than the state and peer districts (**Exhibit 2-5**).

Exhibit 2-5
Attendance Rate and Dropout Rate

HCISD, Peer Districts, Region 13 and State
1999-2000 and 2000-01

District	Attendance Rate		Dropout Rate	
	1999-2000	2000-01	1999-2000	2000-01
HCISD	**95.6%**	**95.7%**	**0.4%**	**0.3%**
Bastrop	94.9%	94.3%	1.7%	0.8%
Lockhart	95.4%	95.2%	1.2%	1.0%
San Marcos	94.9%	94.7%	1.7%	1.0%
Region 13	**95.2%**	**95.0%**	**1.4%**	**0.9%**
State	**95.6%**	**95.5%**	**1.3%**	**1.0%**

Source: TEA, AEIS, 1999-2000 and 2000-01.

From 1997-98 through 2001-02, HCISD's student-teacher ratio increased
slightly while the state, the region and one peer district decreased (**Exhibit
2-6**).

Exhibit 2-6
Student-to-Teacher Ratios
HCISD, Peer Districts, Region 13 and State
1997-98 and 2001-02

District	1997-98	2001-02	Percentage Change 1997-98 to 2001-02
HCISD	**14.8**	**15.4**	**4.1%**
Bastrop	13.1	14.0	6.9%
Lockhart	16.4	15.2	(7.3%)
San Marcos	14.9	15.0	0.7%
Region 13	**14.9**	**14.0**	**(6.0%)**
State	**15.3**	**14.7**	**(3.9%)**

Source: TEA, AEIS, 1997-98 and 2001-02.

Texas mandates that class sizes in kindergarten through grades 4 contain
no more than 22 students per teacher. In 2001-02, compared to its peer
districts, HCISD's elementary class size was largest in kindergarten,
grades 1 through 3 and mixed grades and second largest in grades 4, 5 and

6 (**Exhibit 2-7**). Compared to Region 13, HCISD class sizes in all elementary grades are larger, except for grade 6. Mixed classes exist in the bilingual program where, for example, one teacher has a classroom with grade 1 and 2 or grade 2 and 3 students in it. Compared to the state, however, HCISD had the largest class sizes in all grades except grade 6.

Exhibit 2-7
HCISD, Peer Districts, Region 13 and State
Average Elementary School Class Size
2001-02

Grade	HCISD	Bastrop	Lockhart	San Marcos	Region 13	State
Kindergarten	**22.6**	20.0	22.3	19.9	**18.7**	**18.9**
Grade 1	**21.4**	18.4	16.2	17.3	**17.8**	**18.1**
Grade 2	**20.3**	18.4	17.1	19.2	**18.2**	**18.5**
Grade 3	**21.0**	17.7	19.8	20.9	**18.3**	**18.9**
Grade 4	**21.9**	19.4	18.7	27.3	**18.9**	**19.5**
Grade 5	**23.8**	22.2	21.8	27.1	**21.4**	**22.2**
Grade 6	**22.1**	23.9	14.5	20.9	**23.1**	**22.3**
Mixed Grades	**31.9**	13.9	*	*	**18.6**	**24.7**

Source: TEA, AEIS, 2001-02.
*No data reported for this category.

From 1997-98 to 2001-02, HCISD's average class size at the secondary level decreased from 1997-98 to 2001-02 in English, foreign language and science and it increased slightly in math and social studies (**Exhibit 2-8**).

Exhibit 2-8
Average Secondary-School Class Size
1997-98 and 2001-02

Subject	1997-98	2001-02	Percentage Change 1997-98 to 2001-02
English	22.4	21.3	(4.9%)
Foreign language	22.4	22.3	(0.4%)
Math	21.5	21.8	0.1%
Science	22.0	21.8	(9.1%)

Social studies	23.6	23.7	0.4%

Compared to the peer districts, HCISD's secondary-school class sizes were next-to-largest for math and foreign language and next-to-smallest for social studies and English/language arts (**Exhibit 2-9**). Compared to the region, HCISD's classes were larger in English/language arts, foreign language, social studies and math and smaller in science. Compared to the state, HCISD's classes were larger in all subjects.

Exhibit 2-9
Secondary-School Class Sizes
HCISD, Peer Districts, Region 13 and State
2001-02

Grade	HCISD	Bastrop	Lockhart	San Marcos	Region 13	State
English/language arts	**21.3**	22.5	21.6	20.9	**21.1**	**20.3**
Foreign languages	**22.3**	23.7	22.0	21.6	**21.8**	**21.2**
Math	**21.8**	21.6	23.4	19.2	**21.4**	**20.4**
Science	**21.8**	23.3	24.0	22.6	**22.3**	**21.6**
Social studies	**23.7**	24.7	25.8	21.5	**23.5**	**22.6**

HCISD's department of Curriculum and Instruction is organized with four administrative staff members who report directly to the assistant superintendent of Curriculum and Instruction along with campus principals. **Exhibit 2-10** shows the instructional organization.

Exhibit 2-10
HCISD Instructional Organization

April 2003
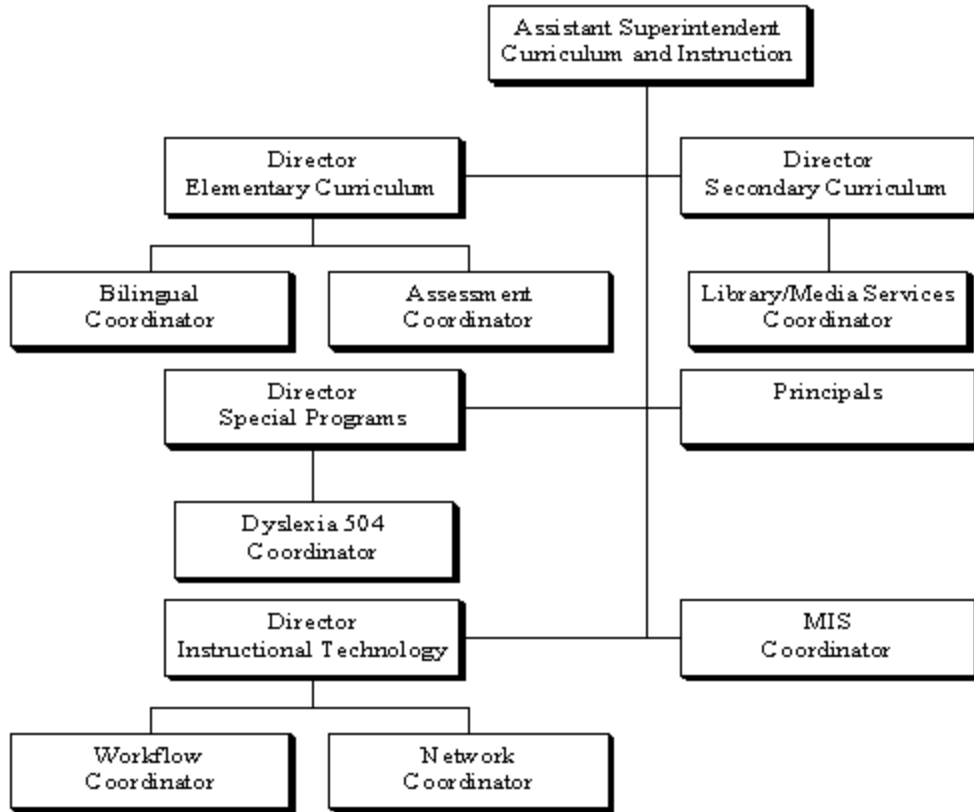
Source: HCISD assistant superintendent of Curriculum and Instruction.

Job responsibilities for staff members who directly report to the assistant superintendent of Curriculum and Instruction are shown in **Exhibit 2-11**.

Exhibit 2-11
Examples of Responsibilities of HCISD Curriculum and Instruction
Division Personnel
2001-02

Position	Key Areas of Responsibility
Assistant superintendent for Curriculum and Instruction	• Works with campus principals and staff to develop and improve curriculum documents based on systemic review and analysis • Plan the necessary time, resources and materials to support accomplishment of student educational goals • Facilitate the district-level decision-making process and support the campus-based decision-making process • Communicate with school board members regarding

	goals for curriculum and instruction to ensure student success • Oversee the daily operations of departments in Curriculum and Instruction • Direct management of federal programs • Supervise the director of Management Information Systems
Director of Secondary Curriculum	• Work with secondary principals and content-area vertical teams to develop and revise curriculum documents • Work with the Gifted/Talented team leader in coordinating program and ensure compliance with laws and regulations • Write, submit and administer grants to secure funds for curriculum initiative and staff development • Ensure secondary campuses are aware of assessment and curriculum changes from TEA • Work with district library media coordinator and Career and Technology coordinator, for effective program administration
Director of Elementary Curriculum	• Work with staff developing elementary curriculum documents • Coordinate district-level elementary professional development in accordance with state and district requirements, in response to needs assessments and based on student assessment data • Write, submit and administer grants to secure funds for curriculum initiative and staff development • Work with principals and teachers to provide instruction at best-practice levels for all students • Support and oversee the bilingual coordinator and the assessment coordinator
Director of Special Programs	• Supervise departmental special education teams to improve and develop programs to ensure effective delivery models for students • Work on campuses with teams to improve and develop curriculum-based programs and support campus-level staff in carrying out the individual educational plan of students • Ensure program compliance with state and federal regulations

	• Develop and oversee special education budgets
Director of Management Information Systems	• District PEIMS coordinator • Assist schools with management of attendance, grade reporting, scheduling, demographic and household data, medical, discipline reporting, state testing and special program enrollments. (This includes training campus personnel who use the student software, printing all electronic report cards, schedules, verification reports, etc., as needed on a campus) • Assist administrative departments with finance, payroll, position control and fixed assets software • We train all campus and department secretaries to enter online purchase orders and to run financial reports • Write custom programs for student, finance, payroll, position control and fixed assets

Source: HCISD assistant superintendent of Curriculum and Instruction.

Chapter 2
EDUCATIONAL SERVICE DELIVERY

A. Curriculum and Instruction (Part 1)

HCISD's Curriculum and Instruction division manages the development of curriculum, the delivery of educational services, special programs, instructional technology and the evaluation of all of the above. The division provides principals and teachers the tools necessary to consistently deliver the state-adopted curriculum and to prepare students to perform well on the Texas Assessment of Knowledge and Skills (TAKS).

In 1997-98, HCISD underwent a curriculum management audit by the Texas Curriculum Management Audit Center. The audit site visit was February 10-12, 1998. The final audit report contained the following eight recommendations, described in an August 1998 HCISD brochure.

- create or revise board policies to direct curriculum management and ensure quality control;
- design and implement a comprehensive long-range planning process to establish and sustain constancy of purpose;
- redesign the organizational structure to create more effective design and delivery of curriculum;
- explore existing facilities and support service issues through short- and long-term tactical plans;
- ensure equal access to learning for all students;
- design and implement aligned curriculum guides, which provide a mechanism for direction of the instructional program;
- implement a program-driven budget system that links resources to district priorities, and
- establish procedures for monitoring curriculum for improving teaching and learning.

The superintendent of HCISD and his staff addressed these recommendations during the 1998-99 through 2000-01 school years.

FINDING

From 1998-99 through 2002-03, HCISD's department of Curriculum and Instruction, including the director of elementary curriculum, the director of Secondary Curriculum, the special program director and the assistant superintendent of Curriculum and Instruction, secured 16 different types of grants totaling $7.8 million. **Exhibit 2-12** describes the grants HCISD has received since 1998-99. The department gets help in grant writing

from local resources, including area university professional staff members of nonprofit organizations who provide research and program information.

Exhibit 2-12
HCISD Grants Received by Curriculum Department
1998-99 through 2002-03

Grant Name and Name of Position that Wrote the Grant	Dates	Source	Total Amount	Campus(es)	Impact of Grant Program
Investment Capital Grants (10 total since 2001, including 2 extensions), written by the director of Secondary Curriculum Elementary principals, director of Elementary Curriculum and teachers	1999-2003	TEA	$455,157	Hays HS (3), Barton JH, Academy, Hemphill, Fuentes (2), Kyle (2)	Provide staff development, parent training and enrichment activities for students
Smaller Learning Communities Grant, written by director of Secondary Curriculum and campus team	2000-03	U.S. Department of Education	$466,300	Hays HS, Academy@ Hays	Support the Synergy program, assist with XLR8, assist with Academy @ Hays
Advanced Placement Equipment grant, written by Hays High School dean of instruction	2000	TEA	$3,000	Hays HS	Purchase specialized equipment for advanced placement (AP) chemistry.
Ninth Grade Success Initiative, written by director of Secondary Curriculum and dean of instruction	2000-03	TEA	$393,750	Hays HS	Provide support for grade 9 students through academic teaming, reduced class size and tutoring
Reading Academy Grades 6-	2001-	TEA	$120,000	Hays HS,	Fund half-time

10, written by director of Elementary Curriculum	02			Barton JH, Wallace MS, Dahlstrom MS	reading specialist to work with campuses and coordinate programs, purchase materials for libraries and classrooms, provide teacher training
Model Reading Intervention, written by director of Elementary Curriculum	2001-02	TEA	$400,000	All elementary campuses	Provide reading assessment and small group, accelerated reading intervention for struggling readers in grades 3-5
Prekindergarten/Kindergarten Cycles 1, 2, 4, 5, 7, written by director of Elementary Curriculum	2000-03	TEA	$1,592,049	All elementary campuses	Provide teacher training and materials for prekindergarten and kindergarten teachers and extend programs to full day for prekindergarten students
Middle School Drug Prevention and School Safety Coordinators, written by director of Secondary Curriculum	2000-04	U.S. Dept. of Education	$502,895	Barton JH, Wallace and Dahlstrom Middle Schools	Provide a full-time drug prevention and school safety coordinator on each middle-school campus
Improving Teaching and Learning Grants (four at elementary), written by	2000-04	TEA	$1,800,000	Hemphill, Tom Green, Elm Grove	Support training and implementation

				and Fuentes Elementary	of Reading Recovery program and participation in Literacy Collaborative through contract with Region 13
Improving Teaching and Learning (secondary), written by the Hays High School dean of instruction	2000-04	TEA	$450,000	Hays High School	Fund Hays Writing Project, continue participation with Charles A. Dana Center in Education Improvement Network
Pre-AP and AP Training for Math and Science Teachers, written by director of Secondary Curriculum	2001-02	Rural Capital Area School to Careers Partnership	$26,100	All secondary campuses	Provide stipends and training for teachers to attend College Board Pre-AP and AP training
Adult Literacy and EL Civics, written by representative of service provider	2000-04	TEA	$300,000	Tom Green and Hemphill Elementary	Provide on-campus evening adult literacy and civics education for parents via contract with Community Action of Hays County
Sixth Grade Reading Textbooks grant, written by reading specialist	2002	TEA/Region 12	$13,135	Wallace and Dahlstrom MS	Purchase textbooks for below-level readers in grade 6
Safe Schools/Healthy	2000-	U.S. Dept.	$969,198	All district	Provide social

Students, written by director of Secondary Curriculum and SWT (Southwest Texas) grant writer	05	of Education		campuses	work services on all campuses, additional support for school-based health clinic and training for parents and teachers via contracts with Communities in Schools, Texas Department of Mental Health/Mental Retardation (MHMR) and Hays Caldwell Council on Alcohol and Drug Abuse
Texas After School Initiative for Middle Schools, written by director of Secondary Curriculum	2000-04	TEA	$288,681	Wallace and Dahlstrom Middle School	Provide after-school programs on two middle school campuses.
Title IV Community Service Grant, written by director of Secondary Curriculum and team of teachers from Impact campus	2003	Texas Center for Service Learning/ Region 14	$21,942	Impact Center (disciplinary alternative education program, or AEP)	Provide opportunities for Impact students to participate in supervised summer service learning activities
Total Grant Funds			**$7,802,207**		

Source: HCISD director of Secondary Curriculum.

The director of Elementary Curriculum wrote the Improving Teaching and Learning Grants for four elementary campuses. This TEA grant is a

component of the federal Comprehensive School Reform grant program. The grant requires HCISD to use a reform model that has been successful in another district and to use a collaborative planning and implementation partner, Region 13. The second year of the three-year grant program was 2002-03.

The grant funds paid for teachers to be trained in the Reading Recovery method for grade 1 students. The grant also funds literacy training for all prekindergarten through grade 5 teachers. The training occurs six times during the school year for three hours and also pays for two instructional strategists who facilitate the training, work directly with teachers, order teacher and student materials and support campus administrators in the instruction areas addressed by the grant. A large number of grade-level reading books were also purchased. The grant has helped teachers improve how they use assessment information to create literacy programs for students who need help.

Due to the grant, teachers are now more aware of the need for differentiation and for techniques that meet students' unique instructional reading needs, such as "guided reading," which teaches students to use phonics techniques to identify new words, recognize cues they get from pictures and understand what is happening in the story by asking comprehension questions. The staff of the Curriculum and Instruction department reports that teachers at the elementary schools now know how important these strategies are for developing reading skills in students. They also report that the grant activities have greatly affected the teachers' ability to provide high-quality instruction.

The Improving Teaching and Learning Grant at Hays High School was written by the dean of Instruction and funds two partnerships to support instruction in the four core content areas: Southwest Texas State University and the Central Texas Writing Project provide training for teachers in English language arts and social studies; the Charles A. Dana Center provides training for teachers in mathematics and science via membership in the Education Improvement Network.

In 2001-02, HCISD received funding from a one-year grant, Model Reading Intervention, written by the director of Elementary Curriculum. The grant provided reading assessments given by a certified reading specialist, for struggling readers in grades 3 through 5. After the assessment, a diagnostic plan was developed for each student, based on the identified needs. The students were given 90 minutes of intensive reading instruction in groups of one to three. The parents of the students were asked to keep a daily journal that documented their child's reading activities at home. The reading specialist contacted the parents each week to discuss the student's progress and the home activities. The grant

provided 20 days of summer school that included small-group intensive reading instruction, as well as a bilingual specialist, who helped plan instruction for struggling readers who were also learning a second language. Reading assessment materials were purchased through the same grant for upper-level elementary students. The activities helped elementary teachers better understand how to use reading assessment information to design instructional programs for struggling readers. Students who participated in these activities showed great reading-level gains. HCISD has retained the bilingual/reading specialist for 2002-03.

The Pre-kindergarten/Kindergarten grant was also written by the director of Elementary Curriculum. This grant enabled the district to offer a full day of prekindergarten and kindergarten and also provided teacher training and materials for one year. The curriculum department staff of HCISD reports the impact of this grant to be significant. The extended-day prekindergarten allows the district to give a full-day structure with an academic early-childhood model to the four-year-olds in the district who are most in need of support. The full-day model has enabled more prekindergarten students to enroll, and the district reports good attendance numbers in the program. More families are willing to enroll their children in a full-day program because they do not have to pick up the child at school in the middle of the day. The grant also provided staff development funds to create a Pre-kindergarten/Kindergarten council. This council worked together to help the district create a consistent curriculum for both programs.

The Investment Capital grant written by the Curriculum and Instruction staff, in conjunction with the elementary campus principals and selected teachers, paid for staff development consultants, parent training consultants and materials for each elementary campus. Each campus requested what they needed for mathematics and reading instruction for students who struggle in those courses. The grant also paid for teachers to conduct after-school book studies with information to teach new techniques for instructing students in mathematics and reading, as well as for parent resource center materials at each elementary school. The grant funds also paid for students to attend after-school math and reading tutoring. The HCISD curriculum staff stated that these were important tools to connect parents and the community to the schools. Parents were included in training and acted as planning and implementing partners on the grant. The after-school program targeted students with academic and emotional needs and helped students to make the transition from elementary to middle school and to begin planning for junior high and high school.

The Investment Capital grant funded teacher training that HCISD would not otherwise have been able to afford. The training included staff

development to understand the educational needs of people who live in generational poverty. Teachers earned stipends for attending training in the summer for curriculum alignment and preparing for the new state testing program. Substitute teachers were hired so that teachers could attend training during the school year and student enrichment activities were also funded with the grant. The high school offered a program to allow students to earn credits in special-interest areas at a minimal cost with transportation provided.

The Reading Academy for grades 6 through 10 paid for a reading specialist to work with the middle school campuses and the high school and to purchase the "Read 180" program for struggling middle school readers. The funds provided teacher training and materials, as well as library books. HCISD also bought the Gates-MacGinitie Reading Assessment to diagnose reading difficulties.

The Ninth Grade Initiative grant was written by the director of Secondary Curriculum and the dean of Instruction at Hays High School. HCISD was funded in the first cycle of this grant program. This program targeted prevention, intervention and recovery for grade 9 students. The prevention component funded a summer orientation program for grade 8 students about to enter grade 9. This free summer program used teachers to help students prepare for success in high school and students who attended earned two half-credits toward their high school diplomas. The intervention component provided additional high school teachers to reduce class sizes. A bilingual assistant was hired to help students who were trying to learn English as a second language, and teachers were paid stipends to hold parent meetings at night. HCISD's director of Secondary Curriculum reports that these grant-funded programs helped to reduce individual course failure rates for grade 9 students, thereby reducing the number of students retained in grade 9.

The Texas After-School Initiative for Middle Schools grant provided both middle schools with after-school programs. The program runs four days a week. Teachers are paid to work in the program, the students get snacks and transportation is provided. The funds were also used to buy the Lightspan computer-assisted math instruction program.

The Smaller Learning Communities grant was written by the director of Secondary Curriculum and a team of Hays High School teachers. This grant funded three main high school programs. The Synergy interdisciplinary program uses project-based learning to motivate students to achieve at higher levels. Grant funds pay for all teachers to have an extra conference period at the high school, and team leaders get extra planning time. The second program is called XLR8 and the third program is the Academy@Hays. The XLR8 credit recovery program paid for

teachers to write curriculum, for computer-assisted instruction and for field trips and student attendance incentives. The Academy@Hays used grant funds to buy another computer-assisted instruction program and for staff development opportunities for its teachers.

The Improving Teaching and Learning secondary grant was written by the Hays High School dean of Instruction. This grant funds a bilingual tutor and a half-time language arts specialist. Substitute salaries and summer training are also paid for by the grant, as well as support for vertical teams in the core academic content areas.

The Rural Capital Area School to Careers pre-AP/AP Math and Science grant was written by the director of Secondary Curriculum. This grant paid for pre-AP/AP mathematics and science teachers to attend pre-AP/AP training offered by the College Board and for registration, travel and substitutes. The training especially benefits middle school teachers who are not eligible for TEA reimbursement. In summer 2001, HCISD offered week-long training for science teachers with a College Board trainer with the funds. The HCISD curriculum reports that this training has strengthened the district's science program.

COMMENDATION

HCISD's department of Curriculum and Instruction provides district schools with supplemental services by securing grant funds.

FINDING

HCISD does not have scope and sequence documents for all grade levels in all subjects. School districts create scope and sequence documents to provide a list of curriculum standards or learning objectives for each subject, arranged by six- or nine-week grade reporting periods, so that teachers know when to teach them. Teachers create their weekly lessons in the order or "sequence" that is spelled out in each document. Because of the lack of these documents, many HCISD teachers do not have their instruction aligned to state standards, and it is impossible for principals to monitor each teacher to see if they consistently teach the Texas Essential Knowledge and Skills (TEKS).

The newly created Office of Statewide Initiatives, developed through a collaborative effort with TEA and Region 13, published a document in August 2002 entitled, *Superintendent's Brief with Planning Guides for Meeting the Higher Learning Standards*. This document outlines new, higher-stakes challenges for superintendents and district administrators for 2002 through 2008. The instructional facilitator planning guide offers a plan for preparing curriculum and staff for the higher learning standards

that will be measured by the TAKS, the assessment that replaced the Texas Assessment of Academic Skills (TAAS). *The Cycle to Raise Learning Expectations 2002 and Beyond* recommends "insuring alignment of the district curriculum with the TEKS, monitoring the teaching of the TEKS and assessing each student's performance by each TAKS objective." The basic message is that superintendents should have a process in place whereby administrators can ensure that all teachers teach all TEKS for the subject in which they are assigned. Without a scope and sequence, this is impossible.

Chapter 2
EDUCATIONAL SERVICE DELIVERY

A. Curriculum and Instruction (Part 2)

In 1998, HCISD began a curriculum development process when the Texas curriculum standards were released. The electronic list of "district-created standards" includes national standards integrated with Texas standards. The four core areas-language arts, mathematics, social studies and science-were completed during 1999-2000, and electives were completed during 2000-01. These standards clarified for teachers what the standards would "look like" as they are taught and tested. Phase Two of this process began in 2000-01 and will result in scope and sequence documents. In addition, the district has included a step to revise local policy EG that requires teaching the sequence of the standards. Step two of this phase includes vertical teams of teachers creating the actual scope and sequence for all subjects, beginning with the core content areas. Some of this work has already been completed. The grade 6 and grade 7 campuses use an "online" curriculum that was purchased from Plano ISD for $230,000 as part of an agreement between chapter 41/42 school districts. Grade 8 teachers will begin using this curriculum in 2003-04. The scope and sequence for each nine-week period is already part of this curriculum.

Elementary curriculum "framework" booklets are complete for all elementary grades, but they do not all contain scope and sequence sections or TEKS alignment. Language arts and social studies documents are not complete. These documents give teachers suggestions for classroom activities and materials. Time frames for teaching the activities in specific grade-reporting periods are also recommended. **Exhibit 2-13** lists the framework documents and progress in each subject area.

Exhibit 2-13
HCISD Elementary Curriculum Framework
Grades K-5

Subject	Completion Progress	Scope and Sequence Documents Needed
Language arts	Framework documents are complete for all elementary grades (K-5) but TEKS are not aligned. Recommended teaching activities for instructional reading, independent reading, writing and working with words (phonemic awareness, phonics and spelling) are in each framework.	Grades K through grade 5 Language arts scope and sequence are not complete. Six documents are needed to complete the set.

	There is no mechanism for teachers to monitor whether they are teaching all TEK objectives in which students will be tested on TAKS.	
Mathematics	Framework documents are complete for all elementary grades (K-6), and TEKS have been included in each document. These documents include estimated time frame for teaching each activity, organizational structure, activities, supplies and materials, expectations for mastery, assessments, modifications for special education students and extensions. Teachers can monitor whether they are teaching all TEKS objectives in which students will be tested on TAKS.	Completed
Science	Framework documents are complete for all elementary grades. TEKS are not aligned, but they are aligned to the FOSS Science kits that the district uses. The FOSS kits contain TEKS alignment. FOSS kits are user-friendly kits with a teacher's manual, a demonstration video, equipment and materials to use in experiments. Overview of grade-level FOSS modules is included in the framework document. Teachers who teach all of the FOSS activities can monitor whether they are teaching all objectives in which students will be tested on TAKS.	Completed
Social Studies	Framework documents with specific social studies TEKS have not been developed for elementary grades	K through 5 language arts scope and sequence are not complete.Six are needed to complete the set.

Source: HCISD director of Elementary Curriculum.

The grade 6 and grade 7 curriculum used by HCISD was purchased from Plano ISD. All district middle school teachers in grades 6 and 7 worked during the summer of 2002 to write learning schedules with the TEKS written into them, by each week of the school year, for each academic subject. These documents are called, "Academic Plans" and describe

weekly units of study. **Exhibit 2-14** illustrates the organization of the academic plans, using the mathematics grade 6 academic plan as an example.

Exhibit 2-14
HCISD Middle School Academic Plan
Organization Example
Mathematics Grade 6

Week	Mathematics Unit of Study	TEKS Objectives Addressed	TAKS Objectives Addressed	Connected Math Program
1	Graphing, patterns (including vertical and horizontal table ongoing), statistics (mean, median, mode, range)	10ABCD 6.7 6.4AB	5, 3,2	Date About Us
2	Graphing (coordinate, bar, pictograph, circle, box and whiskers, stem and leaf, line plot, line graph, Venn diagram)	6,7,6,10ABCD	3,5	The Typical Sixth Grader (final unit project)

Source: HCISD director of Secondary Curriculum.

Some high school scope and sequence documents have been completed, but not all. In 2002-03, 117 scope and sequence documents, or 41.6 percent, are available for the 281 courses taught at the high school. They are similar to the academic plans that the middle school teachers use. **Exhibit 2-15** illustrates the organization of the scope and sequence documents for high school American History.

Exhibit 2-15
HCISD Scope and Sequence Documents Example
High School American History

Six Weeks Period	Unit	Standards (TEKS) Addressed	Approximate Time	Assessment
1	Review Introduction	2.2,2.3,7.1-10	2 weeks	Test Project
1	Reconstruction	1.1,1.2,1.3,2.1,2.2, 5.4,5.5,7.1-10	2 weeks	Test

1	Economic Transformation	2.3,2.4,2.5,3.1,5.5,5.6, 5.7,6.1,6.3,6.4,7.1-10	2 weeks	Test Project

Source: HCISD director of Secondary Curriculum.

Exhibit 2-16 describes the courses in which scope and sequence documents have been completed for high school.

Exhibit 2-16
HCISD Courses Offered and Scope and Sequence Documents Available
by Subject in Grades 9-12
2001-02

Subject Name	Courses Offered	Scope and Sequence Available	Percent Scope and Sequence Available
Language Arts	14	4	28.6%
Journalism, Newspaper, Yearbook	12	1	8.3%
Speech	3	0	0.0%
Communication Applications and Debate	7	0	0.0%
English as a Second Language	2	2	100.0%
Reading	2	0	0.0%
Humanities	1	0	0.0%
Mathematics	13	5	38.5%
Science	20	8	40.0%
Social Studies	18	10	55.6%
French	5	5	100.0%
German	4	2	50.0%
Spanish	8	6	75.0%
Psychology	2	1	50.0%
Art	8	4	50.0%
Theater Arts	12	12	100.0%
Choir	17	0	0.0%

Band	8	0	0.0%
Health	1	0	0.0%
Dance	12	3	25.0%
Physical Education	15	12	80.0%
Agricultural Science & Technology	9	1	11.1%
Diversified Career Prep	2	0	0.0%
Health Science Technology	2	2	100.0%
Family and Consumer Sciences	10	9	90.0%
Automotive Technology	3	1	33.3%
Computer Education	7	4	57.1%
Marketing Education	2	1	50.0%
Business/Office Technology	8	3	37.5%
Technology Applications	4	3	75.0%
Military Science	4	0	0.0%
AC Electronics	1	1	100.0%
Textile and Apparel Design	1	1	100.0%
Crime in America	1	1	100.0%
Intro to Biotechnology	1	1	100.0%
Daily Living, Personal Social Skills	8	0	0.0%
Community Skills	4	4	100.0%
Occupational Preparation	4	4	100.0%
Personal Marketing	4	4	100.0%
Special Education Resource	22	2	11.1%
Total	**281**	**117**	**41.6%**

Source: HCISD director of Secondary Curriculum.

Some school districts like Rockwall ISD (RISD), use small teams of vertically aligned teachers (teachers assigned to consecutive grade levels, like grades 3, 4, 5) to create complete sets of TEKS-aligned scope and sequence documents for their districts. In Rockwall, teachers worked after

school and in the summer for extra-duty pay to complete the sequences. RISD spread the work project over several years so that the burden of the completed project did not affect the district budget during one school year.

Using small groups of vertically aligned teachers ensures that objectives are not re-taught year after year and that students receive instruction in the objectives in meaningful sequences. For example, to complete a grade 3 science scope and sequence, three to five grade 2 to grade 4 teachers from different district elementary schools would work on scope and sequence. Once the scope and sequence documents were completed, the district gave each teacher in the district the scope and sequence for their grade level, the one above and the one below. RISD has successfully insured that all students receive instruction in a vertically aligned curriculum.

Recommendation 4:

Develop scope and sequence documents for all HCISD courses and subject areas.

Completed scope and sequence documents will allow the district to establish clear, consistent guidelines for every teacher.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent assigns responsibilities for scope and sequencedevelopment to the directors of Elementary and Secondary Curriculum who have been coordinating district efforts in this area.	October 2003
2.	The directors, with input from staff, develop a schedule for vertical team development and completion of scope and sequence for all district courses and subject areas.	November 2003
3.	The directors of Curriculum submit the schedule to the superintendent through the assistant superintendent of Curriculum and Instruction.	December 2003
4.	The director of Curriculum, with input from staff, selects teams for scope and sequence development, in accordance with the approved schedule.	February 2004
5.	The teams develop the scope and sequence documents in accordance with the approved schedule.	Summer 2004 - Summer 2008
6.	The assistant superintendent of Curriculum and Instruction monitors annual scope and sequence development according to the schedule.	Ongoing

FISCAL IMPACT

A total of 176 scope and sequence documents are required. This includes 12 elementary and 164 secondary. It is recommended that a total of 35 documents be completed each year for the next four years (2003-04 through 2006-07) and 36 in the final year (2007-08).

A curriculum consultant should conduct one day of training in scope and sequence writing and a three-day critique of the scope and sequence documents for a total of four training days. The consultant will earn $1,600 for services ($400 daily rate x 4 days) and receive $320 for lodging based on the state-approved rate ($80 lodging per day x 4 days) and $120 for meals based on the state approved rate ($30 per diem x 4 days), at a total cost of $2,040.

Teams of at least three teachers from elementary, middle school and high school (nine teachers) selected from different campuses should work on each scope and sequence document to ensure vertical and horizontal alignment. If nine teachers earn $100 per day for four days, the district will spend $3,600 (9 teachers x $100 per day = $900 x 4 days).

The district will spend $5,640 ($2,040 consultant expense + $3,600 teacher expense) each year for the next four years to develop 140 scope and sequence documents (35 per year x 4 years). In 2007-08, the district will need to write 36 scope and sequence documents and will spend $5,740; $5,640 for 35 documents and an additional $100 to pay for one teacher for one extra day to complete the final scope and sequence document for the district.

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Develop scope and sequence documents for all HCISD courses and subject areas.	($5,640)	($5,640)	($5,640)	($5,640)	($5,740)

FINDING

HCISD does not have a consistent way to monitor the teaching of the TEKS, even in grade levels where the scope and sequence is complete. As a result, it is difficult to consistently document whether teachers follow district policy for curriculum management. The *Superintendent's Brief with Planning Guides for Meeting the Higher Learning Standards* recommends each district monitor the teaching of TEKS. Without a consistent method for monitoring, it is difficult to ensure consistency across grade levels and from classroom to classroom. These higher learning standards include accountability for student success on the

TAKS. The more difficult TAKS includes more assessment items that assess the TEKS. Districts with a high percentage of students who passed the TAAS will not necessarily have the same percentage that pass the TAKS, if they have not consistently been taught the TEKS. Although HCISD was a recognized district in the former accountability system, it must ensure that students have been taught the TEKS to succeed on the TAKS.

HCISD principals are required to monitor their teachers to ensure that they follow district curriculum management guidelines. According to the assistant superintendent for Curriculum and Instruction, most principals require their teachers to put TEKS numbers on their lesson plans. The assistant superintendent for Curriculum and Instruction conducts a quarterly review with all principals to review the way they monitor curriculum, as part of the evaluation process. Despite this effort, there is no approved accountability system to guide principals in monitoring and adjusting the process if teachers do not follow district requirements. Monitoring ranges from "periodic checks" to "plans that are turned in at the end of the week after they have been taught, with examples of student work attached." **Exhibit 2-17** shows the process used at each campus.

Exhibit 2-17
HCISD Campus Monitoring Techniques

Campus	Curriculum and Instruction Monitoring
Buda Elementary	Each teacher submits two weeks' lesson plans. Principal monitors by walking through classrooms often and regularly sits in on grade-level team meetings.
Buda Primary	To monitor curriculum and instruction, the principal attends team meetings, checks lesson plans, makes weekly classroom visits, teaches classes at least once a semester, discusses curriculum with campus leadership teams and at team leader meetings. Principal requests and collects a summary at the end of each grading period for kindergarten students who are at risk academically; in the action plan, teachers describe what they are doing to teach and re-teach these students.
Elm Grove Elementary	As the instructional leader on this campus, the principal makes it his responsibility to monitor curriculum and instruction. Principal makes sure that teachers teach the TEKS and district curriculum by checking lesson plans weekly and units every six weeks. Walkthroughs with written feedback to teachers help ensure that this is done. Principal checks teachers' yearly plans to ensure that scope and sequence is being followed as well. Principal meets

	with grade levels each six weeks to discuss units of study, questioning TEKS taught that six weeks and delivery model used. Campus action plan has a strong focus this year on use of higher-level thinking, multiple intelligences, instructional centers and authentic assessment. Campus staff discusses these at the meetings that the principal has with the teachers as well as in faculty and cadre meetings. The staff is very focused on providing the best quality of instruction, aligned with the curriculum.
Fuentes Elementary	To monitor curriculum and instruction, the principal makes periodic walkthroughs of each classroom, often on a weekly basis at different times of day, to observe instruction. In addition, the principal checks lesson plans submitted by teachers. Principal also meets with each team monthly to discuss classroom instruction.
Green Elementary	Principal periodically checks lesson plans on all teachers, although weekly lesson plans are required to be on teachers' desks every Monday morning. Lesson plans are coded to TEKS. Principal does daily walkthroughs in classrooms and requires grade-level teams to turn in minutes of weekly planning meetings. Teachers administer benchmark tests and carefully review results.
Hemphill Elementary	At Hemphill, principal and assistant principal monitor instruction. Teachers turn in weekly lesson plans for one or more subject areas for week just completed. Lesson plans are not turned in, in advance, unless there is a special reason, such as a growth plan for an individual or a particular grade/department need. Plans are turned in on last day of week by 3:30 p.m. Plans are accompanied by student work samples (displays, projects) that match lesson plans. For lessons with no "visible products," teacher writes short description, how lesson was delivered and outcome. Sometimes, teachers submit digital pictures of lessons. Principals verify that TEKS are followed as indicated by team or department sequences and view lessons plans and student products. Plans and products get electronic feedback.
Kyle Elementary	Lesson plans are turned in weekly. Principal does regular walkthroughs. Math, reading and science benchmark results are discussed. Writing samples are collected at beginning, middle and end of year. Vertical teams meet to examine TEKS and instructional expectations. Tutorials are based on student needs.
Barton Middle School	Weekly lesson plans turned in to department chairs and administration. Biweekly department chair meetings are held with principal. Departments meet weekly. Principal monitors classes by making short classroom visits in classrooms.
Dahlstrom Middle	Curriculum and instruction monitored with walkthroughs, formal observations, lesson plans, conferences with teachers to develop

School	lesson plans, meetings with librarian to obtain instruction materials and professional development for content areas to meet and develop unit plans for the year. Principal serves as administrator on social studies vertical team and works with director of Secondary Curriculum.
Wallace Middle School	All teachers are required to turn in a yearly plan, developed by departments. Lesson plans are turned in and walkthroughs are conducted regularly.
Hays High School	Academic dean and principal meet with department heads and campus curriculum council to discuss curriculum issues. Department heads and teacher evaluation supervisors monitor lesson plans and conduct regular walkthroughs. Planning is done horizontally and vertically. Professional development involving TEKS alignment to the curriculum has been conducted.

Source: TSPR survey of HCISD principals and assistant principals.

There is no easy way for central office supervisors to assess how principals monitor whether teachers use the appropriate curriculum content and sequences. This is especially difficult since the scope and sequence documents for the district are in several different formats.

White Settlement ISD uses a Web-based program called the "Curriculum Developer" for online curriculum documents. The program houses the scope and sequence for each subject and allows teachers to create and store units of study that are aligned to the scope and sequence. Units of study are plans created by teachers that have strategies and specific activities to teach the content or "student expectations" of the TEKS. The units are recorded in an organized plan that is connected to specific concepts or "big ideas" that make the lesson more relevant for the students. The Curriculum Developer also allows teachers to create and store lesson plans that are aligned to the scope and sequence and the units of study. Administrators, teachers, parents and central office personnel can access the program from any computer with Internet access. Principals who are trying to monitor TEKS teaching for an entire school can access scope and sequence documents and monitor lesson plans from their desktops. This makes walk-throughs much more effective. Because the information is easily accessible to staff members, principals can expect consistency in each classroom in which the same subjects are being taught to the same grade levels.

Recommendation 5:

Implement an online curriculum management program.

Many curriculum management programs currently make use of Web-based software to house all documents so that teachers, administrators and parents can access curriculum information at home, work or school. With the Internet and a consistent format for scope and sequence, lesson plans and instructional units of study will allow better monitoring of what happens in classrooms. Good instructional program management allows systematic monitoring of instructional programs, ongoing feedback on successful aspects of curriculum and instruction, effective identification of areas for program revision and improved overall student achievement.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent for Curriculum and Instruction assembles the vertical team for curriculum development to evaluate online curriculum software packages that include online lesson plan templates.	September - December 2003
2.	The vertical team prepares specifications for an online system and presents them to the assistant superintendent for modification and approval.	January 2004
2.	The assistant superintendent approves the specifications and gives them to the director of Purchasing to include in a request for proposals (RFP).	January 2004
3.	The director of Purchasing issues an RFP for purchase of software, loading data from the district scope and sequence documents into the software and training the district staff to use the software.	January - March 2004
4.	The assistant superintendent and vertical team review responses and select software.	April 2004
5.	HCISD curriculum staff load scope and sequence data into the software.	May - August 2004
6.	The selected vendor trains HCISD staff in how to use the online curriculum software and lesson plan program.	September - December 2004
7.	Principals report the progress of their campus and the use of the automated system at monthly principal meetings with the superintendent.	February 2005 and Ongoing

FISCAL IMPACT

Purchasing and implementing an online Web-based program to manage and store curriculum scope and sequence documents, which includes Web-based lesson plan functions, will cost HCISD $15,000 the first year and

$8,000 per year thereafter. During the first year, the costs will be higher because the current curriculum documents must be uploaded. Another major task for the first year is entering data for all staff members who will use the program. Each teacher will be assigned to a campus and given a login and a password. Basic setup will include creating templates for all classes and subjects. Once that is completed, the district will pay a yearly maintenance fee. The first year will include training key people in the district who will train other HCISD staff.

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Implement an online curriculum management program.	($15,000)	($8,000)	($8,000)	($8,000)	($8,000)

Chapter 2
EDUCATIONAL SERVICE DELIVERY

B. Student Performance (Part 1)

From 1993 to 2002, Texas rated and accredited its districts and schools using performance measures that included the reading, writing, math and social studies portions of the TAAS and annual dropout rates. Districts and campuses received annual accountability ratings from TEA.A district could not achieve an *Exemplary* or *Recognized* rating if it had one or more low-performing campuses. HCISD earned a Recognized accountability rating. **Exhibit 2-18** shows the TEA accountability ratings for districts and campuses.

Exhibit 2-18
TEA Accountability Ratings
2001-02

Rating	Applicability/Explanation
Exemplary	• District and campus: At least 90-percent passing (reading, writing and mathematics - all students and each student group*; social studies - all students) and a dropout rate of 1 percent or less for all students and each student group. • District: At least 90 percent of all students passing (social studies).
Recognized	• District and campus: At least 80-percent passing (reading, writing and mathematics - all students and each student group; and social studies all students only) and a dropout rate of 2.5 percent or less for all students and each student group. • District: At least 80 percent of all students passing (social studies).
Academically Acceptable/Acceptable	• District/Campus: At least 55-percent passing (reading, writing and mathematics - all students and each student group; 50-percent passing social studies - all students only) and a dropout rate of 5 percent or less for all students and each

	- student group. - District: At least 50 percent of all students passing (social studies).
Academically Unacceptable/ Low-Performing	- District/Campus: Below 55-percent passing (reading, writing and mathematics - all students and each student group; below 50-percent passing social studies - all students only) and a dropout rate above 5 percent or less - all students and each student group. - District: Below 50 percent all students only passing (social studies).
Alternative Education (AE): Commended, AE: Acceptable, AE: Needs Peer Review, AE: Not Rated	- Campuses that applied and were identified as eligible to be evaluated under alternative education procedures.
Charter schools	- At the district level, open-enrollment charter schools receive the label Charter School. At the school level, they are given one of the four rating categories listed above, based on the regular accountability system.
Not rated	- These campuses include those that do not serve students in grade 1 through grade 12, such as prekindergarten centers and early education through kindergarten schools.
Unacceptable: Special Accreditation Investigation	- Districts have undergone an investigation as mandated in Chapter 39 of the Texas Education Code (TEC).
Suspended: Data Inquiry	- District and campus: serious errors in data reporting that affected one or more of the base indicators used to determine accountability ratings. The errors were of such magnitude that the results were deemed unsuitable for ratings purposes.

In 2002, TEA changed its ratings evaluation criteria. TEA increased the TAAS standards for reading, writing and mathematics at the Academically Acceptable/Acceptable level to 55 percent passing for all students; evaluated TAAS social studies results at the "all students" level for grade 8; implemented more rigorous dropout rate standards for Recognized from 3 percent to 2.5 percent and Academically Acceptable/Acceptable from 5.5 percent to 5 percent.

Exhibit 2-19 shows the 2001-02 accountability ratings for HCISD, its peer districts and each HCISD campus. HCISD received a Recognized rating while all of its peer districts received Academically Acceptable. For a district to earn a rating of Recognized, scores in reading, writing and mathematics must be at least 80 percent for all students and each student group and at least 80 percent in social studies for all students.

Exhibit 2-19
Accountability Ratings
HCISD, Peer Districts and HCISD Schools
2001-02

District	Accountability Rating
Bastrop	Academically Acceptable
Lockhart	Academically Acceptable
San Marcos	Academically Acceptable
HCISD	**Recognized**
HCISD Schools	**Accountability Rating**
Elementary Schools	
Hemphill	Acceptable
Fuentes	Acceptable
Elm Grove	Exemplary
Buda Elementary	Recognized
Green	Recognized
Buda Primary	Recognized
Kyle	Recognized
Middle Schools	
Wallace	Recognized

Dahlstrom	Recognized
Barton Junior High School	Acceptable
Alternative Schools	
Academy@Hays	Acceptable
Hays County JJAEP	Not Rated
Alternative Impact Center	Not Rated
High School	
Hays High School	Recognized

Source: TEA, AEIS, 2001-02.

Individual campuses were also acknowledged for particular programs and student performance. These were Wallace Intermediate School for comparable campus performance in mathematics and Buda and Elm Grove Elementary Schools for student attendance.

School districts retain their accountability ratings for two years. A new rating system will be developed after the 2002-03 school year.

Exhibit 2-20 shows the comparison of HCISD TAAS scores with Region 13 and state results from 1997-98 to 2001-02.

Exhibit 2-20
TAAS Scores
HCISD, Region and State
1997-98 and 2001-02

	Reading		Math		Writing		All Tests*	
	1998	2002	1998	2002	1998	2002	1998	2002
Grade 3 - English version								
District	90.4%	84.3%	89.8%	88.6%			85.0%	80.4%
Region 13	86.6%	89.2%	81.0%	88.7%			76.6%	84.1%
State	86.2%	88.0%	81.0%	87.4%			76.6%	91.3%
Grade 3 - Spanish version								
District		60.0%		83.3%				66.7%
Region 13		68.8%		80.2%				64.3%
State		76.8%		87.3%				73.9%

Grade 4 - English version								
District	88.7%	90.5%	84.2%	94.6%	85.6%	93.4%	75.8%	84.3%
Region 13	90.6%	93.3%	85.9%	94.2%	88.5%	90.4%	78.9%	85.7%
State	89.7%	92.5%	86.3%	94.1%	88.7%	89.8%	78.6%	84.7%
Grade 4 - Spanish version								
District		30.8%		84.6%		80.0%		33.3%
Region 13	25.0%	59.7%	38.2%	82.7%	47.4%	73.5%	20.4%	55.9%
State	39.5%	73.2%	59.5%	92.2%	64.2%	85.1%	33.1%	69.1%
Grade 5 - English version								
District	89.7%	93.4%	92.6%	97.3%			86.7%	92.1%
Region 13	88.9%	93.1%	89.5%	96.4%			84.4%	91.8%
State	88.4%	92.7%	89.6%	96.2%			83.9%	91.3%
Grade 5 - Spanish version								
District		50.9%		80.0%				50.0%
Region 13	40.4%	69.6%	42.7%	84.2%			32.3%	67.5%
State	50.2%	79.5%	57.7%	91.3%			41.9%	77.9%
Grade 6 English version								
District	85.3%	90.5%	88.4%	95.6%			80.5%	88.9%
Region 13	87.6%	89.6%	86.8%	94.3%			82.0%	87.6%
State	85.6%	88.2%	86.1%	93.8%			79.9%	86.0%
Grade 7 - English version								
District	90.1%	95.0%	90.3%	93.5%			85.9%	90.4%
Region 13	87.8%	91.9%	86.1%	92.5%			81.6%	88.3%
State	85,5%	91.3%	83.7%	92.2%			78.5%	87.6%
Grade 8 - English version								
District	85.4%	93.8%	84.9%	94.4%	88.8%	88.6%	62.5%*	75.5%*
Region 13	86.3%	94.0%	83.9%	92.4%	84.4%	85.4%	65.2%*	73.6%*
State	85.3%	94.3%	83.8%	92.9%	84.0%	85.3%	61.8%*	73.4%*
Grade 10 - English version								
District	89.2%	92.7%	77.2%	91.4%	90.6%	90.1%	73.8%	81.5%

Region 13	90.9%	94.4%	80.4%	91.7%	91.0%	91.5%	76.0%	85.7%
State	88.3%	94.5%	78.4%	92.2%	89.9%	91.3%	73.1%	85.7%
All Grades - English version								
District	88.3%	91.1%	86.8%	93.5%	88.4%	90.5%	80.5%	85.5%
Region 13	88.4%	91.7%	84.9%	92.7%	87.9%	88.9%	79.2%	85.9%
State	87.0%	91.3%	84.2%	92.7%	87.4%	88.7%	77.7%	85.3%

Source: TEA, AEIS, 1997-98 and 2001-02.
* Includes math, science and social studies at grade 8.
Blank spaces indicate that tests were not administered.

TEA indicates that End-of-Course (EOC) examinations were closer in difficulty and structure to the new TAKS. Like the TAKS, the EOC exams actually assessed state standards or TEKS for the courses. If its students perform well on the EOC, a district can assume that the teachers in these classes are teaching the TEKS and that students will perform well on the TAKS. **Exhibit 2-21** shows HCISD student scores on EOCs from 1997-98 through 2001-02.

Exhibit 2-21
Percentage of All HCISD Students
EOC Passing Scores
1997-98 through 2001-02

All Students					
Subject	**1997-98**	**1998-99**	**1999-2000**	**2000-01**	**2001-02**
Algebra I	23.6%	37.9%	35.1%	49.1%	44.8%
Biology	84.5%	77.1%	76.3%	82.1%	80.8%
English II	N/A	72.9%	69.6%	61.0%	57.3%
US History	N/A	74.6%	72.8%	71.7%	74.0%
African American Students					
Subject	**1997-98**	**1998-99**	**1999-2000**	**2000-01**	**2001-02**
Algebra I	12.5%	42.9%	16.7%	36.4%	32.0%
Biology	83.3%	50.0%	63.6%	73.3%	72.2%
English II	N/A	33.3%	57.1%	52.9%	50.0%

US History	N/A	57.1%	N/A	81.3%	55.6%

Hispanic Students					
Subject	**1997-98**	**1998-99**	**1999-2000**	**2000-01**	**2001-02**
Algebra I	14.1%	21.7%	18.0%	40.3%	34.3%
Biology	69.3%	60.0%	60.8%	67.6%	69.7%
English II	N/A	57.3%	59.1%	45.9%	39.5%
US History	N/A	56.7%	55.7%	54.8%	58.8%

Anglo Students					
Subject	**1997-98**	**1998-99**	**1999-2000**	**2000-01**	**2001-02**
Algebra I	30.1%	48.7%	49.8%	57.2%	54.1%
Biology	92.4%	60.0%	87.8%	93.8%	89.7%
English II	N/A	57.3%	77.5%	72.4%	71.1%
US History	N/A	56.7%	84.1%	84.9%	87.3%

Economically Disadvantaged Students					
Subject	**1997-98**	**1998-99**	**1999-2000**	**2000-01**	**2001-02**
Algebra I	16.5%	21.9%	12.2%	34.6%	32.6%
Biology	66.7%	50.8%	56.5%	60.5%	65.0%
English II	N/A	54.8%	56.5%	40.2%	39.2%
US History	N/A	55.2%	47.2%	56.2%	50.0%

Source: TEA, AEIS, 1997-98 through 2001-02.

From 1997-98 through 2001, HCISD student scores on the Scholastic Aptitude Test (SAT) were significantly above the state median, but below the average for school districts in Region 13 (**Exhibit 2-22**).

Exhibit 2-22
Mean SAT Score
HCISD, Region 13 and State
Classes of 1997 through 2001

	Class of				
Entity	**1997**	**1998**	**1999**	**2000**	**2001**
HCISD	1030	1020	1032	1019	974

Region 13	1038	1037	1041	1039	1034
State	992	992	989	990	987

Source: TEA, AEIS, 1997-98 through 2001-02.

Every student enrolled in a Texas public school in grades 3 through 8 and 11 must have an opportunity to take the TAKS. Circumstances exist under which districts do not test some students. The state does not consider all students' test performances for a school or district's accountability ratings. The reasons for exclusion are as follows:

- students may take the test, but be excluded because they were not enrolled in that district by the last Friday in the previous October;
- students may be excluded because they took the Spanish TAAS given in grades 5 or 6, or the Spanish TAAS writing portion in grade 4;
- students may be absent during every test administration;
- students may receive a special education Admission, Review and Dismissal (ARD) exemption for every test; and
- students may receive a limited English proficiency (LEP) exemption for every test.

Chapter 2
EDUCATIONAL SERVICE DELIVERY

B. Student Performance (Part 2)

School districts grant ARD exemptions to individual special education students in a process controlled by the ARD committee on each campus. Each special education student receives an annual evaluation of his/her progress by the ARD committee, which includes the regular education teacher, the special education teacher, an assessment person such as a diagnostician, a counselor and an administrator who is empowered to commit the school district to whatever services the ARD committee determines to be necessary.

The Language Proficiency Assessment Committee (LPAC) on each campus may grant LEP exemptions to individual bilingual/English as Second Language (ESL) students. This committee comprises the same types of positions as the ARD committee, but with a bilingual/ESL teacher, instead of a special education teacher.

Other allowable exemptions for the state assessment are for students whose answer documents were coded with a combination of the "not tested" categories or whose testing was disrupted by illness or other similar events.

Exhibit 2-23 shows exemptions from the TAAS for HCISD, Region 13 and the state for 1997-98 and 2001-02. HCISD exemptions are currently lower than the region and the state in LEP.

Exhibit 2-23
Percentage of Students Exempted from TAAS
HCISD, Region 13 and State
1997-98 and 2001-02

Category	HCISD		Region 13		State	
	1997-98	2001-02	1997-98	2001-02	1997-98	2001-02
Absent	0.9%	0.7%	1.0%	0.9%	0.8%	0.7%
ARD exempted	5.2%	1.1%	4.0%	1.1%	5.2%	1.1%
LEP exempted	0.5%	0.9%	1.1%	1.2%	2.3%	1.4%
Other	0.8%	0.5%	0.6%	0.6%	0.7%	0.6%
Not tested - all	7.5%	3.3%	6.8%	3.7%	8.9%	3.8%

In 2001-02, HCISD exempted fewer students than both the regional and state averages in all areas except economically disadvantaged and special education (**Exhibit 2-24**). Decisions on exempting students from TAAS are specific to the individual student and the specific needs of those students as determined by the ARD and LPAC committees. Students who are enrolled in special education classes are allowed to take the State Developed Alternative Assessment (SDAA). In 2002, 7.6 percent of HCISD's total enrollment took the SDAA instead of the TAAS.

Exhibit 2-24
Percentage of Students Exempted from TAAS by Ethnicity
HCISD, Region 13 and State
2001-02

Category	African American	Hispanic	Anglo	Economically Disadvantaged	Special Education
Absent	0.6%	0.7%	0.7%	0.8%	1.1%
ARD exempted	0.6%	1.6%	0.7%	1.5%	7.4%
LEP exempted	0.0%	1.8%	0.1%	2.0%	0.0%
Other	0.9%	0.8%	0.2%	0.9%	2.1%
Total HCISD	**2.4%**	**4.9%**	**1.6%**	**5.2%**	**10.5%**
Region 13	**4.0%**	**6.0%**	**1.9%**	**5.9%**	**10.1%**
State	**3.3%**	**5.6%**	**2.2%**	**5.1%**	**10.6%**

Beginning in 2000-01, districts tested special education students whom the ARD committee exempted from TAAS, but received instruction in the TEKS and were assessed by SDAA. Students in grades 3 through 8 who receive instruction in the state-mandated curriculum in an area tested by TEKS, but for whom TEKS is not an appropriate measure of academic progress, even with allowable accommodations, will participate in the SDAA. SDAA includes kindergarten through grade 8 and is based on the TEKS curriculum. Students who are enrolled in grades 3 through 8 are assessed in reading and mathematics at their appropriate instructional levels. Students enrolled in grades 4 and 7 are assessed in writing at their appropriate instructional levels.

FINDING

HCISD has a larger percentage of students who take college admissions tests than the average percentage of students who take the tests in the state. While many districts struggle to have large numbers of students take the SAT or the American College Test (ACT), HCISD tests 2.3 percent more than the average in the state (**Exhibit 2-25**).

Exhibit 2-25
Mean SAT I Scores
HCISD, Peer Districts, Region 13 and State
Classes of 2000 and 2001

Entity	Class of 2000			Class of 2001		
	Percentage Tested	SAT Score	ACT Score	Percentage Tested	SAT Score	ACT Score
HCISD	**60.2%**	**1019**	**19.5**	**65.2%**	**974**	**20.3**
Bastrop	58.2%	1027	20.2	53.3%	981	20.2
Lockhart	58.6%	947	19.0	59.5%	947	19.0
San Marcos	50.3%	972	19.4	59.7%	958	19.2
Region 13	**67.6%**	**1039**	**21.2**	**68.1%**	**1034**	**21.2**
State	**62.2%**	**990**	**20.3**	**62.9%**	**987**	**20.2**

Source: TEA, AEIS, 1999-2000 and 2001-02.

By having students take the SAT or ACT, the district provides guidance for students for their future education. This is especially important for districts that have large numbers of economically disadvantaged students who might not receive guidance at home for planning. Almost 40 percent of HCISD's total enrollment is economically disadvantaged.

Taking college admissions tests is a first step toward applying to a college or university. Without these scores, even students who have the skills to attend college cannot apply. Once a student has taken these tests, they can begin to see how prepared they are for success in these classes. If students do not do well the first time they take the test, this can be a "wake-up call" to begin to take their high school classes more seriously. If students do well on these tests, their scores can inspire them to make plans to attend the college or university of their choice. Because average SAT scores for

HCISD are close to the state average, the district can assure most of these students that they will be able to succeed in college.

COMMENDATION

HCISD has a larger percentage of students who take college admissions tests than the average state percentage of students who take the test.

FINDING

HCISD does not have a goal in its District Action Plan (DAP) to describe strategies to ensure success by all student groups on the TAKS. As a result, average student scores in HCISD were below state averages in several grade levels. While there is a broad goal in the DAP that states "ensure all students achieve at high levels," the activities do not include specific strategies.

In fall 2002, Texas school districts began to prepare students for the TAKS to be administered in spring 2003. The 76th Texas Legislature mandated the new program in 1999. The assessment is a completely different test than the TAAS. It includes more of the TEKS and asks more authentic questions. The TAKS was developed to better reflect good instructional practice and to more accurately measure student learning. The test measures the statewide curriculum in reading (grades 3-9), in writing (grades 4 and 7), in English/language arts at (grades 10 and 11), in mathematics (grades 3-11), in science (grades 5, 10 and 11) and in social studies (grades 8, 10 and 11. The Spanish TAKS is administered at grades 3 through 6. Satisfactory performance on the TAKS at grade 11 is prerequisite to a high school diploma, beginning with the class of 2005.

The first administration of TAKS was in February 2003; grade 3 students were tested on the TAKS reading portion. The same week, students in grades 4 and 7 were tested on the writing portion and students in grades 9 and 10 on the English/language arts portion. Grade 3 results were reported immediately to the districts by the middle of March. Grade 3 students who did not pass the TAKS the first time were given two more chances to pass. The second chance was April 30, and the third is in July. If a student fails the test the third time, a district must convene a grade placement committee to decide to promote the student to grade 4 or retain the student in grade 3. Between each administration date, districts must provide supplemental instruction in reading to students who fail the test to help them increase their reading ability.

State TAKS results showed that 89 percent of students in grade 3 passed the English version, and 82 percent passed the Spanish version. These first

grade 3 TAKS scores show that 82 percent of African Americans, 85 percent of Hispanics and 96 percent of white students in the state passed. Eighty-four percent of economically disadvantaged students and special education students passed the exam, as did 77 percent of LEP students. Twenty-six percent of grade 3 students achieved the commended performance level on the TAKS. "Commended performance" is awarded when a student answered at least 34 of 36 questions correctly.

HCISD's first administration of the grade 3 reading portion of the TAKS produced scores that were slightly below the state and all the peer districts for all students tested, African American, Hispanic and Anglo. A more dramatic deficit occurred with economically disadvantaged students scoring 10 percentage points below the state. **Exhibit 2-26** shows HCISD TAKS results on the English version of the test, compared to peer districts.

Exhibit 2-26
TAKS for Grade 3 Reading
Percentage Meeting English Version
HCISD, Peer Districts, Region 13 and State
2002-03

District	All Students	African American	Hispanic	Anglo	Special Education	Economically Disadvantaged
HCISD	**87%**	**83%**	**81%**	**94%**	**74%**	**74%**
Bastrop	88%	68%	84%	93%	79%	80%
Lockhart	89%	93%	83%	98%	82%	87%
San Marcos	95%	94%	93%	98%	89%	92%
Region 13	**92%**	**82%**	**87%**	**97%**	**85%**	**85%**
State	**89%**	**82%**	**85%**	**96%**	**84%**	**84%**

Source: HCISD assistant superintendent of Curriculum and Instruction and telephone survey by WCL ENTERPRISES.

To earn a commended performance score on the TAKS, grade 3 students will have to answer 34 out of 36 questions correctly. **Exhibit 2-27** shows the percent of HCISD students who earned *Commended Performance* on the English version of the test compared to the peer districts. HCISD was below state percentages on grade 3 reading.

Exhibit 2-27
TAKS for Grade 3 Reading
Percent Commended - English version
HCISD, Peer Districts, Region 13 and State
2002-03

District	All Students	African American	Hispanic	Anglo	Special Education	Economically Disadvantaged
HCISD	**23%**	**11%**	**14%**	**34%**	**7%**	**8%**
Bastrop	22%	7%	11%	29%	14%	10%
Lockhart	24%	14%	19%	32%	27%	20%
San Marcos	33%	16%	25%	53%	22%	20%
Region 13	**32%**	**14%**	**18%**	**42%**	**19%**	**15%**
State	**26%**	**15%**	**17%**	**38%**	**19%**	**15%**

Source: HCISD assistant superintendent of Curriculum and Instruction and a phone survey by WCL ENTERPRISES.

HCISD administered the TAKS to students in grades 3 through grade 11 in reading and mathematics in April 2003. Science tests were given in grades 5, 9 and 10, and social studies tests were given in grades 8, 10 and 11. Writing tests were given in grades 4 and 7. **Exhibit 2-28** shows the reading/writing scores for HCISD students in grade 4 through grade 8 compared to the state and peer districts.

Exhibit 2-28
Reading/Writing TAKS Test Scores
Grade 4 through Grade 8
HCISD, Peer Districts and State
2002-03

District Name	Grade 4 Reading	Grade 4 Writing	Grade 5 Reading	Grade 6 Reading	Grade 7 Reading	Grade 7 Writing	Grade 8 Reading
Bastrop	86	84	71	81	82	82	86
HCISD	**82**	**88**	**79**	**85**	**91**	**88**	**88**
Lockhart	86	91	84	86	84	82	84

San Marcos	90	96	77	83	91	89	88
State	**86**	**86**	**80**	**86**	**88**	**85**	**88**

Source: HCISD interim director of Finance.

Exhibit 2-29 shows the reading/language arts scores for HCISD students in grade 9 through grade 11, compared to the state and peer districts.

Exhibit 2-29
Reading/Language Arts TAKS Test Scores
HCISD, Peer Districts and State
2002-03

District Name	Grade 9 Reading	Grade 10 Language Arts	Grade 11 Language Arts
Bastrop	77	73	58
HCISD	**87**	**71**	**54**
Lockhart	81	70	59
San Marcos	80	74	67
State	**82**	**72**	**69**

Source: HCISD interim director of Finance.

Exhibit 2-30 shows how HCISD students performed on the mathematics portion of the TAKS in comparison to the peer districts and the state.

Exhibit 2-30
Mathematics TAKS Test Scores
HCISD, Peer Districts and State
2002-03

District Name	Grade 3	Grade 4	Grade 5	Grade 6	Grade 7	Grade 8	Grade 9	Grade 10	Grade 11
Bastrop	87	89	82	81	78	75	52	66	54
HCISD	**90**	**84**	**91**	**78**	**73**	**71**	**64**	**68**	**56**
Lockhart	93	89	90	83	79	72	58	62	64
San Marcos	95	95	86	73	78	70	65	75	72

State	90	88	86	79	73	72	63	71	68

Source: HCISD interim director of Finance.

Exhibit 2-31 shows how HCISD students performed on the writing, social studies and science portions of the TAKS in comparison to the peer districts and the state.

Exhibit 2-31
Writing, Science and Social Studies TAKS Test Scores
HCISD, Peer Districts and State
2002-03

District Name	Grade 4 Writing	Grade 5 Science	Grade 7 Writing	Grade 8 Social Studies	Grade 10 Social Studies	Grade 10 Science	Grade 11 Social Studies	Grade 11 Science
Bastrop	84	68	87	94	83	66	86	65
HCISD	**88**	**71**	**88**	**94**	**85**	**67**	**83**	**53**
Lockhart	91	79	82	96	85	62	89	59
San Marcos	96	73	89	91	93	69	95	70
State	**86**	**74**	**85**	**93**	**86**	**69**	**90**	**67**

Source: HCISD interim director of Finance.

TEC Section 11.252 describes the makeup and responsibilities of a school district improvement committee. The district superintendent has the responsibility of writing the district improvement plan (DIP) with the assistance of the committee. The DIP must identify student performance needs by disaggregating student scores on state assessments, by student group. The plan must contain goals to address identified student performance needs. Many districts, like Mount Pleasant ISD, use small ad-hoc committees composed of members of the district improvement committee to specifically address the needs of student groups that perform below the state average on the TAKS. Members of the ad-hoc committee examine best practices and research and write goals that address specific needs. The entire district improvement committee approves the goals.

Recommendation 6:

Update the District Action Plan to include goals that address the needs of specific student populations that score below the state on the Texas Assessment of Knowledge and Skills.

School district personnel must follow the DAP's specific measurable goals.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent convenes the district improvement committee to begin the process of writing the DAP.	October 2003
2.	An ad-hoc committee of the district improvement committee examines TAKS scores, by student group, at all grade levels.	October 2003
3.	The ad-hoc committee identifies specific populations that did not perform at the state average on the TAKS.	October 2003
4.	The ad-hoc committee identifies best practices to address identified student needs and writes DAP goals to address these needs.	November 2003
5.	The ad-hoc committee presents the goal to the entire district improvement committee for approval.	November 2003
6.	The district improvement committee and the superintendent add the goal to the DAP.	November 2003
7.	With assistance from the district improvement committee, the superintendent presents the plan in a public meeting to gain community support for the plan.	December 2003
8.	With assistance from the district improvement committee, the superintendent presents the plan to the board for approval.	December 2003
9.	The administrative staff of HCISD implements the DAP strategies.	December 2003 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 2
EDUCATIONAL SERVICE DELIVERY

C. Gifted and Talented Education

Since 1987, Texas state law has required all school districts to maintain educational programs that serve the needs of gifted and talented (G/T) students in all grades. G/T students have high levels of achievement, intellectual and academic ability, creativity, leadership skills and talent in the visual and performing arts. In 1990, the State Board of Education (SBOE) adopted the Texas State Plan for the Education of Gifted/Talented Students. In 1996, SBOE updated the plan to incorporate TEC Section 29.123 requirements. The updated plan forms the basis for program accountability for state-mandated services for G/T students.

Districts are required to have a systematic process for identifying G/T students. TEA guidelines ensure that all of these students receive a high-quality education. The process must include quantitative and qualitative evaluation tools and instruments. The Texas Foundation School Program provides funds for districts to identify G/T students and programs. G/T programs offer more challenging curriculum for students from varied backgrounds.

Exhibit 2-32 shows the enrollment of the G/T program in HCISD.

Exhibit 2-32
HCISD Gifted and Talented Enrollment
By Grade, Campus and Ethnicity
2002-03

Grade	Campus	Total
12	Hays High School	41
11	Hays High School	46
10	Hays High School	41
9	Hays High School	60
8	Barton Junior High	70
7	Dahlstrom Middle School	31
7	Wallace Middle School	22
6	Dahlstrom Middle School	38
6	Wallace Middle School	31

K-5	Buda Elementary	18
K-5	Elm Grove Elementary	37
K-5	Fuentes Elementary	27
K-5	Green Elementary	6
K-5	Hemphill Elementary	14
K-5	Kyle Elementary	26
	District Total	**508**
	Anglo Total Percent of G/T Percent of HCISD	**76.7%** **43.7%**
	African American Total Percent of G/T Percent of HCISD	**1.5%** **4.8%**
	Hispanic Total Percent of G/T Percent of HCISD	**21.6%** **51.4%**

Source: HCISD director of Instructional Services.

HCISD provides a program for G/T students that offers enriched learning experiences in math, social studies, science and English. This program is called Alternative Learning Program for High Ability-Hays (ALPHA-H). The district created ALPHA-H in 1976, before such a program was required, to meet the needs of a unique group of students with supplement instruction. The program focuses on research, critical thinking, logic, creative problem-solving, social skills, study skills and specific subjects. A trained ALPHA-H teacher serves students in kindergarten through grade 5 in a pullout program, in which students are "pulled" from the regular classroom. From middle school through high school, students attend content area classes taught by ALPHA-H-
trained teachers. These are also pre-advanced placement (AP) and AP classes. **Exhibit 2-33** describes the program goals of ALPHA-H.

Exhibit 2-33
HCISD ALPHA-H Program Goals

Goals	Description
Number 1	To help each participating student gain a realistic and healthy self-concept and to offer guidance in the social, educational and career domains.

Number 2	To develop in each student the ability to think critically and research alternatives to solve real and complex problems.
Number 3	To engender in the student a sense of responsibility for setting and accomplishing his/her own goals while being encouraged to become more self-directed and independent.
Number 4	To promote academic aptitude while guiding individuals in applying and developing their above-average abilities, task commitment and creativity.
Number 5	To provide opportunities for students to develop productive peer relationships, assume and understand leadership roles and extend their horizons of personal experience and interests in preparation for life.

Source: HCISD director of Secondary Curriculum.

At the middle school and high school, the district offers a variety of pre-AP and AP courses to address the unique needs of its G/T students. **Exhibit 2-34** describes the courses offered.

Exhibit 2-34
HCISD Middle School and High School
Pre-AP and AP Courses

Grade Level	Courses Offered
Middle School	
Grade 7	- Pre-AP English - Pre-AP Math - Pre-AP Science - Pre-AP Texas History
Grade 8	- Pre-AP English - Pre-AP Algebra I - Pre-AP Pre-Algebra - Pre-AP Science - Pre-AP American History
High School	
Grade 9	- Pre-AP English - Pre-AP Geometry - Pre-AP Biology - Pre-AP World Geography

Grades 10-12	• Pre-AP English II • AP English III • AP English IV • Pre-AP Geometry • Pre-AP Algebra II • Pre-AP Pre-Calculus • AP Calculus • AP Chemistry • AP Biology II • AP Physics • AP Government • AP U.S. History • AP World History • AP Psychology • AP Studio Art • Pre-AP Spanish • AP Spanish IV • AP Spanish V • AP Macroeconomics • AP Psychology • AP German III • AP German IV • AP Art IV

Source: HCISD director of Secondary Curriculum.

FINDING

HCISD's G/T program does not have a strategic plan with comprehensive measures to ensure a strong, rigorous program. As a result, when district students reach high school and must compete on a regional, state or national level, they do not demonstrate a high level of academic success.

HCISD students scored below the state and region in three areas of advanced academic studies. These results indicate that the G/T students other high-achieving students need greater challenges and increased rigor prepare for post-secondary success.

HCISD students scored above state averages on the ACT and the SAT until 1999-2000 when student performance on the ACT decreased and until 2000-01 when student performance on the SAT decreased. **Exhibit 2-35** shows average scores for 1997-98 through 2001-02.

Exhibit 2-35
HCISD Average SAT and ACT Scores
1997-98 through 2001-02

School Year	Average ACT Scores			Average SAT Scores		
	HCISD	State	Nation	HCISD	State	Nation
2001-02	20.6	20.6	21.8	976	987	1020
2000-01	20.3	20.3	21.0	974	987	1020
1999-2000	19.5	20.3	21.0	1019	990	1019
1998-99	20.8	20.3	20.6	1032	989	1016
1997-98	20.6	20.3	21.0	1028	1000	1025

Source: HCISD assistant superintendent for Curriculum and Instruction.

In 1999-2000 and 2000-01, HCISD had fewer students than Region 13 and the state who took AP tests for college credit. The 2000-01 HCISD AP score of 40 percent is 10 percentage points below the state average of 50.1 percent (**Exhibit 2-36**).

Exhibit 2-36
HCISD Students Passing AP Tests to Earn College Credit
1997-98 through 2000-01

School Year	Percent of Students Taking AP Exams			Percent of Students Passing >=Criteria		
	HCISD	Region 13	State	HCISD	Region 13	State
2000-01	**13.4%**	20.2%	14.3%	**40.0%**	56.9%	50.1%
1999-2000	**12.5%**	19.5%	12.7%	**57.1%**	60.8%	53.9%
1998-99	**14.6%**	17.3%	11.0%	**57.1%**	62.7%	55.7%
1997-98	**18.9%**	18.0%	9.7%	**60.6%**	57.2%	57.4%

Source: HCISD assistant superintendent for Curriculum and Instruction.

Students who score high on all three sections of the TAKS, the SAT or the ACT are exempt from the Texas Academic Skills Program (TASP) test required for college entry. To be exempted, students must:

- have an ACT composite score of 23, with a minimum of 19 on both the English and math tests; or
- have a combined SAT verbal and math score of 1070, with a minimum of 500 on both the verbal and math tests; or
- score 1770 on the TAAS writing portion; score 86 on the Texas Learning Index on the math test; and score 89 on the Texas Learning Index on the reading test; or
- enroll in a certificate program of 42 semester credit hours or less at a public community college or technical college.

Large numbers of TASP-exempt students are considered to be on indicator that a district is successfully preparing its students for college. **Exhibit 2-37** shows that fewer percentages of HCISD students achieve such exemption than in the state or Region 13.

Exhibit 2-37
Percentage of TASP-Exempt Students
1997-98 through 2000-01

School Year	HCISD	State	Region 13
2000-01	**57.7%**	66.6%	70.1%
1999-2000	**53.1%**	58.5%	62.3%
1998-99	**53.7%**	53.5%	58.5%
1997-98	**43.4%**	45.0%	49.6%

Source: TEA, AEIS, 1997-98 through 2000-01.

The new *Texas State Plan for the Education of Gifted and Talented Students* requires evidence of differentiation of the TEKS through depth, complexity and pacing of the curriculum. Districts must provide challenging learning experiences that emphasize content in the four core academic areas (language arts, mathematics, science and social studies) for G/T students.

The plan calls for G/T students to aim for the highest possible mastery of complex skills and understanding of more sophisticated content. The plan cites a 1993 study by the U.S. Department of Education, "National Excellence, A Case for Developing America's Talent," which says that "most American students are encouraged to finish high school and earn good grades. But students are not asked to work hard or master a body of challenging knowledge or skills. The message society often sends to students is to aim for academic adequacy, not academic excellence."

To ensure that this trend is reversed in Texas, the SBOE adopted incentives to encourage districts to support services that go beyond the minimum and meet the needs of gifted learners. The *Texas State Plan for the Education of Gifted and Talented Students* provides guidelines for districts to rate their program for G/T students with accountability levels of Acceptable, Recognized or Exemplary. The plan challenges districts to address the curriculum offered to G/T students and "assure an array of learning opportunities that are commensurate with the abilities of gifted and talented students and that emphasize content in the four core academic subjects." Districts that have no differentiation activities built into their curriculum documents cannot ensure that gifted students' needs are met in the classroom. In an interview, the HCISD lead G/T teacher stated that the district's overall G/T program was described as having no long-term measures in place to ensure increased rigor and academic excellence. While some strong teachers require high-quality work from their students, there is no organized plan to make this happen in the overall program.

Katy ISD has systemic efforts in place that contribute to increased G/T, pre-AP and AP student achievement. As a result, the district has more National Merit semi-finalists, more commended scholars and higher average Preliminary SAT (PSAT) math and verbal scores, as well as more grade 7 students who earn state or grand recognition in the Duke University Talent Search Program. In addition, Katy ISD has improved its college admissions exam scores.

In HCISD, the number of AP exam scores of 3 or above exceeds the national percentage by 20 percent. Factors that contribute to this success are parent information sessions about the importance of the increased academic rigor and the effort and additional study time that will be required of students, information brochures and course catalog additions. Student support initiatives like AP preparation and trained AP teachers, practice exams and student recognition ceremonies also contribute to success. Campus support initiatives like reports on PSAT exams and communication from the central office about innovative programs and relevant data are also helpful. District curriculum alignment, beginning with pre-AP and AP course descriptions generated by the College Board and active AP vertical teams who meet regularly are also a factor. These vertical teams define the skills that support advanced academic study, conduct training in strategies and content to support advanced academics and hold meetings with their campus horizontal teams to communicate with all content area teachers. Pre-AP entry and exit guidelines are in place to facilitate student success in academically challenging courses. Professional development is required for all pre-AP and AP teachers. A series of training sessions, including the required College Board training sessions, is the final factor in the process. Several HCIS teachers in the

district have become AP graders for the actual exams and two junior high teachers are College Board faculty consultants.

Recommendation 7:

Develop a strategic improvement plan for HCISD gifted and talented students.

Systemic improvement in the HCISD G/T program will require "buy-in" from staff, parents and students. Using vertical teams from across the district to develop a plan will increase acceptance of a more rigorous, more challenging program.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent for Curriculum and Instruction works with elementary and secondary curriculum directors to form a team of trained, certified G/T, pre-AP/AP teachers to create a G/T strategic improvement plan.	October 2003
2.	Elementary and secondary curriculum directors, the G/T lead teacher and vertical team members attend vertical team training by the College Board.	October - December 2003
3.	The vertical team begins the process of writing the strategic G/T plan, including a list of factors that will increase student achievement.	January - May 2004
4.	The assistant superintendent for Curriculum and Instruction presents the strategic plan to the superintendent for approval.	May 2004
5.	The assistant superintendent for Curriculum and Instruction monitors the plan and makes adjustments to the plan as needed.	May 2004

FISCAL IMPACT

HCISD has general funds available for training, so this recommendation can be implemented with existing resources.

Chapter 2
EDUCATIONAL SERVICE DELIVERY

D. Special Education

Under the federal Individuals with Disabilities Education Act (IDEA), districts must provide appropriate public education for all children with disabilities, regardless of the severity of the disability. IDEA requires districts to provide educational services in the "least restrictive environment" and to include students with disabilities in state and district assessment programs. Districts are also required to develop an individual education plan (IEP) for child, with input from regular education teachers. The IEP must provide special education students with the greatest possible access to the regular curriculum and regular education classes.

The 1997 amendments to the IDEA define an effective special education program as having the following eight elements:

1. *Pre-referral intervention in regular education:* When a student experiences an academic problem in the regular education program, an intervention can and should occur to solve the problems. If steps taken to solve the problem by the regular education teacher do not produce results, the problem should be referred to special education staff.
2. *Referral to special education for evaluation:* Referring a student to special education means writing an official request supported by documentation. The referral information must include an explanation of steps that have been taken in regular education to solve the student's problem before the referral.
3. *Comprehensive nondiscriminatory evaluation:* Once a student has been referred, the district must provide a comprehensive nondiscriminatory evaluation, commonly referred to as an assessment, within a prescribed amount of time.
4. *Initial placement through an ARD committee:* After the evaluation, a meeting is held to discuss the results, decide if the student qualifies for special education services in one of 12 federal special education categories and, if so, to write a plan for the student's education. The ARD committee includes the parent, at least one regular education teacher of the child, at least one special education teacher, a representative of the district who is knowledgeable about the curriculum and district resources, an individual who can interpret the instructional implications of the evaluation results, the child (if appropriate) and other individuals who have knowledge or special expertise regarding the child.

5. *Provision of educational services and supports according to a written IEP:* The IEP includes information about the classes, subject areas, developmental areas and/or life skills courses in which the student will be instructed, how much time will be spent in regular education and related needs like speech therapy or counseling.
6. *Annual program review:* Each year after a student's initial qualification and placement, an ARD committee conducts a review to ensure the student's program is appropriate.
7. *Three-year reevaluation:* Every three years, the student undergoes a comprehensive individual assessment. An ARD committee meeting is held to discuss the results of the reevaluation and determine if the student still qualifies for special education services.
8. *Dismissal from the special education program:* If a student no longer meets the eligibility criteria, the ARD makes the decision to dismiss the student from special education.

A summary of HCISD special education programs and services is shown in **Exhibit 2-38**.

Exhibit 2-38
HCISD Special Education Program Services
2002-03

Program/Service	Description
Assessment	Certified assessment specialists who are diagnosticians or licensed school psychologists provide comprehensive assessment to determine student needs.
Counseling	Counselors who are trained to work with special education students provide supportive guidance to identified students, based on specific needs.
Speech	Speech pathologists and assistants provide language and articulation services.
Related services	Includes occupational, physical, auditory and visual therapy, orientation and mobility services, in-home training and parent training, counseling services, art therapy and hypnotherapy and special education transportation.
Transition Services	Transition services promote movement from school to post-school activities and are based on the individual student's needs, taking into account the student's references and interest. Transition services include instruction, related services, community experiences, development of

	employment and if, appropriate, acquisition of daily living skills and functional vocational evaluation. The program, I CAN, will be used for 18-20 year olds.
Homebound	Educational services provided at home or at health-related facilities for students who are unable to attend school.

Source: HCISD director of Special Programs.

HCISD special education students represent 9.4 percent of the district's enrollment. The percentage of students enrolled in special education statewide is 11.7 percent. **Exhibit 2-39** shows enrollment in special education by each special education disability category.

Exhibit 2-39
HCISD Special Education Students by Disability Category
2002-03

Disability Category	Number of Students	Percentage of HCISD Special Education Students
Other Health Impaired	151	13.2%
Mentally Retarded	30	2.6%
Emotionally Disturbed	62	5.4%
Learning Disabled	632	55.2%
Speech	198	17.3%
Visually Impaired	7	0.6%
Hearing Impaired	11	1.0%
Multi-Handicapped	11	1.0%
Autistic	26	2.3%
Orthopedic Impaired	14	1.2%
Traumatic Brain Injury	*	0.3%

Source: HCISD PEIMS coordinator, HCISD director of Special Programs.
*Fewer than five not identified.

Exhibit 2-40 shows actual expenditures for the special education program in HCISD.

Exhibit 2-40
HCISD Actual Expenditures for the Special Education Program
1997-98 through 2001-02

Category	1997-98	1998-99	1999-2000	2000-01	2001-02	Percentage Change 1997-98 to 2001-02
Special education expenditures	$2,065,268	$2,113,798	$2,760,762	$2,853,759	$3,328,216	61.2%
Special education students served	881	897	949	1,003	1,068	21.2%
Special education expenditures per student	$2,344	$2,356	$2,909	$2,845	$3,116	32.9%

Source: TEA, AEIS, 1997-98 through 2001-02.

FINDING

HCISD offers a full range of instructional arrangements for special education students on all its campuses. Students show progress in special education percentages and/or perform above state special education percentages on state assessments. Services offered are:

- *Mainstream* - To ensure the least restrictive environment appropriate for each student, district personnel first consider providing services in regular education classrooms with supplementary aids or services. Students with disabilities who spend all of their classroom hours in a regular classroom are "mainstreamed." Mainstreamed special education students receive instruction in a regular classroom reinforced through content mastery classes that are available at all schools to all students with disabilities. Each HCISD campus has one content mastery teacher. Students are often placed in a "class with a class" (CWC), mainstream classes in which a regular and a special education teacher co-teach. The classes have approximately 20-percent special education students. Dahlstrom, Wallace, Barton and Hays High School have CWC classes.

- *Resource* - Students are assigned to the resource classroom based on the recommendation of the ARD committee. The district offers resource classes in the core subjects at all schools in reading, language arts and math. Students may be placed in one or more of these classes based on their educational needs. Resource classes follow the IEPs, which are correlated to the TEKS and stay in sequence with the regular classes. The majority of students in the program are served in a combination of regular classes and resource classes through this instructional setting.
- *Vocational Adjustment Class* - This setting provides educational and vocational services to eligible secondary students. Students learn job readiness skills and are monitored in on-the-job placements.
- *Self-Contained Classes* - Students with severe disabilities who cannot be appropriately served in a regular classroom are served in a separate "self-contained" classroom. Several types of self-contained classes are available at every HCISD school.
- *Behavior Improvement Classes* - These Focus Program classes allow students with emotional disturbances and behavior disorders to be mainstreamed on a regular campus as much as possible. These classes are available for all grade levels in HCISD.
- *Functional Living Units* - HCISD has functional living units at Elm Grove Elementary, Dahlstrom Middle School and Hays High School to meet the needs of educable mentally retarded students and severely and profoundly disabled students and to teach life skills in a functionally based curriculum. In 2003-04, HCISD will implement a community-based program for 19- to 22-year-olds and will include MHMR-sponsored students.
- *Adaptive Physical Education* - These classes provide specialized physical education curriculum for students who cannot benefit from the regular physical education program. Classes are taught by the school physical education teacher with the support of a special education teacher, after the student is evaluated by the physical or occupational therapist.
- *Homebound* - This program provides at-home services for all students who cannot attend school because of illness, injury or expulsion.
- *Early Childhood* - HCISD provides a full-inclusion preschool program for children with disabilities who are three to five years old. Students with disabilities who participate in the preschool program move to prekindergarten classes where special education and regular co-teach. The Preschool Program for Children with Disabilities is located at Buda Primary, Hemphill Elementary and Kyle Elementary.
- *Focus Program* - This program provides "redirectors" at campuses that students with emotional or behavioral disorders attend. The

redirector is called in to intervene when the student Exhibits problems in the classroom to help the student use appropriate behaviors to work through the situation. Redirectors are located at Buda Elementary, Elm Grove Elementary, Hemphill Elementary, Kyle Elementary, Fuentes Elementary, Dahlstrom Intermediate, Barton Junior High, Wallace Intermediate and Hays High School. Once the redirector works with the student, the student returns to class immediately.

- HCISD serves students with visual and auditory impairments. The district has a visual impairment teacher who serves students with visual disabilities, as well as an orientation and mobility specialist. San Marcos ISD houses the Regional Day School Program for the Deaf that is open to any Region 13 school district in Region 13. There are two students in the program in San Marcos ISD.

- In each of these settings, appropriate curriculum modifications and services are provided to all students. ARD committees determine program eligibility and participation, IEPs placement and dismissal for the special education program. IEPs are developed for each student with a disability. Teachers give the Brigance Inventory at the first of the school year and measure individual progress from year to year unless the student is scheduled to take the TAKS. The Strategic Reading Program gives a current analysis of the student's reading level. The district also uses SDAA results to determine the effectiveness of what is being taught. Writing appears to be an area of weakness throughout the district, so the district special education program is presently addressing that part of the language arts program with special education students. In addition, a comprehensive math program will be used next year to provide consistency in the district. The director of Special Education will complete a data analysis of each student's performance on SDAA; this will be shared with each teacher of each student so that the students' strengths and weaknesses are clearly defined. Teachers have been given a summary of SDAA scores for their campus. **Exhibit 2-41** shows TAAS success for HCISD special education students.

Exhibit 2-41
HCISD Special Education Students
TAAS Scores
2000-01 and 2001-02

Special Education Students Taking TAAS	2000-01 Percentage Passing	2001-02 Percentage Passing

Grade 3	63.9%	72.5%
Grade 4	60.5%	92.3%
Grade 5	78.4%	84.2%
Grade 6	61.3%	96.6%
Grade 7	47.4%	73.1%
Grade 8	52.9%	60.0%
Grade 10	32.4%	44.2%
All Tests: All Grades	**58.4%**	**75.1%**

Source: HCISD director of Special Programs.

Exhibit 2-42 shows the percentage of HCISD special education students who passed SDAA, compared to state percentages.

Exhibit 2-42
HCISD Special Education Students and State
Percent Passing SDAA
2001-02 through 2002-03

SDAA	HCISD 2001-02	State 2001-02	HCISD 2002-03	State 2002-03
Reading	**90%**	86%	**89%**	86%
Math	**89%**	70%	**83%**	78%
Writing	**88%**	80%	**73%**	73%

Source: HCISD director of Special Programs.

COMMENDATION

HCISD offers a full range of instructional arrangements for special education students, and students show progress in percentages and perform above the state special education percentages on state assessments.

FINDING

HCISD uses the Focus program as a support service for students with identified behavioral and/or emotional needs. Focus is a model for including students with severe emotional and behavioral disorders in the regular classroom rather than in self-contained classes. Students with

serious behavior problems benefit from the structured process of redirection or 'refocusing' that allows them to proactively shape their school day into small segments. As a result of this program, students with behavior disorders have more access to the general HCISD curriculum.

Trained redirectors teach students to modify misbehaviors into appropriate behaviors. This program provides immediate, consistent intervention in the early cycles of inappropriate student behavior. A student must debrief the problem and devise a plan of action that more appropriately meets their needs and shortens the length of time they are out of the classroom. Each HCISD campus has a "redirector." Elementary teachers asked specifically that HCISD be commended for this program because it was so helpful to them.

Exhibit 2-43 describes the redirector's role.

Exhibit 2-43
HCISD Redirector's Role
Focus Program

Role Number	Role
1	Supply information about the program to classroom
2	Monitor students in classrooms on a regular basis
3	Respond to redirection requests immediately
4	Guide students in developing plans of action
5	Teach appropriate replacement skills
6	Be supportive, not punitive
7	Focus on what happened rather than why
8	Return students to class as quickly as possible
9	Maintain contact with classroom teachers and parents
10	Be available to support students, parents and teachers

Source: HCISD director of Special Programs.

Since putting the Focus program into place, HCISD has been able to close the self-contained classroom for students with behavior disorders at Hays High School.

The director of Special Education describes the program as teachers and paraprofessionals who are assigned to a campus and then trained by

district behavior specialists to help mainstream students with identified behavioral disorders. If a student disrupts or is off task, the mainstream teacher can call for the redirector to come to the classroom and use established protocol to get the student back on task and avoid being sent to the office. If the student continues to be disruptive, they may be placed in "intense focus," where they will not only continue to work on schoolwork, but will also work on the behaviors that caused their removal from the classroom. An intermediate measure at Hays High School is the Rebel Respect program, which is a form of in-school suspension where students are taught social skills. This program is split-funded with a combination of regular and special education resources. The last resort would be to place the student in the Discipline Alternative Education Program (DAEP). In 2002-03 the Focus program had about 200 students.

COMMENDATION

HCISD offers an innovative program to help students with identified behavioral and/or emotional needs to manage their own behavior.

FINDING

The director of Special Education staffs the Special Education Department in an efficient way to balance caseloads and meet student counseling and assessment needs. The department of Special Education is organized into teams. Each team has a supervisor who leads the team and is a member of the Special Education Department site-based leadership team. Each team evaluates the workload and determines caseload distribution. This process offer time management for the professionals who providing services to special education students, for a more efficient program.

Because of the variation in district needs for special education counseling and assessment, the director hires school psychologists who are certified to provide counseling or assessment. Hiring school psychologists allows greater flexibility in meeting district, campus and student needs.

COMMENDATION

HCISD maximized its special education resources by organizing the department into teams and using school psychologists to balance caseloads among counselors and diagnosticians.

Chapter 2
EDUCATIONAL SERVICE DELIVERY

E. Bilingual/ESL Education

TEC Chapter 29 requires that students whose home language is not English and who are identified as LEP "shall be provided a full opportunity to participate in a bilingual education or English as a second language program." All school districts with an enrollment of 20 LEP students in the same grade level are required to offer a bilingual/ESL or an alternative language program. Schools must provide bilingual education in prekindergarten through the elementary grades. Bilingual education, instruction in ESL or other transitional language instruction approved by TEA must be provided in post-elementary grades through grade 6. For students in grades 7 through 12, districts must provide only instruction in ESL.

School districts are required to identify LEP students and provide bilingual/ESL programs as an integral part of the regular educational program. They are also required to use certified teachers to ensure that these students have the full opportunity to master the essential knowledge and skills required by the state and to assess their achievement of essential skills and knowledge.

Educating LEP students is an important task for Texas public schools. Nearly 500,000, or 12.5 percent, of Texas students were enrolled in bilingual/ESL programs in 1999-2000. The TEA Policy Research Report, "Enrollment Trends in Texas Public Schools," states, "Of the 666,961 students added to the Texas public education system between 1987-88 and 1997-98, more than 60 percent were students receiving bilingual education/English as a second language services." The report notes that the number of Hispanic students increased by 45 percent in the last decade, more than double the growth rate of the total student population. The SBOE Long-Range Plan for Public Education 1996-2000 states "enrollment in the state's bilingual education program is projected to increase by 50 percent over the next five years."

FINDING

In summer 2003, HCISD will train all regular classroom teachers who teach ESL students in the internationally recognized Cognitive Academic Language Learning Approach (CALLA). Title III state bilingual funding will pay for one coach on each campus to train teachers. The coaches will earn a stipend, and teachers will earn extra-duty pay from Title III for attending.

CALLA was developed by Anna Uhl Chamot and J. Michael O'Malley, who believed that a coherent theoretical framework based on research is necessary to guide and use any instructional model. Learning is the central focus of CALLA, not teaching. Teachers are taught to understand how students learn so that they have a better understanding of how to teach them. Much of the work and theory of Jim Cummins was used in developing CALLA; Cummins researched the academic needs of language minority students. John Anderson, Michael Pressley and others who studied how human beings learn and remember helped in the development of this model.

The CALLA model includes three components and instructional objectives in its curricular and instructional design. First, content (mathematics, social studies, science and language arts) topics are aligned with an all-English curriculum so that practice is provided with actual topics that students will encounter in grade-level classrooms.

The second component requires building academic language skills (listening, speaking, reading and writing) into daily lessons on the content subject. Language is used as a functional tool for learning academic subject matter. During this component, students advance to use language functions that are also tested on the TAKS, such as analyzing, evaluating, justifying and persuading with the content they are expected to learn.

The third and most important component is instruction in learning strategies. CALLA emphasizes that students who are mentally active and who analyze and reflect on their learning activities will learn, retain and use new information more effectively. Students are taught strategies for analyzing text organization and how to retrieve meaning from what they read. Other strategies help them solve word problems in math, conduct and report on experiments in science, research and report on social studies activities, read and convey meaning in literature while they develop expertise in a second language.

This method was evaluated by George Mason University in Arlington, Virginia. Dr. Wayne P. Thomas studied the method for three years, and his conclusions show that students who are taught by teachers trained in this method make significant yearly gains in mathematics. He is quoted as saying, "CALLA represents a set of now-proven instructional strategies from which all students can benefit and by means of which successful programs can be made even more successful."

The CALLA method has been integrated into instructional materials that are published by Addison-Wesley. HCISD will train teachers who have ESL students in this method.

COMMENDATION

Using Title III funds, HCISD provides all regular classroom teachers with additional training to better serve ESL students.

FINDING

HCISD does not have an accountability system in place to periodically monitor the academic progress of students in the Bilingual/ ESL program. As a result, the students perform below the state average on state curriculum assessments. Students who do not have proficient language skills in English are identified as limited English proficient (LEP). LEP students attempting to learn academic content and master their primary language along with a second language need built in systems to identify areas of need before problems become overwhelming.

In 2001-02, HCISD underwent a District Effectiveness and Compliance (DEC) visit where the Bilingual/ESL program was assessed for compliance. The DEC report indicated the district was in compliance with all 23 indicators reviewed.

Most of grade 3 students were tested in English on the first TAKS, in February 2003. **Exhibit 2-44** shows district results of LEP students by campus compared to the state.

Exhibit 2-44
LEP Students
Meeting Standard English version
Spring 2003 Grade 3 Reading TAKS

School	Grade 3 Reading	
	HCISD	State
Fuentes Elementary	**86%**	77%
Green Elementary	**68%**	77%
Hemphill Elementary	**69%**	77%
Kyle Elementary	**67%**	77%

Source: HCISD coordinator of Bilingual/ESL.

Districtwide, only 73 percent of the bilingual grade 3 students who took the TAKS in English met the passing standard, compared to 77 percent statewide. **Exhibit 2-45** shows how HCISD students in the bilingual program performed on the grade 3 TAKS.

Exhibit 2-45
Bilingual Students
Meeting Standard Spanish version
Spring 2003 Grade 3 Reading TAKS Scores

School	Grade 3 Reading	
	HCISD	State
Overall Score	**73%**	77%
Fuentes Elementary	**60%**	77%
Green Elementary	**75%**	77%
Hemphill Elementary	**100%**	77%

Source: HCISD coordinator of Bilingual/ESL.

HCISD's 2002-03 DAP addresses district goals for the Bilingual/ESL program, but only three of the four Campus Action Plans (CAPs), on the campuses that house the program, specify goals and objectives for the Bilingual/ESL program.

The Tom Green Elementary School CAP states under Goal 5 that the computer lab will operate one night a week for adult ESL classes. Hemphill Elementary School's CAP states that the campus administration will investigate purchasing a bilingual computer program to manage instruction and performance on TAKS math objectives and will train new bilingual teachers in the Esperanza phonics program for grades K-1. The CAP also states that the campus will train bilingual teachers in Leer Mas, a Spanish reading program. The Kyle Elementary School staff development plan includes strategies for Bilingual/ESL learners. Fuentes Elementary's does not include goals to improve the performance of Bilingual/ESL students.

Although all the CAPs include activities in which Bilingual/ESL might participate, none mentions a specific accountability system to identify areas of need for those students including how they can receive the assistance they need in trying to learn academic content in their native language while making the transition to a second language.

McKinney ISD has developed an extensive program of benchmark testing to periodically assess student performance and mastery of the TEKS. Because the TAKS is more difficult than the TAAS, district curriculum administrators must ensure that three important activities occur in their districts. First, they must ensure that their teachers are actually teaching all of the TEKS written for each subject at each grade level. Providing

curriculum documents that describe exactly when and how teachers should teach each TEKS will help do that in each classroom. Second, they must periodically assess student performance on the TEKS at the "cognitive" level in which the TEKS student expectations are written. Third, they need to build in accountability measures for teachers responsible for using the designed curriculum. Data assessment and evaluation of the benchmark test results help to identify weakness in the written, taught and tested curriculum. McKinney ISD uses the benchmark tests to identify areas where students may need more instruction and then provides that intervention as soon as possible. In McKinney ISD, 97 percent of all students met the minimum passing standard on the English version of the February 2003 grade 3 TAKS. Also, 90 percent of all LEP students met the passing standard. On the Spanish version, 85 percent of all McKinney ISD LEP students met the passing standard.

Recommendation 8:

Create benchmark tests to periodically evaluate the academic progress of students in the Bilingual/English as a Second Language program to improve Texas Assessment of Knowledge and Skills scores.

By regularly assessing the students in the bilingual program, HCISD can identify and address problems that the students are experiencing long before the TAKS. The district should assemble vertical teams to develop testing instruments to periodically assess student academic progress. Addressing weaknesses in the Bilingual/ESL program on a regular basis will lead to increased student achievement.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The coordinator of the Bilingual/ESL program assembles a vertical team to develop benchmark tests for language development for grades 1 through 5.	October 2003
2.	The coordinator contacts various test providers and the peer districts to determine what tests are used and the cost and usefulness of the information to the district.	October 2003
3.	The coordinator prepares a summary of the information and reviews it with the vertical team.	November 2003
4.	Vertical team members develop a timeline for assessing students regularly throughout the school year.	January - March 2004
5.	The vertical team and the coordinator present the information to the director of Elementary Curriculum for discussion and input.	April 2004

6.	The director of Elementary Curriculum uses the input and other information and prepares a recommendation for the assistant superintendent.	May 2004
7.	The assistant superintendent asks the director of Purchasing to assist in the purchase of benchmark tests due to total costs being greater than $10,000.	September 2004
8.	The teachers in the Bilingual/ESL program begin benchmark testing.	September 2004
9.	Bilingual/ESL teachers begin using data from the benchmark tests to identify areas where students where additional instruction is needed.	September 2004 - May 2005

FISCAL IMPACT

The Bilingual/ESL benchmark tests would be purchased for grades 1 through 5 at all four elementary campuses for each of the three core subjects: reading, math and writing. One subject and grade level is assumed to have 22 students and one teacher. **Exhibit 2-46** shows the total hardware, license and software costs for each elementary school campus.

Exhibit 2-46
Bilingual/ESL Benchmark Tests
Purchase Detail

Item		Description	
Hardware/Licenses	**Cost**	**Explanation**	
General Internet Connection	$250	$250 one-time cost per school.	
Initial grade level license	$100	$100 for initial license purchase.	
Cost for each additional grade level license is $30	$120	$30 per license x 4 additional grade levels per school.	
Total Hardware/Licenses	**$470**	**Cost for hardware and licenses for 5 grade levels at one school.**	
Softwa re	**Cost**	**Explanation**	
Cost for Student Edition is $10 per student	$220	22 students x $10 per student edition - one subject in one grade level.	
Cost for Teacher Edition is $22	$22	1 teacher x $22 per teacher edition - one teacher per grade level per subject.	

Total Software	**$242**	**Cost for one subject in one grade level.**
Software cost for three subjects in one grade level	**$726**	**$242 per one subject and grade level x 3 subjects in one grade level.**
Software cost for three subjects in five grade levels	**$3,630**	**$726 per 3 subjects in one grade level x 5 grade levels.**
Total Hardware/License and Software Cost per School	**$4,100**	**$470 hardware/license cost + $3,630 software cost for 3 subjects in 5 grade levels.**

Source: TSPR.

Because the district has a bilingual program on four campuses, the total annual cost will be $14,520 ($3,630 per school x 4 schools) beginning in 2003-04. A one-time cost for hardware and licenses for all four schools will be $1,880 ($470 per school x 4 schools). Therefore, the total cost for the first year will be $16,400 ($1,880 + $14,520) and $14,520 for each year thereafter.

Recommendation	**2003-04**	**2004-05**	**2005-06**	**2006-07**	**2007-08**
Purchase hardware licenses.	($1,880)	$0	$0	$0	$0
Purchase of software per subject and grade level.	($14,520)	($14,520)	($14,520)	($14,520)	($14,520)
Net Savings/Costs	**($16,400)**	**($14,520)**	**($14,520)**	**($14,520)**	**($14,520)**

Chapter 2
EDUCATIONAL SERVICE DELIVERY

F. Career and Technology Education

TEC Section 29.181 emphasizes two goals for career and technology education (CATE) programs, stating that "Each public school student shall master the basic skills and knowledge necessary for managing the dual roles of family member and wage earner; and gaining entry-level employment in a high-skill, high-wage job or continuing the student's education at the post-secondary level." Texas Administrative Code chapter 74, subchapter A requires school districts to offer "programs of study for broad career concentrations in areas of agricultural science and technology, arts and communication, business education, family and consumer science, health occupations technology, trade and industry and technology education that will prepare students for continued learning and postsecondary education in employment settings."

FINDING

HCISD offers students a comprehensive CATE program with opportunities for authentic career exploration and planning. The CATE program is managed by a full-time CATE coordinator.

In July 2002, TEA published a revised document, "State Plan for Career and Technology Education 2000-2002." This document outlines specific guidelines that districts must follow in their efforts to offer effective CATE programs that prepare students for further education and eventual employment. The plan is based on the premise that a rigorous academic foundation contributes to success in school and in life, that all students should have equal opportunities to succeed and that career and technology education should complement and enhance academic preparation by enabling students to apply academic principles to a variety of community and career situations.

The percentage of students enrolled in HCISD CATE programs is greater than all of the peer districts, Region 13 and the state, and it has a much lower rate of expenditures per student than all peer districts, the region and the state (**Exhibit 2-47**).

Exhibit 2-47
CATE Enrollment and Budgeted Expenditures
HCISD, Peer Districts, Region 13 and State
2001-02

District	CATE Enrollment	Percentage of Total Enrollment	CATE Expenditures	Expenditures Per Student
Bastrop	1,239	18.3%	$1,086,120	$877
Lockhart	542	12.0%	$480,906	$887
San Marcos	1,395	19.7%	$915,967	$657
HCISD	**1,788**	**22.1%**	**$923,471**	**$516**
Region 13	**45,295**	**16.2%**	**$34,164,518**	**$754**
State	**802,149**	**19.3%**	**$599,190,896**	**$747**

Source: TEA, PEIMS, 2001-02.

HCISD CATE expenditures increased 95.3 percent from 1997-98 to 2001-02 and only 44.9 percent per student over the same time frame. The number of CATE students served rose by 34.8 percent (**Exhibit 2-48**).

Exhibit 2-48
HCISD Actual CATE Expenditures
1997-98 through 2001-02

Category	1997-98	1998-99	1999-2000	2000-01	2001-02	Percentage Change 1997-98 through 2001-02
CATE expenditures	$757,224	$861,056	$1,064,659	$1,144,573	$1,479,042	95.3%
CATE students served	1,326	1,369	1,495	1,678	1,788	34.8%
CATE expenditures per student	$571	$629	$712	$682	$827	44.9%

Source: TEA, AEIS, 1997-98 through 2001-02.

HCISD offers 34 different courses in seven program areas: Agricultural Science, Business Education, Computer Maintenance/Electronics, Family and Consumer Science, Health Science, Marketing Education and Computer Assisted Drafting. **Exhibit 2-49** shows enrollment for 2002-03

by class, the full-time equivalent (FTE) or full-time teacher position assigned to each program and the students per FTE for each.

Exhibit 2-49
HCISD CATE Program by Enrollment
2002-03

Program	Enrollment
Agricultural Science and Technology - 3 FTEs	Students per FTE=120.7
Landscape Design, Construction and Maintenance	16
Animal Science	38
Wildlife and Recreation Management	15
Introduction to Agricultural Mechanics	84
Agricultural Mechanics 1	13
Agricultural Mechanics 2	7
Home Maintenance and Improvement	6
Metal Fabrication Technology	71
Construction Technology	24
Equine Science	19
Agriculture	34
Floral Design	35
Total	**362**
Business Technology - 6 FTEs	Students per FTE=120.3
Keyboarding	133
Business Computer Information System 1	305
Business Computer Information System II	7
Business Computer Programming	33
Computer Science	10
Accounting	47
Advanced Accounting	14
Business Image Management and Multimedia	38
Networking and Telecommunication -Web Design	42

Marketing Dynamics	49
Marketing Management	14
Computer Networking I - Cisco Academy	9
Computer Networking II - Cisco Academy	6
Business Communications	15
Total	**722**
Family & Consumer Sciences - 3 FTEs	Students per FTE=112.7
Personal and Family Development	64
Parenting	10
Child Development	72
Nutrition and Food Science	38
Food Science and Technology	26
Interior Design	33
Housing	9
Apparel	12
Home Economics Cooperative Education I	60
Home Economics Cooperative Education II	*
Early Childhood Professions I	7
Early Childhood Profession II	7
Total	**338**
Health Science Technology - 2.2 FTEs	Students per FTE=80
Introduction to Health Science	57
Medical Terminology	25
Mental Health	23
Intro Biotechnology	31
Health Science Technology I	19
Health Science Technology II	12
Health Science Technology III	9
Total	**176**
Industrial Technology - 2.1 FTEs	Students per FTE=107.1

Engineering Graphics Design	55
Architectural Graphics	12
Computer Applications	*
Technology Systems	132
Research and Development	6
Principals of Technology I	20
Total	**225**
Trade and Industrial - 2. 3 FTEs	Students per FTE=73.5
Automotive Technology I	33
Automotive Technology II	6
Automotive Technology Internship	*
Introduction to Criminal Justice	25
Crime in America	22
Introduction to Electrical/Electronic Careers	14
DC Electronics	10
AC Electronics	*
Semiconductor Electronics	14
Digital Electronics	15
Introduction to Computer Maintenance	17
Computer Maintenance Technician I	8
Computer Maintenance Technician II	*
Total	**169**
Career Preparation - .3 FTEs	Students per FTE=203.3
Career Connections	30
Diversified Career Preparation	31
Totals	**61**
Total Students Enrolled in CATE	**2,053**
Average number of students to FTE ratio	**108.6**

Texas encourages districts to develop School-To-Work arrangements such as Tech Prep, Dual Credit programs and articulation agreements with post-secondary institutions. Tech Prep programs begin in high school and continue at a post-secondary institution, often a community college. These programs provide a coherent sequence of courses with classroom instruction and on-site training. Participation allows students to enter the work force with technical skills and practical work experience. Dual credit courses allow students to fulfill graduation requirements and complete college credits simultaneously by registering and taking courses at either the high school or a college campus. School districts and colleges establish articulation agreements after they determine that alignment exists between specific courses. Students earn high school credit upon course completion and college credit upon enrollment.

Tech Prep agreements are in place between HCISD and Austin Community College (ACC). Both HCISD ACC are part of the Capital Area Tech Prep Consortium, which serves school districts in nine counties. As part of this agreement, ACC offers the following courses: Marketing, Criminal Justice, Health Science Technology-Emergency Medical Service, Welding-Industrial Technology, Environmental Science and Technology, Bio-Technology, Office Systems Technology, Semiconductor Electronics, Electronics Technology, Digital Publishing and Graphics, Culinary Arts and Automotive Technology.

The Capital Area Training Foundation helps to sponsor teacher internships. This organization coordinates with the Rural Capital Area School to Careers Partnership and the Rural Capital Area Tech Prep Consortium to sponsor summer internships for teachers. HCISD has several elementary and secondary teachers who have taken advantage of this opportunity. Currently, two CATE teachers will intern at South Austin Hospital in the nutrition department and in the department of nursing. This opportunity offers these teachers practical, up-to-date experience that will make their teaching more relevant to HCISD students.

The coordinator of CATE participates in local workforce advisory groups and uses information from these groups to monitor and adjust the program offerings in the HCISD program. The CATE advisory committee meets regularly to assist with program development and regulation.

The HCISD coordinator of CATE described in an interview how the program works to meet the unique needs of students at Hays High School. An innovative TEA course application was approved to offer Diversified Career Preparation I & II, which allows students to attend a class for one

period a day and work 15 hours per week in a wide variety of occupations and receive three credits for the school year. The Diversified Career Preparation program now allows 150 students to be enrolled in career preparation courses. The department also began the new Teacher Preparation program after a request from a parent on the advisory committee. Elementary Teaching Assistant is offered to students who want to be elementary teachers. This program allows students to intern with a teacher of any elementary grade. Students receive classroom instruction two days a week and intern with a teacher for three days a week.

The coordinator of CATE has also made dramatic program changes to meet the unique workforce needs in the Hays community. Because workforce data did not support having a cosmetology training center, the CATE coordinator recommended not offering this program in the new facility.

The CATE program at Hays High School gave its students the opportunity to participate in a job fair. The program hosted a job fair this spring for junior and senior students from 3 to 5 p.m., and it was open to the community from 5:30 to 7:00 p.m. The job fair had representatives from area colleges, local employers, armed services recruitment, personnel agencies and the Texas Workforce Commission. The fair included seminars on employment and interview skills. The job fair attracted 750 high school students and 30 community members. This was an excellent opportunity for Hays High School students to explore future job opportunities.

In 2002-03, teachers of academic subjects at Hays High School worked with CATE teachers on several projects that integrated academics with career and technology instruction. These projects allow students to use what they learn in both classes. Technology systems teachers had students enrolled in physics who made bridges in their technology systems class to use for an experiment in physics. Food science and technology classes conducted a project with a Spanish class and produced several recipes in Spanish. Students in agri-science classes worked with their English classes to write about what they are learning in agri-science.

Students at Hays High School are descriptions of the coherent course sequences for all CATE programs. The course sequences allow students to see courses they can take that will help them if they eventually pursue a career in one of those career paths. The Career Pathways document contains course sequences and career objectives for 10 different areas of the CATE program.

COMMENDATION

HCISD offers students a comprehensive CATE program that includes opportunities for career exploration and planning.

Chapter 2
EDUCATIONAL SERVICE DELIVERY

G. Title I/State Compensatory Education

In addition to regular classroom instruction, other instructional programs provide special support for students who are at risk of dropping out and students whose achievement is below grade level. The federal Elementary and Secondary Education Act, originally enacted in 1965, and the Improving America's Schools Act of 1994 provide funds for students who do not meet performance standards. TEA allocates Title I funds to districts, based on the number of economically disadvantaged students. Eligibility for free/reduced-price lunch or breakfast is typically used to determine eligibility for Title I programs. The students who actually receive services are selected on the basis of specific educational need, not economic status.

The U.S. Department of Education's recently reauthorized Elementary and Secondary Act of 2002, now called the No Child Left Behind (NCLB) Act, challenges the nation's public schools "to ensure that all children have a fair, equal and significant opportunity to obtain a high-quality education and reach, at a minimum, proficiency on challenging state academic achievement standards and state academic assessments." Both Title I funds and State Compensatory Education (SCE) funds fall under the NCLB. Districts must identify both the qualifying "at-risk" students and schools with large numbers of "at-risk" students and provide them with resources they need through these federal programs. Funds are intended to be supplemental, which means they should provide resources that would not be available through the regular program. Title I and SCE funds must enhance the regular program and not replace or supplant regular funds.

State-funded compensatory programs began in 1975 with the passage of HB 1126. In 1997, TEC Section 42.152 was amended to include reporting and auditing compensatory education funds. The TEC requires that SCE funds, like Title I funds, be supplemental in nature. SCE rules allow flexibility in student identification and program approaches. As with the federal program, the state funds flow, based on the number of economically disadvantaged students, but the students served need not be economically disadvantaged. These federal and state special programs provide funds to targeted special populations that often have eligibility crossovers.

In 1979, the Texas legislature redirected the focus of the state compensatory education program. One change was that the state began to base district funding allotments on the best six-months enrollment from

the preceding school year (October-September) of students participating in the federal free and reduced-price lunch program.

Between 1979 and 1983, major changes occurred in the SCE program. The funding allotment was raised, but it continued to be based on the same enrollment formula. Also, the legislature required that student performance data be used to design and implement local compensatory education programs. SBOE rules on compensatory education were revised to eliminate ties to federal compensatory education funds. Allowable expenditures were redefined to include instructionally related activities. Non-instructional and administrative expenditures were prohibited.

HCISD provides a total of 15 diverse supplemental programs for at-risk students. Six programs target pre-kindergarten through grade 5 students and nine programs target secondary students. (**Exhibit 2-50**).

Exhibit 2-50
HCISD SCE and Title I Programs
2002-03

Compensatory Education Strategies	Campus and Grade Level of Implementation
At-Risk Counselor	Barton, Hay High School, 8, 9-12
XLR8 Credit Recovery	Hay High School, 10-12
College Planning/DATA Files	Barton, Hays High School, 8-12
Communities in Schools	Hemphill Elementary, Green Elementary, Wallace Middle, Barton, Hays High, K-12
Content Mastery Center	Hays High, Barton, Dahlstrom Middle, Wallace Middle, Buda Elementary, Elm Grove Elementary, Kyle Elementary, PK-12
Reading Intervention	Hay High, Barton, Dahlstrom Middle, All 7 elementary campuses, 2-12
Math Intervention	All 7 elementary campuses
In-School Tutoring	Barton, Dahlstrom Middle, Wallace Middle
Parent Liaisons	Hemphill Elementary, Kyle Elementary, Wallace Middle, PK-7
HOSTS Mentoring Program	Fuentes Elementary, PK-5

Dyslexia Reading Support	Elm Grove Elementary, Fuentes Elementary, 2-5
ESL	Dahlstrom Middle, Wallace Middle, Barton, Hays High, 6-12
Bilingual	PK-5
Character Education	PK-12
Family field trips to area universities	Hemphill Elementary, 3-5

Source: HCISD assistant superintendent of Curriculum and Instruction.

HCISD identifies students as "at-risk," using the 13 PEIMS data standards (Education Code 29.081 (d) (g)). Campus counselors conduct the identification process and send the data to the district PEIMS coordinator. Counselors also monitor the academic progress of at-risk students.

Compensatory education funds are meant to be supplemental funds, used to enhance or increase the level of funding that is normally available from state and local sources. They may not replace state and/or local funds. These funds are used to serve students with educational needs, based on socioeconomic status. **Exhibit 2-51** shows 2001-02 HCISD compensatory education expenditures.

Exhibit 2-51
HCISD Campuses, At-Risk Students and Compensatory Funding
2001-02

Campus	Number of Eligible Free and Reduced-Price Lunch Students	Compensatory Funding	Compensatory Expenditures per Eligible Student	Non-Compensatory Instructional Funding	Total Instructional Funding	Total Enrollment	Total Instructional Expenditures per Student
High School							
Hays High	540	$195,806	$363	$7,873,278	$8,069,084	2,078	$3,883
Junior High School							
Barton	205	$61,955	$302	$2,152,133	$2,214,088	610	$3,630

Middle Schools

Dahlstrom	162	$57,246	$353	$2,024,143	$2,081,390	586	$3,552
Wallace	290	$80,907	$279	$2,349,687	$2,430,594	620	$3,920

Elementary Schools

Buda Primary	76	$59,481	$782	$1,172,107	$1,231,588	296	$4,161
Buda	43	$63,122	$1,467	$1,057,152	$1,120,274	255	$4,393
Elm Grove	24	$81,233	$3,384	$1,935,481	$2,016,714	561	$3,595
Fuentes	383	$239,365	$625	$2,460,317	$2,699,682	781	$3,457
Green	468	$337,775	$722	$2,087,182	$2,424,957	646	$3,754
Hemphill	537	$643,119	$1,198	$2,603,890	$3,247,009	723	$4,491
Kyle	305	$265,286	$870	$2,996,948	$3,262,234	727	$4,487
Totals	**3,033**	**$2,085,295**	**$10,347**	**$28,712,318**	**$30,797,614**	**7,883**	**$43,323**

Source: HCISD assistant superintendent for Curriculum and Instruction.

HCISD designates five campuses as Title I schools: Fuentes, Green, Hemphill and Kyle Elementary and Wallace Middle School. Under federal law, a school may be designated as a Title I schoolwide program if 50 percent or more of its students are low income.

HCISD receives federal funds in five Title I programs. **Exhibit 2-52** lists funds and programs offered under each Title I program.

Exhibit 2-52
Federal Title I Program for HCISD
2001-02

Federal Title Program	Amount Received	Strategies Used
Title I, Part A	$574,563	Social workers, intervention teachers in content areas, parent involvement activities
Title II, Part A	$249,116	Induction and mentoring of new teachers, professional development for teachers, administrators and paraprofessionals
Title II, Part D	$14,897	Professional development

Title IV, Part A	$34,403	Drug and violence prevention, community awareness activities
Title V, Part A	$53,192	Library and media services materials, professional development

HCISD's 2001-02 SCE audit revealed that expenses charged to teacher salaries were not adequately supported by class schedules or CAPs. In addition, miscellaneous expenses have been charged to State Compensatory intent code 24 without sufficient documentation to support allocation to this program. Finally, testing revealed that students have been classified as at-risk who should have been released from at-risk status before 2001-02, or school personnel could not identify why there were classified as such. TEA's corrective action for HCISD included revising procedures for state compensatory funds and revising a procedures manual for identifying and tracking at-risk students.

The 2001-02 dropout audit showed that HCISD did not have a job description for its PEIMS coordinator. In addition, of the 162 student files tested from the leaver code population, two files were found not to support the leaver code in PEIMS. In both instances, file documentation supported a different PEIMS leaver code than the one used. HCISD's corrective action included modifying the current job description for the MIS coordinator to include the PEIMS coordinator title and reviewing procedures and documentation requirements with campus personnel to ensure that understand the appropriate codes and required documentation.

FINDING

HCISD has not developed, implemented or approved a policy or procedure to measure the individual effectiveness of supplemental programs for its at-risk students. In January 2002, HCISD implemented an administrative regulation to govern evaluation of all campus-based programs. While each campus conducts an annual evaluation of all programs as a component of the comprehensive needs assessment process associated with the development of CAPs, HCISD still lacks a comprehensive evaluation system to evaluate the effectiveness of programs offered through SCE, Title I or other federal programs. As a result, the district cannot ensure that it uses SCE funds to assist at-risk students in the most productive way.

In 2001, Senate Bill 702 amended the TEC sections that govern the SCE program. Senate Bill 702 changed the state criteria for identifying students at risk of dropping out and requires school districts to use student

performance data resulting from the basic skills assessment instruments and achievement tests administered under Subchapter B, Chapter 39, to design and implement appropriate compensatory, intensive or accelerated instructional services for students at risk of dropping out, that will enable these students to perform at grade level at the conclusion of the next regular school term. Senate Bill 702 also requires each school district to evaluate and document the effectiveness of the SCE program in reducing any disparity in performance on assessment instruments administered under Subchapter B, Chapter 39, or any disparity in the rates of high school completion between students at risk of dropping out and all other district students.

TEA's *Financial Accountability System Resource Guide* Section 9.2.7, "Evaluation of State Compensatory Education Programs," reports that school districts must evaluate the effectiveness of their SCE programs and include the results in their DAPs. Districts are instructed to evaluate their compensatory programs by examining test performance and high school completion rates of at-risk versus other students. School districts, however, are not required to perform a program-by-program analysis to determine the effectiveness of each program or strategy.

Recommendation 9:

Develop a comprehensive evaluation system to determine the effectiveness of State Compensatory Education and Title I programs.

Comprehensive program evaluation of the SCE and Title I programs will provide the district with data for making program improvements. These evaluations will also allow HCISD to comply with state regulations.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The elementary and secondary directors of Curriculum evaluate all district federal programs that are not producing desired student results.	October 2003
2.	The elementary and secondary directors of Curriculum schedule programs not producing desired results for comprehensive evaluation.	October - December 2003
3.	The elementary and secondary directors of Curriculum coordinate a program evaluation process including surveys, interviews, additional data collection, cost analysis and quality evaluations.	Ongoing
4.	The assistant superintendent of Curriculum and Instruction recommends programs not producing desired district results	Ongoing

	for termination or modification.	
5.	The assistant superintendent of Curriculum and Instruction places programs to be evaluated on a rotating schedule.	Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 2
EDUCATIONAL SERVICE DELIVERY

H. Guidance Counseling and Social Services

The 1996-2000 SBOE Long-Range Plan for Public School Education includes goal to provide all Texas students with equal access to developmental guidance and counseling. TEC Chapter 21.356 requires the commissioner of education to develop and periodically update a counselor job description in consultation with the state guidance association.

In 1998, TEA published "A Model Developmental Guidance and Counseling Program for Texas Public Schools," which addresses achieving program balance by allocating resources to the following four components of developmental guidance and counseling.

- *Guidance Curriculum* - planned lessons in seven areas, including self-confidence development, motivation to achieve, decision-making and problem-solving skills and responsible behavior. School counselors can teach all or some of the curriculum by direct instruction or can consult with teachers who integrate the curriculum into the classroom.
- *Responsive Services* - interventions for students whose immediate personal concerns or problems put their continued personal-social, career or educational development at risk. Counselors can meet with individuals or groups as indicated in the particular setting.
- *Individual Planning* - guidance for students as they plan, monitor and manage their own educational, career and personal-social development. Counselors can conduct group guidance sessions, interpret standardized test results and consult with individual students and their parents regarding colleges and financial aid.
- *System Support* - services and management activities that indirectly benefit students. Counselors can consult with teachers, help develop campus-based school improvement plans and support parent and community relations efforts.

The guide recommends that school counselors divide their time among these four components, depending on the developmental and special needs of the students served. Each district or school

will determine the amount of counselor time devoted to each component. Allocations will vary, but **Exhibit 2-53** showsTEA's suggested allocations.

Exhibit 2-53
TEA's Recommended Percentage
Distribution of Counselor Services by Level

Service Type	Elementary School	Middle School	High School
Guidance Curriculum	35-45%	35-40%	15-25%
Responsive Services	30-40%	30-40%	25-35%
Individual Planning	5-10%	15-25%	25-35%
System Support	10-15%	10-15%	15-20%

Source: TEA, A Model Developmental Guidance and Counseling Program for Texas Public Schools, 1998.

FINDING

HCISD has comprehensive programs to provide guidance counseling and social services to the students in the district. HCISD employs a full staff of certified counselors to serve its campuses. **Exhibit 2-54** lists the numbers of counselors and the populations they serve.

Exhibit 2-54
HCISD Counselors by Campus
2002-03

Campus	Enrollment	Counselors	Students per Counselor
Buda Primary and Elementary Schools	559	1	1:559
Elm Grove Elementary	565	1	1:565
Green Elementary	685	1.5	1:457
Hemphill Elementary	767	1.5	1:511
Kyle Elementary	811	1.5	1:541
Fuentes Elementary	881	1.5	1:587
Dahlstrom Middle	584	1	1:584
Wallace Middle	701	1	1:701
Barton Junior High	638	1.5	1:425
Academy@Hays	109	1	1:109

Alternative Impact Center	41	1	1:41
Hays High	2,287	5	1:457
HCISD	*****	**18.5**	**1:466**

Source: HCISD assistant superintendent of Curriculum and Instruction.
* Does not include students in prekindergarten, homebound instruction and JJAEP.

TEC Section 33.002 requires school districts with 500 or more enrolled elementary students to employ a certified counselor for each 500 students.

Student access to counselors varies depending on which school they attend. Counselor-to-student ratios at individual HCISD schools vary from one counselor per 41 students at the Alternative Impact Center to one counselor per 701 students at Wallace Middle School. In elementary schools, the ratio varies from 457 students per counselor at Green to 587 students per counselor at Fuentes Elementary. With an overall ratio of 466 students per counselor in 2002-03, HCISD is in compliance with the TEC-recommended student-to-counselor ratio.

HCISD is able to keep several supplemental personnel on all campuses by its participation in a number of community programs. The district takes advantage of its close proximity to Southwest Texas State University in San Marcos, and has a full Communities-in-Schools program that provides dropout prevention services and additional support staff. Both organizations place

personnel on HCISD campuses to work with students with social service needs. **Exhibit 2-55** lists the organizations and the number of personnel provided to the district at no additional expense.

Exhibit 2-55
HCISD Student Services
2002-03

Program	Description
Hays Caldwell Council	Provides three licensed social workers, one each on three elementary campuses.
Hill Country MHMR	Provided two social workers to serve three middle schools and Hays High School.
Communities in Schools	Provides seven social workers to serve three elementary schools, two middle schools and Hays High School.

Southwest Texas State University	Provides one social worker, one intake clerk and 13 unpaid interns to work in the nurturing program.

Source: HCISD deputy superintendent.

COMMENDATION

HCISD has comprehensive programs to provide guidance counseling and social services to its students.

FINDING

HCISD does not have a policy in place to track the amount of time that counselors are actually performing appropriate counseling duties. As a result of not having such a policy in place, the district cannot ensure parents that guidance counselors are available to students in need of counseling for any specific percentage of time.

During the 2001 legislative session, the Texas Legislature passed Senate Bill 518 (SB 518) pertaining to the work of the school counselor. SB 518 amends TEC Section 33.001, 33.005-33.006 and requires all school counselors to assume responsibilities for working with school faculty and staff, students, parents and community to plan, implement and evaluate a developmental guidance and counseling program. According to SB 518, the guidance and counseling program shall include:

1. a guidance curriculum to help students develop their full educational potential;
2. a responsive services component to intervene on behalf of any student whose immediate personal concerns or problems put the student's continued educational, career, personal or social development at risk;
3. an individual planning system to guide a student as the students plans, monitors and manages the student's own educational, career (including interests and career objectives), personal and social development; and
4. system support to strengthen the efforts of teachers, staff, parents and other members of the community in promoting the educational, career, personal and social development of students.

In addition, the counselor shall:

1. participate in the planning, implementing and evaluating a comprehensive developmental guidance program to serve all students and to address the special needs of students:

2. who are at risk of dropping out of school, becoming substance abusers,
3. participating in gang activity or committing suicide;
4. who are in need of modified instructional strategies;
5. who are gifted and talented, with emphasis on identifying and serving gifted and talented students who are economically disadvantaged.
6. consult with a student's parent or guardian and make referrals as appropriate in consultation with the student's parent or guardian;
7. consult with school staff, parents and other community members to help them increase the effectiveness of student education and promote student success;
8. coordinate people and resources in the school, home and community;
9. with the assistance of school staff, interpret standardized test results and other assessment data that help a student make educational and career plans; and
10. deliver classroom guidance activities or serve as a consultant to teachers conducting lessons based on the school's guidance curriculum.

SB 518 also required the Comptroller's office to determine student-counselor ratios on Texas elementary, middle and high school campuses; conduct a statewide survey of how school counselors spend their time; and develop recommendations for improvements. More than 4,000 counselors in the state responded to a survey on counseling time in January, 2002. The survey results indicated that most school counselors spend only about 60 percent of their time on counseling activities. A significant portion of their time is devoted to administrative tasks. Counselors acknowledged that they did not expect to be relieved entirely of administrative tasks, since all school staff must be responsible for such duties. Most claimed, however, that excessive administrative duties hamper their effectiveness and their availability to students.

One particular area of concern was the counselors' role in administering state-required tests. Many counselors believe that coordinating this testing takes too much time away from their counseling activities, and that most or all of these duties should be placed with other staff.

A Model Developmental Guidance and Counseling Program for Texas Public Schools: A Guide for Program Development Pre-K - 12th Grade (Third Edition) is available from TEA Publications Distribution and contains information necessary for complying with Senate Bill 518. It also sets recommended guidelines for discharging counselor duties by type of counseling activity, depending on grade level. The state has not, however,

established guidelines determining the amount of non-guidance activities appropriate for counselors.

Recommendation 10:

Adopt a policy on the appropriate use of counselor time.

HCISD should determine how to use their counselors and the decision should ensure district stakeholders that counselors are using the majority of their time helping students in need of counseling. These local policies also should outline district counselors' role in the administration of state testing, as this was shown to be a significant area of concern in the Comptroller's survey.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent contacts the Texas Association of School Boards, (TASB) to request a draft policy for appropriate use of counselor time including the counselor's role in the administration of state testing.	October 2003
2.	District counselors, principals, administrative staff, teachers, parents and students review the policy to ensure that counseling needs will be met in HCISD.	October - December 2003
3.	The board votes to adopt the policy.	January 2004
4.	Counselors begin to keep track of their counseling activities and report them in time and effort contact sheets to their building principal on a monthly basis.	January - May 2004
5.	Principals report the summaries of their counselors time and effort contact sheets to the assistant superintendent of Instruction and Curriculum each semester.	May 2004 and Thereafter
6.	The assistant superintendent makes recommendations to principals each semester after reviewing the semester summaries of the counselor's use of time.	May 2004 and Thereafter

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 2
EDUCATIONAL SERVICE DELIVERY

I. Alternative Education Program

The 1995 Legislature enacted the Safe Schools Act, which required districts to create disciplinary alternative education programs (DAEPs) for students who commit certain offenses. The act also required counties with populations greater than 125,000 to create JJAEPs for students who commit serious or violent offenses. TEC Chapter 37 requires that AEPs be available for students at all grade levels by 1998-99. Districts may also offer AEPs for students who have not been removed from the regular program but who, for some other reason, choose not to attend classes in the regular program.

TEC Chapter 37 requies JJAEPs in counties with populations of 125,000, and they may be offered in counties with less than 125,000. Counties with fewer than 125,000 in population may develop their own program subject to the requirements of Chapter 37. The smaller counties are also exempt from the requirement that they adopt a student code of conduct, curriculum requirements, hours and days of operation and approval by the Texas Juvenile Probation Commission, although the Juvenile Probation Commission may impose additional requirements on voluntary JJAEPs to which it may award grants. TEC Chapter 37 also requires the juvenile court to order a student expelled under Subsection 37.007(a), (d) or (e) to attend the JJAEP if the student is placed on deferred prosecution or probation, unless the student is placed in a post-adjudication treatment facility as a condition of probation.

Districts may offer "choice" high school programs or AEPs to students who choose not to attend classes in the regular program. Choice programs are not for students who have been removed because of discipline violations. These programs sometimes offer classes to students who are trying to pass the General Educational Development (GED) assessment, in which a passing score is accepted as high school completion. These choice programs may also offer regular high school classes or credit recovery individualized programs so that students may earn a regular diploma. Many credit recovery programs are offered by computer-assisted instructional software programs.

FINDING

HCISD operates three alternative school programs to meet the diverse needs of students who do not attend classes in the regular program. The Alternative Impact Center is the first such program, opening in 1994, and

it is the district DAEP. Housed in the same building is JJAEP, which began in 1999. Both programs serve students with discipline or behavior problems that have led to their removal from the regular junior high or high schools. The other alternative program is the Academy@Hays, which opened in fall 2000 and is housed in Barton Junior High. Students attend the Academy by choice as an alternative to the regular high school program.

The Impact Center is located between Austin and San Marcos at 4125 FM 967 in Buda. The center serves students in grades 6 through 12 in the four core academic subjects. The center employs four full-time teachers, one counselor and one principal. The principal of the Impact Center described a state law, Rider 42, which gave the center funds to employ a full-time aide for every classroom. The center also employs one full-time secretary.

The HCISD student discipline policy specifically describes the offenses that result in placement in the long-term DAEP. **Exhibit 2-56** shows the types of offenses that can result in such placement, the number of incidents and the number of placements.

Exhibit 2-56
HCISD DAEP Placements
2001-02

Type of Offense	Number of Placements in AEP
Insubordination	60
Conduct punishable as a felony	6
Assault or terrorist threat	17
Possessed, sold or used drugs	52
Possessed, sold, used or was under the influence of an alcoholic beverage	15
Sexual harassment	*
Theft	*
Transition from JJAEP	*
Possessed a knife or other weapon	7
Gang activity	7
JJAEP	6

Other infractions	45
Total placements	**222**

In 2002-03, the student enrollment in the DAEP was 27.5 percent special education and 72.5 percent regular education.

Because students who enter the Impact Center go back into the regular junior high or high school program, teachers work diligently to align their curriculum and instruction with the regular program. Each teacher teaches five classes, and each one is assigned to one of the core content areas and must ensure TEKS alignment for grades 6 through 12. They must also honor modifications for special education students.

Students who are assigned to the Impact Center must serve the number of days assigned to them and then go back into the regular program without having missed too much content. The campus teachers are strongly committed to successful transition for the students and even go to the high school to observe comparable classes to ensure that their content and curriculum align.They develop email relationships with regular teachers to verify alignment, and they attend district vertical team meetings to contribute to district curriculum issues.

Making the transition back into the regular program is handled differently for middle, junior and high school students. Middle and junior high school students meet with a counselor from their campus before to review their schedules. They are then returned to their regular program. High school students are placed in the Rebel Respect program where they receive assignments from their high school teachers and then are slowly moved back into their classes. This has led to successful transitions for DAEP students.

The DAEP principal stated that students make good transitions back to the regular program because of Rebel Respect. The recidivism rate is only .06 percent for the year.

The full-time counselor at the Impact Center teaches four periods a day and counsels students half the day. The counselor recruits guest speakers to inform students about training and information they will need to learn to cope with issues in the regular program. He also works with the families of these students to help them find needed resources for crisis situations.

The Impact Center houses the JJAEP in a classroom that is separate from the DAEP students. These students must be kept separated from other students by law. The counselor helps coordinate flexible schedules so that the DAEP and JJAEP can share academic teachers.

Exhibit 2-57 shows DAEP actual operating costs for 2000-01 and 2001-02 and the budgeted amount for 2002-03.

<div align="center">

Exhibit 2-57
HCISD
DAEP and JJAEP Expenditures
2000-01 through 2002-03

</div>

Budget Category	2000-01 Actual	2001-02 Actual	2002-03 Budgeted
Salaries and benefits	$493,208	$543,292	$587,776
General supplies	$14,717	$9,240	$8,958
Travel and other	$1,606	$1,140	$1,150
Total	**$509,531**	**$553,672**	**$597,884**

Source: HCISD Alternative School principal.

Exhibit 2-58 shows staff costs for the alternative schools.

<div align="center">

Exhibit 2-58
HCISD DAEP and JJAEP Alternative Schools Staff by Position
2002-03

</div>

Position					
Administrators	**Teachers**	**Counselor**	**Aides**	**Secretaries**	**Total**
$121,823	$350,958	$55,235	$33,317	$26,443	**$587,776**

Source: HCISD Alternative School principal.

Exhibit 2-59 shows expenditures for alternative programs in HCISD and the peer districts.

<div align="center">

Exhibit 2-59
Total and Per Pupil Expenditures for Alternative Programs
HCISD and Peer Districts
2001-02

</div>

District	Enrollment	Average Daily Enrollment	Number of Full-Time Teachers	Total Expenditures	Per-Student Expenditure
Bastrop	106	79	14	$1,014,862	$9,574
HCISD	**222**	**50**	**6**	**$587,775**	**$2,647**
Lockhart	157	17	2.5	$171,850	$1,095
San Marcos	482	128.5	10	$1,104,469	$8,595

Source: HCISD assistant superintendent of Curriculum and Instruction and a telephone survey conducted by

WCL ENTERPRISES.

Although HCISD enrollment continues to grow, enrollment in the discipline programs has remained constant, with approximately 2 percent of the entire student population served in these programs. In 2001-02, total enrollment in the discipline programs was 234, a 0.4-percent increase of 26 students from 2000-01.

The Impact Center enrolled 222 students in 2001-02 and 209 students as of April 2003. Average center daily enrollment is 39.65 and 9.70 for JJAEP. Using this figure, based on salary alone, the teacher-to-pupil ratio is 8:1.

The Academy@Hays provides a completely different program from the Impact Center. Located at Barton Junior High School, the Academy is in a spacious, modern wing that can hold up to 250 students. Students attend classes in large, comfortable classrooms and computer labs with state-of-the-art technology. There is also a break room for the students to eat lunch, separate from the middle school students. One classroom holds weights and exercise equipment so that students have an indoor physical education facility.

The Academy serves as the HCISD dropout prevention and recovery program. The school was designed by a committee of community members, parents, counselors and district administrators who developed plans for the nontraditional school and recommended qualifications for principals.

More than 50 percent of Academy students are "at risk" by state PEIMS data standards. Another 40 percent have life situations (such as cancer,

anxiety disorder, depression and diabetes) that keep them from succeeding in the regular high school program. A small percentage of the students simply want to graduate in 36 months and have difficulty in the traditional program.

The Academy operates three curriculum paths toward graduation to meet the needs of students who choose not to attend the regular program. The path names are metaphors for a journey to a successful future.

The Contemporary Path integrates the core content of grade 9 and grade 10 science, social studies and English in project-based, thematic, interdisciplinary instruction. This program is the district dropout prevention program. Students work together in cooperative groups to solve problems, create presentations and build projects. Students are held accountable for individual work as well as the team product. English 3 and U.S. history are integrated, co-taught by the history teacher and the English teacher.

The Classical Path offers math, upper-division science and foreign language courses in a more conventional setting. Projects are emphasized as a tool of instruction, and teachers parallel teach the concepts when possible. This means that they attempt to teach the same big ideas or theories in their course content at the same time as the other teachers integrate those concepts into their course content. Math labs are implemented in Algebra 1 and Geometry.

The Renaissance Path offers core-content subjects by computer-assisted instruction. PLATO and Novanet software programs are available for individualized course recovery in programs that offer the content, in small, meaningful lessons. Students are provided assistance in developing the course recovery program that they need in order to graduate. Instructors are available in the computer lab to assist students when they are not able to understand the program content.

Exhibit 2-60 shows operating expenditures for the Academy@Hays from 2000-01 to 2002-03.

Exhibit 2-60
Academy@Hays Expenditures
2000-01 through 2002-03

Budget Category	2000-01 Actual	2001-02 Actual	2002-03 Budgeted
Salaries and benefits	$257,903	$430,677	$464,222
General supplies	$12,161	$14,366	$10,105

Travel and other	$6,526	$3,501	$4,500
Total	**$276,592**	**$448,544**	**$478,827**

Source: HCISD Alternative School principal.

Exhibit 2-61 shows the costs for Academy@Hays staff alone.

Exhibit 2-61
Academy@Hays Staff Costs by Position
2002-03

Position					
Administrators	**Teachers**	**Counselor**	**Aides**	**Secretaries**	**Total**
$59,358	$293,961	$52,828	$14,970	$43,105	**$464,222**

Source: HCISD Academy @ Hays principal.

Academy enrollment increased 65 percent from the first year to the second. Enrollment figures for 2002-03 show a decrease from last year. **Exhibit 2-62** shows enrollment by ethnicity.

Exhibit 2-62
Academy@Hays
Enrollment by Ethnicity
2000-01 through 2002-03

Grade Level	African American			Hispanic			Anglo			Totals		
	2000-01	2001-02	2002-03	2000-01	2001-02	2002-03	2000-01	2001-02	2002-03	2000-01	2001-02	2002-03
9	**	**	**	13	13	6	17	17	12	30	31	19
10	**	**	**	15	15	19	17	26	14	33	42	35
11	**	**	**	15	15	12	12	24	5	28	42	17
12	**	**	**	4	19	18	10	37	12	14	58	32
Totals	**	**7**	**	**47**	**62**	**55**	**56**	**104**	**44**	**105**	**173**	**104 ***

Source: HCISD Academy @Hays principal.
* Number also includes one student of "other" ethnicity and one student of a middle

The curriculum for the Academy is unique, progressive and designed to meet the needs of students who had been unsuccessful in a regular classroom setting. HCISD has shown a strong commitment to student success by providing adequate funds to train the staff. **Exhibit 2-63** shows the training opportunities the staff has had and the impact on student performance.

Exhibit 2-63
Academy@Hays Staff Development
Offered from 2000-01 to 2002-03

Professional Development	Date Offered	Evidence of Impact on Student Performance	Cost for Training
Project-Based Learning	July 2001	Increased student academic progress	$500
CORD Math Training Waco, Texas	July 2001	Increased student academic progress	$500
Crisis Management Training	October 2001	Higher level of crisis preparation	$20
Differentiated Curriculum, Book Study	August-November 2001	Students' individual learning styles will be met	N/A
Novanet Training	August 2002	Students will complete instruction in a challenging, engaging self-paced curriculum	N/A
TEKS for Leaders	July 2002	Increased student academic performance	N/A
Cooperative Learning in a Math Class	September 2002	Increased student academic performance	$175
Hays Writing Project	August 2002-May 2003	Increase student writing proficiency	N/A
Dealing with Special Needs Students	September-November 2002	Increased knowledge of faculty in dealing with students who are ADHA, have social phobias and are clinically depressed	N/A

Multicultural Issues and Curriculum	September-October 2002	Improved skills in multi-cultural understanding and curriculum	$50

Source: HCISD Academy@Hays principal.

COMMENDATION

HCISD has three well-organized comprehensive alternative programs to address the unique needs of students who are not success in regular secondary programs.

Chapter 3
COMMUNITY INVOLVEMENT

This chapter reviews the community involvement functions of the Hays Consolidated Independent School District (HCISD) in the following sections:

A. Communications and Public Relations
B. Community and Business Partnerships
C. Volunteer and Parental Involvement

Accurate, prompt, collaborative communication is vital for a school district to build a relationship with parents, community members and businesses. School districts must consider the entire community-from parents, teachers and families to area businesses, economic development organizations, nonprofit organizations and taxpaying retirees-when making decisions for public schools.

School districts communicate with these stakeholders in a variety of ways, including publications, community forums, local and area media, board meetings, special events, community access television and Web sites. Districts build positive relationships through community involvement activities such as business partnerships, volunteerism and community education programs.

Communities with excellent school systems attract new businesses, homebuyers and taxpayers. Effective community involvement efforts can enhance the quality of educational programs and expand the resources of a school district.

BACKGROUND

Exhibit 3-1 shows the HCISD school and community relations organization. In the 2003-04 budget, the district eliminated two positions that had previously been part of the school and community relations function, the volunteer coordinator and the Partners in Education (PIE) program coordinator.

Exhibit 3-1
Organization of HCISD School and Community Relations Function

June 2003
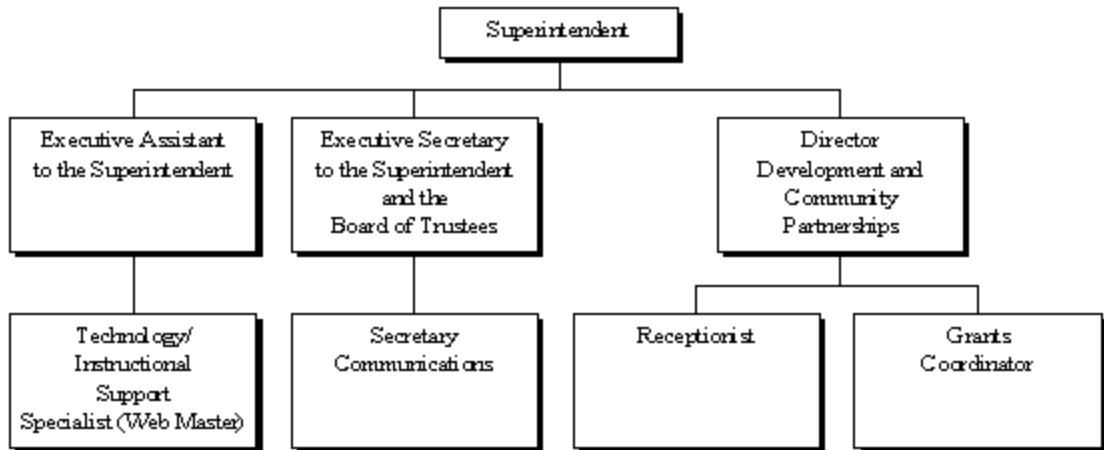
The Texas Education Agency (TEA) Financial Accountability System Resource Guide (FASRG) describes the rules for Texas school district financial accounting, budgeting and reporting and related compliance matters. FASRG Section 1.4.3 instructs districts to include expenditures for services or activities that relate to the whole community or some segment of the community, other than regular public education and adult basic education services in this area.

HCISD chose the San Marcos, Lockhart and Bastrop ISDs as peer districts, for comparison purposes.

In 2002-03, HCISD budgeted $55,143 for the education foundation and the PIE program, a part of the overall total community services. As shown in **Exhibit 3-2**, HCISD reported total community services expenditures of $68,897 for an average of $7.95 per student, which was the lowest among the peer districts.

Exhibit 3-2
Community Services Budgeted Expenditures
HCISD and Peer Districts
2002-03

District	Enrollment	Budgeted Expenditures	Per Student Expenditure
HCISD	**8,663**	**$68,897**	**$7.95**
San Marcos	7,064	$76,801	$10.87
Bastrop	7,254	$154,293	$21.27

Lockhart	4,469	$422,197	$94.47

Source: TEA, Public Education Information Management System (PEIMS), 2002-03.

Chapter 3
COMMUNITY INVOLVEMENT

A. Communications and Public Relations

Good school district public relations require solid two-way communication techniques. School districts have a responsibility to tell parents and taxpayers how the district spends its money and to enlist their help in delivering high-quality, effective, efficient programs. Effective communications and community involvement programs build trust, confidence and support.

FINDING

HCISD sometimes names its facilities after distinguished Hays citizens, especially those who have made significant contributions to the educational program of the district.

To name one new elementary school, the superintendent used the district newsletter to ask for names of individuals in the community, plus contributions they had made to the school district. The district chose to name the school after Rosalio Tobias, a board member from 1981 to 1993 who served as board president for four years, a founding member and vice president of the HCISD Education Foundation and a member of several HCISD committees, including the superintendent's Minority Advisory Committee and the Team Hays Scholarship Committee.

The Texas Association for Bilingual Education recognized the board member in 2003 with an Award in Community Advocacy. In 2001, the State Board of Education named him as one of 15 statewide Heroes for Children, volunteers who are strong advocates for Texas children.

COMMENDATION

HCISD recognizes community members who have made significant contributions to education by naming its facilities for them.

FINDING

HCISD uses a reader-oriented focus in its publications, using "bullet" statements and avoiding use of educational jargon.

The district earned five Gold Stars and two Silver Stars for excellence in school communications from the Texas School Public Relations Association (TSPRA) during its 2003 annual conference. TSPRA is a

professional organization that promotes public schools through effective communications and is an award-winning chapter of the National School Public Relations Association. TSPRA's more than 500 members consist of public information officers and communications directors who serve Texas school districts and educational associations and agencies in Texas. The membership also includes superintendents, principals and other school administrators. Each year, TSPRA recognizes school communicators for outstanding work in both printing and electronic media. More than 800 entries were received in 2002-03. Entries selected as the best in the state were honored with Silver Star, Gold Star and Best of Category awards.

HCISD has had several Gold Star-winning publications. A brochure entitled the Parent Academic Guides, which is for elementary, middle school and high school levels, earned one Gold Star. The guides offer a quick snapshot for parents about what their children are learning in each grade level. Earlier HCISD curriculum guides had been cumbersome, hard to read and loaded with education jargon that parents found difficult to understand. Another asset of the guides is their "bullet" format, which helps the reader obtain information at a glance. The district had the guides printed professionally and translated into Spanish, and sent one home with each child. There are plenty of copies for teachers and principals to use in parent-teacher conferences.

Another prize-winning publication is the Education Foundation's Academic Recognition Banquet program, which was given to each member of the top 10 percent of the graduating class. In only two years, the banquet has become a major district event. During the event, a professional photographer takes a studio photo of each top 10 percent student with the teacher who made the greatest impact on his or her life. Each photo, designed to have an impact, is unique to the student and teacher; some have props, some are very dramatic and some humorous. Comments from the students about how those teachers affected their lives and college plans accompanied the photographs. The program also included photographs of each school's Teacher of the Year. Initially, the target audience was the students, their parents and the teachers, but Foundation members now use the programs to attract Foundation investors.

Also a Gold Star winner, *Noticias y perspectivas* translates the district newsletter for Spanish-speaking families. Since studies show that individuals who speak both English and Spanish in their homes are more likely to read in Spanish, the district decided to translate every district newsletter. *Noticias y perspectivas* is published once every six weeks. The district prints 5,500 English and 5,500 Spanish versions of the newsletter. The newsletter is sent home with elementary students and is available to

all secondary schools. Copies are sent to local libraries and distributed at all superintendent advisory committee meetings.

The Education Foundation 2002 Annual Report won a Gold Star in its first publication year. The Foundation rewards teachers for innovative ideas. Because the Foundation survives on donations and supporters, presenting the names of the Founding Donors was another key component of the report. Publishing donor names serves as a way to thank current donors and encourage potential donors.

Also a Gold Star winner, the HCISD nomination document for the Texas Association of School Administrators/Texas Association of School Boards Superintendent of the Year award was designed to present a complete picture of the workings of the district. Because each section of the document is simply an essay that answers a few related questions, responses can be dull and uninteresting. HCISD's decision to present each answer as a news story highlighted the result and used board member and superintendent's cabinet member comments. The HCISD superintendent won the award.

HCISD won Silver Star awards for its 2002-03 Budget Book. Designed to be a comprehensive source of district information for community members, the Budget Book offers financial highlights about the school district and general information. It becomes a financial tool for the board and for others who are interested in HCISD finances. For "key communicators," it serves as a general informational tool and an excellent reference. The district task force used the budget book to find tax rates, tax rate histories, enrollment rates and projections, fund balance trends, budget trends, construction master plans and the school board's budget priorities. Because HCISD has a very limited printing budget, the Budget Book had to be created at the lowest cost possible. The Finance and Communications departments wanted to report pertinent budget information in a timely manner, while using the book as a vehicle to distribute information. The district produced the book the first week in October, following the approval of the budget on August 26. The innovative budget process in HCISD is one of the district's strengths, so presenting that process and how it uses staffing ratios were key objectives. Printing costs were kept to a minimum with in-house design and reproduction. An outside service laminated the covers and bound the books.

News N Views, the English version of the district newsletter published every six weeks, also won the Silver Star. The district sends the newsletter home with elementary students; makes it available in the front offices of the middle schools and the high school; posts it on the district Web site; and mails it to 100 "key communicators" in the district, including local

media. The newsletter includes the superintendent's column, the latest information from the Education Foundation and the PIE program, a district calendar and a half-page feature about parental involvement and news briefs. The cover is always a districtwide news story, and the rest of the newsletter is devoted to features and photographs.

In 2001, HCISD also earned Star awards for the academic banquet, the HCISD logo, the honor board nomination, the Spanish-language newsletter, the Foundation video and the Budget Book.

COMMENDATION

HCISD's reader-oriented publications earned the district statewide honors for excellence.

FINDING

HCISD provides information about school, district and board activities to all HCISD parents, using several methods. **Exhibit 3-3** shows how HCISD communicates with parents and the community.

Exhibit 3-3
HCISD External Communications
2002-03

Communication	Description	Method of Distribution	Frequency
HCISD Web site	District and school news	Internet	Daily
School newsletters	School and Parent-Teacher Association (PTA)/Parent-Teacher Organization (PTO) information	Distributed at schools	Weekly
District newsletter	*News N Views* (English & Spanish)	Distributed at schools; mailed to 100 citizens who have served on committees	Every six weeks
Newsletter (PTA/PTO)	*Dimensions*; calendars and events of school PTA/PTO	Distributed at schools	Quarterly
School calendar	Informational	Flyer and Newsletter	Yearly

Information guide	District profile, student achievement, finance, curriculum, other basic facts	Each school distributes; district provides to local chamber of commerce, Buda city hall and Kyle city hall	Yearly
Student handbooks (English and Spanish)	Policies and practices of the schools	Distributed at each school	Yearly
Brochures	Programs and service information	Available at each school and district office	As needed
Board Briefs	Information about district board meetings	Web site; 100 copies distributed to advisory committee members	Every board meeting

Source: HCISD, executive assistant to the superintendent.

Board information is available on the district Web site and is offered to minority, ministerial and community advisory committees. *News N Views* is available from each school every six weeks, and 100 key communicators get a mailed copy.

Sixty-seven percent of the HCISD parents strongly agree or agree with the survey statement, "The district regularly communicates with parents" (**Exhibit 3-4**). Eighty-five percent of teachers, 93 percent of principals and assistant principals and 93 percent of district administrative and support staff also agreed or strongly agreed with the statement.

Exhibit 3-4
Survey Results of HCISD Respondents to the Statement,
"The district regularly communicates with parents"
March 2003

	Percentage of Respondents		
Group Surveyed	**Strongly Agree**	**Agree**	**Total**
Teachers	20%	65%	85%
Principal and assistant principal	36%	57%	93%
Administrative and support staff	29%	64%	93%
Parent survey	13%	54%	67%

COMMENDATION

Through a variety of methods, HCISD communicates regularly with district parents.

FINDING

The February 2003 bond issue referendum failed by more than a 2:1 vote. The result demonstrated a wide division in the community. Based on interviews conducted by the review team and comments from participants in the community forum and focus groups, a series of perceptions by community members contributed to the bond issue defeat and showed the causes for the division in the community.

Implementation of the 2001 bond issue remains a source of contention. Although new school construction, classroom additions at existing schools and football stadium renovations began at the same time, the stadium renovations were completed before new schools and additional classrooms were constructed. District staff told the review team that this occurred because the extracurricular projects were smaller in scope, not higher in priority; however, focus group participants who opposed the bond issue perceived HCISD's first priority to be athletics over instruction.

Unlike the 2001 bond referendum in which there were two propositions, one for athletic and performing arts facilities and one for schools and classrooms, the Bond Task Force recommended that the 2003 referendum have only one proposition. Focus group participants who opposed the referendum viewed this as an "all or nothing" situation presented to the community.

Building a second high school, approved in 2001, was still opposed by long-time community members. Some information that opponents distributed led some voters to believe that voting against the 2003 bond referendum would block construction of the second high school.

Opposition to the bond issue was broad-based, including former board members, a former long-time superintendent, former HCISD employees and other strong community leaders. Focus groups and interviews conducted by the review team showed that a substantial part of the community opposed the bond for several reasons: the poor economy, the additional tax impact on households and disagreement with other district decisions, such as eliminating the confederate flag as a spirit symbol at Hays High School.

Focus group and forum participants also said that the board is not attuned to its constituency. Some board members said they had difficulty getting representation of all viewpoints on committees, such as the bond committee that prepared the February 2003 bond package, and in district processes, such as participating in community meetings to develop a profile for the new superintendent.

The 2003 bond package was developed by the staff and presented to the community committee. According to several original members of this committee who participated in focus group sessions, the district provided little or no opportunity to modify the staff-prepared package. As a result, several focus group participants said that they stopped attending committee meetings. The district organized the 2003 bond task force by asking all 2001 task force and bond oversight advisory committee members to serve, with a few additions.

Focus group participants also said that the district lacks public dialogue and that board members are not always accessible to the community.

Clear Creek ISD has a school boundary advisory committee with diverse, districtwide representation: one parent of a student from each intermediate school, additional community members (whether parents or not), nine parents of elementary students (no two from the same elementary attendance zone) and three parents of high school students.

Bastrop ISD publishes advertisements in the local newspaper that encourage people to sign up for bond committees, indicating that all who sign up will be appointed to the committees.

Recommendation 11:

Develop an action plan with the new superintendent to reach out to a diverse constituency to determine HCISD needs and the most appropriate way to fill those needs.

It is important to engage the most important public opinion leaders, who are or will become the district's best supporters, to give the board valuable feedback about the feasibility of additional school facilities. They will be valuable resources in reestablishing the confidence and trust that were damaged in the failed bond referendum initiative.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent establishes a committee of 50 to 75 citizen opinion leaders from a broad cross-section of the HCISD population.	October 2003

2.	The superintendent organizes the committee into subcommittees (new facilities, demographics, renovation of facilities); each subcommittee will designate a chairperson for their group.	October 2003
3.	The superintendent schedules the committee to meet once per week for eight to 12 weeks to study data and develop a recommendation for the committee of the whole.	October-December 2003
4.	The committee designates a spokesperson to present its recommendation to the board for consideration and action toward addressing the future facility needs of HCISD.	January 2004

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

HCISD lacks an overall community involvement program participation plan. The scope and success of HCISD volunteer initiatives vary from school to school, and community members commented that the needs and concerns of parents and other citizens are not being heard, which affects the district's relationship with the community.

Three HCISD schools have Parent Teacher Associations (PTA), five schools operate a Parent Teacher Organization (PTO), two schools have a Parent Teacher Student Organization (PTSO) and one school has a Parent Teacher Student Association (PTSA). PTAs are affiliated with state and national groups, but PTOs are local. The PTSOs and the PTSA have students on the board of directors who have a voice and a vote in decisions.

Involvement in school PTAs and PTOs is inconsistent among the schools. The organizations recruit classroom volunteers, help in the workrooms and recruit Field Day volunteers. The central office staff, including the superintendent, meets with PTA/PTO representatives every other month at the Presidents' Roundtable, a forum to express concerns, share successes and network. The central office gives each PTA/PTO an email address to assist them in communicating with members and with the central office. The central office also produces *Dimensions*, a quarterly newsletter with PTA/PTO calendars and events. **Exhibit 3-5** lists PTA/PTO membership by school.

Exhibit 3-5
HCISD PTA/PTO Membership
2002-03

School	PTA/PTO Membership
Buda Elementary	231
Dahlstrom Middle	183
Elm Grove Elementary	443
Fuentes Elementary	150
Hemphill Elementary	68
Kyle Elementary	144
Tom Green Elementary	62
Barton Junior High	120
Hays High	127
Wallace Middle	15
Academy@Hays	30
Total PTA/PTO Membership	**1,573**

Source: HCISD, Partners in Education liaison.

More than 660 parents and community volunteers and mentors logged more than 8,900 hours at HCISD. Levels of volunteer activity vary widely among the schools, as shown in **Exhibit 3-6**.

Exhibit 3-6
HCISD Volunteer Efforts
2002-03

School	Number of Volunteers	Number of Volunteer Hours	Activities Performed	Number of Mentors (*)	Number of Mentor Hours
Kyle Elementary	89	1,051	Refilling books in library, assisting students with Accelerated Reading tests, laminating, copying classroom worksheets, die-cuts, class projects, parties and listening	0	0

			to students read.		
Buda Primary/ Elementary	30	511	Assisting teachers with daily activities, copying, laminating, bulletin boards, fundraising and the annual carnival.	0	0
Green Elementary	90	227	Helping with student activities, bilingual classes, bilingual parent representative, field trips and office work.	0	0
Elm Grove Elementary	60	1,600	Mentors meet with students at school on a weekly basis for 30 minutes each session.	36	305
Fuentes Elementary	45	1,000	Copying, cutting, laminating, bookmaking, answering phones, helping with pictures, field day volunteers (concessions, putting out items for events) and library book sales.	20 (started program in April)	N/A
Hemphill Elementary	15	342	Hall monitoring, helping teachers with copying and classroom work, volunteering at dances and programs and monitoring the cafeteria.	0	0
Wallace Middle	21	363	Copying activities, run the concession stand at games and help with Spirit Days twice a month.	0	0

Dahlstrom Middle		183	2,900	Teacher appreciation lunches, gifts; supplies for the needy; special programs; making copies for tutorials; chaperones for school events, run the concession stands at athletic events, Spirit Day; produce school directory.	21	84
Barton Junior		13	25	Concession stand, booster day, teacher luncheons and book fair.	0	0
Hays High		105	843	Work with Robotics, Synergy, Flashpoint, Career and Technology classes, computer repair, Robotics club, after-school clubs, act as speakers in the classroom and assist teachers in the classrooms with real-life work applications.	22	200
Academy@ Hays		15	22	Parents serve as guest speakers during Career Fair and speak to classes, help teachers in the workroom and help with fundraisers.	0	0
Impact Center		1	70	Impact Center volunteers primarily serve as mentors. A volunteer was recognized this year for helping students build a labyrinth and	0	0

			giving a lesson on the history and purpose of labyrinths.		
Total	**667**	**8,954**		**99**	**589**

Dahlstrom Middle School reported the highest number of volunteer hours reported. For elementary schools, the number of volunteer hours is highest at Elm Grove, Kyle and Fuentes. Among the elementary schools, Buda, Green and Hemphill reported the lowest numbers of volunteer hours, although Green Elementary had the highest number of volunteers. It is not unusual for volunteer involvement to lag at the secondary school level and where there are high numbers of at-risk students. Inflexible work schedules and the absence of non-traditional avenues for volunteering often keep parents of at-risk students from volunteering.

The director of Development and Community Partnerships is charged with overseeing the PIE program and volunteer programs. The director recently developed a draft volunteer handbook; the final version will be distributed in 2003-04. HCISD is currently piloting a senior program. Volunteer support is important during the planning and implementation phases of these projects.

Although the HCISD board and its interim superintendent believe communication and community involvement activities are important, without direct input from community members, it is difficult for the board and administration to gauge success in communication. The board identified communication as two of 10 critical components in its February 2002 District Excellence Initiatives System, including Goal V, which is to engage families to become involved in their child's learning and Goal IX, school/community relations.

The interim superintendent chairs the minority, ministerial and community advisory committees that meet every other month. The interim superintendent works with the Buda Chamber of Commerce and the Committee Alliance Northern Hays County, a regional economic development group. Both organizations meet monthly. The executive assistant to the superintendent works with the bond task force, the attendance zone committee (now inactive), the calendar committee (meets in January 2004) and the presidents of PTA/PTO committees, which meet

quarterly. The director of Development and Community Partnerships chairs the PIE executive committee, which meets every other month; the quarterly meeting of the Parent/Teacher Roundtable (members are presidents of school groups); and the Foundation meetings.

The director of Development and Community Partnerships describes the strengths of the district's community involvement activities: its advisory committees, survey results finding that individuals saw that more activities were conducted than previously thought, the business prospect list, the tracking of contributors and volunteers and the district's process of getting a framework in place. The director said that the weaknesses include difficulty in handling the transition from a small-town environment, lack of coordination between Title I and parents, the need for a cohesive package and partnership and school relationships ("bringing it all together"). The executive assistant to the superintendent said parental involvement efforts can be improved by working with the principals to recognize the value of parental participation.

In spring 2000, the Association of Texas Professional Educators (ATPE) *ATPE News* in "Completing the Educational Picture," supplied the following four guidelines:

- parents should be on schools' most-wanted lists;
- principals are a key component in making it work;
- studies from the U.S. Department of Education and many other sources have proven time and again that parental involvement increases student achievement, reinforces community and school bonds and leads to parents' heightened overall awareness of their children's well-being; and
- parental involvement is crucial to the success of every school community and to the entire world, for that matter.

Arlington ISD (AISD) developed a public engagement plan that included four goals: build understanding among community and staff of the need to involve everyone in the work of AISD; develop public awareness and understanding of the district's efforts to assess student achievement; develop programs and materials that provide information on school programs, choices and progress; develop public awareness and understanding of the district's maintenance and operations budget, tax rate and tax cap.

The Galveston ISD (GISD) board held three "outreach" meetings at different schools in 2000-01 and an additional meeting at Bolivar. GISD has convened two town hall meetings at the request of parent and constituent groups. The first meeting addressed facilities needs at Bolivar; more than 100 citizens attended to discuss options and share views about

the school on the peninsula. The school board convened a second town hall meeting to address the potential rezoning of middle schools versus the possible closing of the oldest middle school on the island. Each meeting was held in a large district facility, heavily advertised and promoted and offered unlimited opportunity for public input.

Killeen ISD (KISD) increased superintendent accessibility and involvement in the community. By regularly sharing information and gathering input from the public, KISD created a positive relationship with the community. Public input indicated that the superintendent was accessible to meet with parents and business and community groups to discuss important issues about the district.

Recommendation 12:

Develop a community involvement plan that promotes overall community participation and a positive relationship with the community.

As part of the annual planning process, the community involvement plan should be developed and guided by a community involvement committee appointed by the superintendent, in consultation with the board. The committee will consist of PTO and PTA presidents, the executive assistant to the superintendent, the director of Development and Community Partnerships, the school-based volunteer liaisons, site-based committee chairs, business leaders and community agency heads. The advisory group can help with the identification of needs and objectives of the plan and should provide feedback about the development of effective strategies for community involvement.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent and board identify the names of members and alternates to serve on the community involvement committee.	October 2003
2.	The director of Development and Community Partnerships compiles a complete list of members and notifies members of their appointment.	October 2003
3.	The executive assistant to the superintendent prepares and issues a press release naming the committee members and describing the process, and writes an article for the district newsletter.	November 2003
4.	The director of Development and Community Partnerships develops a work plan for the committee.	November 2003
5.	The director of Development and Community Partnerships	December

		convenes a meeting of the committee to present the work plan and identify community involvement ideas and strategies.	2003
6.	The director of Development and Community Partnerships prepares a draft community involvement plan and presents it to the committee for review and comment.	December 2003
7.	The director of Development and Community Partnerships prepares a final plan, incorporating the committee's input.	January 2004
8.	The superintendent presents the plan to the board's planning and evaluation committee, which reviews and submits the plan to the full board for adoption.	February 2004

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 3
COMMUNITY INVOLVEMENT

B. Community and Business Partnerships

In addition to volunteering, community volunteers and business partnerships are active throughout HCISD in each school. Participation occurs primarily in the PIE program, the HCISD Education Foundation and through grants for programs.

The PIE program creates and fosters effective community partnerships that support and enrich student learning and success. Partners may include businesses, community members, civic leaders, staff, parents and students.

The Education Foundation is a nonprofit, tax-exempt organization created to benefit HCISD. The independent organization and its board of directors work to enhance education and achievement in the district.

The Development and Grants Office helps HCISD staff members who seek external funding, primarily grants, to support district and school goals. The office connects people who write proposals with funding sources and offers technical assistance and information on grant opportunities.

Exhibit 3-7 lists the HCISD grant awards the district received from 2000-01 through 2002-03.

Exhibit 3-7
HCISD Grant Awards
2000-01 through 2002-03

Year	Grant Program	Scope	Award Amount
2000-01	Verizon Foundation	Technology - Education Foundation	$20,000
	Smaller Learning Communities - U.S. Department of Education	Hays High School smaller learning communities; Synergy, XLR8 and the Academy@Hays	$466,300 over three years
	Adult Education - English Literacy and Civics - TEA	Collaborations with Community Action Council	$107,000

	Ninth Grade Success Initiative - TEA	Hays High School and Academy@ Hays for parent and teacher training and student enrichment activities outside of the school day	$50,000 - HHS; $32,050 - Academy
	Webber Family Foundation	Digital projector cart - Hays High School	$5,000
2001-02	Drug Prevention and School Safety - Department of Education	Middle school drug prevention and safety coordinators funded through 2003-04	$502,895 over three years
	Pedernales Electric Cooperative	Even Start - program expansion	$300
	Improving Teaching & Learning - TEA	Hays High School to implement the Hays Writing Project	$450,000 over three years
	Adult Literacy and Civics - TEA	Adult literacy and ESL civics classes two nights a week at TGES and HES	$300,000 over two years
	Dell Foundation	Elm Grove - multimedia platform	$10,000
	Texas Department of Health - School Health Program	School-based health clinic	$124,998
2002-03	Pedernales Electric Cooperative	Even Start - program expansion	$300
Total			**$2,068,843**

Source: HCISD, director of Development and Community Partnerships.

FINDING

HCISD offers opportunities for community members to be involved in district activities that support the students. A highly defined PIE program establishes the basis for the district/community/business partnerships.

Celebrating Partnerships: HCISD Partners in Education 2001-2002 Annual Report, a Message to Our Partners states that: "Education works best in partnership with the entire community. HCISD provides quality education because the community is warmly invited to assume a variety of

roles in the process. Acts of benevolence and partnerships that contribute to student success are countless...each role assumed by the community, from brief assignments to multifaceted programs, is a valued part of the education process."

The mission statement reads: "The HCISD Partners in Education program enriches student learning through dynamic community partnerships," in overall support of the HCISD mission statement that "HCISD prepares students to become responsible, productive and informed citizens" to "...promote(s) greater business and community involvement in a cooperative effort with our schools to strengthen and enhance the quality of education. Partnerships extend learning experiences for students and teachers while strengthening the relationship between schools and community... (this) brings together the resources, talents and services of the schools and the community to enhance the education of our children..."

The PIE program focuses on business and community involvement to enrich and support student achievement by encouraging business people and community members to be tutors, judges, speakers and mentors. In-kind donations and direct financial support are other forms of support. Business and community partners accounted for $164,912 in contributions. **Exhibit 3-8** offers a contribution analysis by category.

Exhibit 3-8
HCISD PIE Contribution Analysis by Category
2001-02

Category	Amount
Goods (computers, furniture, school supplies, incentives)	$156,442
Cash (donated for specific school programs)	$6,670
Volunteer/Services	$1,800
Total	**$164,912**

Source: HCISD, director of Development and Community Partnerships.

Because 2001-02 was HCISD's first PIE annual report, it is still in a development stage. Schools and the district continue to work on a comprehensive volunteer reporting process. The 2001-02 report did not include direct contributions and not all the volunteer hours were reported. The PIE office recorded 5,932 volunteer hours in the first eight months of 2002-03. The Points of Light foundation and volunteer center national network is an organization that provides information to assist workplace volunteer efforts. By comparing these hours to the Points of Light

volunteer hourly standard of $16.54, these volunteer hours generate a value to the district of $98,115.

As shown in **Exhibit 3-9**, partners support student learning in five ways:

- partners support activities and strategies to address specific goals and objectives found in individual campus action plans and the district action plan;
- partners encourage students to strive for academic excellence by providing incentives for attendance, honor roll and scholastic improvements;
- partners support teachers and staff by providing incentives for staff development and attendance;
- partners provide supplies and support for fundraisers that allow schools and programs to purchase needed supplies and equipment; and
- partner resources go directly into the classroom to support instruction.

Exhibit 3-9
HCISD Distribution of PIE Resources by Category
2001-02

Category	Percentage
Campus Action Plan	10%
District Action Plan	7%
Fundraisers	20%
Instructional	6%
Student Incentives	29%
Supplies and Equipment	20%
Teacher Incentives	8%

Source: HCISD, PIE Annual Report, 2001-02.

HCISD requires a formal agreement with each partner. The district produces annual and monthly reports for each partnership so that current data are available for evaluation and decision-making. The district recognizes partners at least annually at each school and districtwide for their respective roles. Internal and external publications highlight the partnerships.

More than 150 business partners support the district. Some partners make financial contributions; others provide in-kind or volunteer service to the district. For school partnerships, HCISD provides a *Partners in Education School Contact Handbook (2002-03)* that details school-based partnership guiding principles. The handbook contains program information necessary to coordinate district/ school initiatives and information about volunteers, recognition, the district calendar and use of forms. This handbook represents the result of PIE best practices.

HCISD encourages parents, community members and business partners to support district and school activities with in-kind support such as student incentives, supplies and equipment, fundraising and instructional supplies (**Exhibits 3-10** and **3-11**).

Exhibit 3-10
HCISD Districtwide Partners
March 2003

PIE Districtwide Partners	
Austin Coca-Cola	Jack in the Box, Buda
AVS	Jardine Ranch
Burger King, Buda	Kaufman and Broad Homes
Buda Lions Club	Lennar Homes
Blockbuster Video, Buda	Mr. Gatti's, San Marcos
Cafe 1626	McDonalds, Buda
Chatleff Controls, Inc.	Motorola
Centex Materials	Namasco Steel
Clark Wilson Homes	Pedernales Electric Cooperative
Grande Communications	Pulte Homes
HEB, Buda and corporate	Ryland Homes
San Marcos Manufacturers Association	TexBest Travel Center
Sonic, Buda	Texas Disposal Systems
Subway, Buda	The Texican Restaurant
Texas Lehigh Cement Company	Time Warner Cable
Target, San Marcos	Wells Fargo Bank, Kyle

Exhibit 3-11
HCISD School Programs
March 2003

PIE Individual School Partners	
Job/Career Fair	Christmas at the Ballet
Fuentes Stars' Spaghetti	Bowling Partners
Disks A Plenty	Is It Murder...Or Not?
Bikes for Attendance	National Tree Trust
HEB Champions	Peer Mediators
Blankets for Kids	Well Clinics
Nurturing/ESL at Hemphill	HealthFest Success
Buda Carnival Rocks	And the Band Plays On
Computer Donation	AMD's Reading Room
We All Eat Spaghetti!!	Odyssey of the Mind

Source: HCISD, PIE program.

Fundraiser activities, which the district designs to meet specific needs, account for 20 percent of the PIE distribution. Principals, teachers and parents give money and time to identify the fundraising activity best suited to their school. Businesses provide volunteers, equipment, donations and name-recognition support. Activities are organized and scheduled to meet the desired objective. The level of participation, funds raised and objectives attained determine the level of success.

The resulting funds are important supplementary resources for goods and services. Supplementary instructional materials were provided for the Nurturing/ESL program at Hemphill Elementary. The funds also provided performance incentives, such as Bikes for Attendance. Each program engages students, parents and community in supporting their local schools. **Exhibit 3-12** lists 2001-02 HCISD business and community organization partnerships and contributions. The district actively recruits business partnerships by inviting prospective partners to the school, allowing them to see firsthand the kind of high-quality programs the schools offer. HCISD sees this as an important link with the community that builds support as well as pride and personal ownership in the public schools.

Exhibit 3-12
HCISD Business and Community
Partnerships and Contributions
2001-02

School	Partnerships	Contributions
Buda Elementary	23	$7,797
Elm Grove Elementary	22	$10,663
Fuentes Elementary	25	$11,854
Green Elementary	28	$10,118
Hemphill Elementary	21	$9,797
Kyle Elementary	24	$9,133
Dahlstrom Middle	31	$9,476
Wallace Middle	20	$6,245
Barton Junior High	14	$4,732
Hays High School	49	$59,420
Alternative	11	$3,165
Districtwide	49	$22,513
Total	**93***	**$164,912***

Source: HCISD, final PIE contributions, 2001-02.
*Note: The number of partnerships listed as 93 above is an unduplicated number provided by the district because the same partnerships may exist on more than one campus. Note, however, that the total number above adds to 317 partnerships. Also note that the $164,912 is the amount provided by the district, however, the total listed above actually adds to $164,913.

COMMENDATION

The multiple opportunities for participation in support activities by community members and partners enhance support for HCISD schools.

FINDING

A Board of Directors, including both an executive committee and board members, governs the HCISD Education Foundation, created in 1997 and reorganized in 2000 (**Exhibit 3-13**).

Exhibit 3-13
HCISD Education Foundation Board of Directors
2002-03

Members of the Board		
Judy Carr President	**Jimmy Ferguson** McDonalds of Buda	**John Orr** At Large Inn Above Onion Creek
Rosalio Tobias Vice President	**Bob Gregory** Texas Disposal Systems	**Lee Raines** Truck City Ford
Eugene S. Lusby, CPA Treasurer	**John Hatch** Community Member	**Art Rodriguez** Advanced Micro Devices
Dr. Marvin Crawford Secretary	**Gerry Essl** Texas-Lehigh Cement Company	**Walter Rudzinski, Ph.D.** Community Member
Laurie Cromwell Past President	**Dan Keitz** Community Member	**Cyndy Slovak-Barton** *The Free Press*
Scott Bell At Large Paragon Benefits, Inc.	**Dale Linebarger** At Large Linebarger Goggan Blair Pena & Sampson, LLP	**Olga Tenorio** Texas Education Agency
Archie Montemayor Montemayor & Associates	**David Mahn** Benchmark Development	**Sandra Tenorio** Texas Rural Communities, Inc.
Joe Munoz HCISD Board of Trustees Representative	**Michael Thames** Michael Thames Custom Homes, Inc.	**Cathy Chilcote** HCISD Partners in Education

Source: HCISD, Education Foundation Overview.

The foundation, a separate organization from the PIE program, generates and distributes resources to the district to enrich, maintain and expand programs to develop excellence in education. The foundation is a 501(c)(3) nonprofit tax-exempt philanthropic organization of citizens who support the educational programs for the students and staff of the district.

The foundation provides funds for educational programs and activities that either have not been funded or have been under-funded in the normal operating budget. The funds are used to facilitate student achievement and skill development, to recognize and encourage staff excellence and to expand community involvement from individuals, businesses and civic organizations. **Exhibit 3-14** shows a financial analysis of foundation revenues, expenses and fund balance. According to the district, the expenses represent program support, because all the funds spent each year are for grants and other educational programs.

Exhibit 3-14
HCISD Education Foundation Revenues, Expenses and Fund Balance
1998-99 through 2001-02

Year	Revenues	Expenses	Net fund balance at end of year *
2001-02	$117,216	$80,478	$105,230
2000-01	$77,659	$109,178	$68,492
1999-2000	$126,977	$47,100	$100,012
1998-99	$20,135	$0	$20,135

Source: Department of the Treasury, Internal Revenue Service, Form 990, Return of organization Exempt from Income Tax, 1998-99 through 2001-02.
*Amount is a cumulative balance and does not represent revenues less expenses for each year.

Although still new, the foundation has made progress in involving business and community members in its activities. Developing a well-organized initiative has returned results in fundraising and public participation. Standing committees led by an executive committee include: Grants, Marketing/PR, Texas Scholars, Finance, Alumni Association, Legal Affairs & Planned Giving and Team Hays Scholarships. Special Events committees include Family Celebration, Academic Banquet, Golf Tournament and Denim & Diamonds. The foundation organization overview describes in detail the following organizational functions: Administration; Organization; Mission, Goals, Funding Priorities; Grants; Fund Raising; Board of Directors; Legal Affairs; Financial; and Alumni Relations. The foundation is well organized and offers a way for HCISD to expand its community and business partnerships and develop new partners and resources.

To achieve its mission, the foundation encourages students to work to their highest potential, supports district staff for innovative efforts, recognizes staff for exemplary teaching and builds community awareness for the HCISD Education Foundation.

For funding priorities, the foundation supports the following initiatives to achieve its mission:

- Innovative Teaching Grants Program:support for innovative classroom projects designed by teachers for which conventional funding is not available. Over the past four years, 53 grants valued at more than $135,000 have been awarded to more than 200 teachers.
- Academic Recognition and Teaching Excellence Program: events that highlight the academic achievement of students and the dedication of exceptional teachers.
- Professional Development Grant Program: provides funds for HCISD teachers to expand their learning and further enhance their students' learning.
- Family Involvement Program: events and resources that support family participation in the children's education and a recognition of Volunteers of the Year.
- Team Hays Scholarship Fund: scholarships supported by HCISD employees.
- HCISD Alumni Association: to encourage the continued involvement of graduates of Hays High School, Buda High School and Kyle High Schools.

Six additional accomplishments of the foundation include the following:

- established an academic recognition program to recognize students and teachers who supported the students;
- presented laptop computers to 98 graduating seniors in recognition of their academic achievement;
- awarded 22 scholarships to HCISD graduates through the Team Hays employee contribution program;
- awarded five staff development scholarships to teachers;
- established the first district Teacher of the Year recognition program; and
- established the first district Volunteer of the Year recognition program.

COMMENDATION

The foundation accomplishes its mission by generating financial resources and implementing programs to develop excellence in education and opportunities for students.

FINDING

HCISD honors students and teachers for their accomplishments. The Star Makers 2002 Academic Recognition Banquet, sponsored by the HCISD Education Foundation, celebrates students' academic achievements and teaching excellence. Forty-four college-bound students in the top 10 percent of the graduating class identified a teacher to recognize who had made an extraordinary impact on their life. One student stated about her teacher that "(her) positive attitude and vastknowledge of computer science has helped direct me towards my chosen career: Computer Networking. (She) is the driving force in my life."

The banquet becomes the culminating event to recognize the teachers who have had an extraordinary impact on the lives of their students, and to recognize students for their achievements. The program contained a picture of each student and their selected teacher. Also recognized at this event were the HCISD Teachers of the Year for each school whose pictures were included in the program. Each teacher was selected by a committee for teaching expertise, esteem of their faculty and impact on student achievement.

COMMENDATION

The Star Makers 2002 Academic Recognition Banquet, supported by the HCISD Education Foundation, celebrates academic achievement and teaching excellence.

Chapter 3
COMMUNITY INVOLVEMENT

C. Volunteer and Parental Involvement

School districts that develop a strong base of volunteers create good relations with their communities. School volunteers are an important part of a school team, give young people a valuable role model of responsible citizenship and provide many other benefits to the students and the schools.

HCISD Board Policy GKG (Legal/Local) governs the school volunteer program. Volunteers in the school work directly under the supervision of the principal. HCISD performs a criminal history check on prospective school volunteers and informs volunteers when they may begin services.

FINDING

HCISD's Hemphill Elementary School has developed a parent involvement program that embraces the mission of extending educational opportunities and comprehensive services to meet the needs of its families. The Texas Association of School Boards Parent Learning Network recognized the program as one of 15 Texas Outstanding Parent Programs (TOPP).

The Hemphill parent involvement program includes "Taco Talks," early morning parent/principal open forums; the provision of free postage to staff members to contact school families; low-cost monthly family study trips to museums and cultural events in Central Texas; mini-parent trainings offered at student drop-off and pickup times; a 12-week nurturing program that includes a graduation dinner and ceremony; adult education classes; and a volunteer recognition system based on hours of service.

The statewide recognition, which includes a plaque and $500, is in the category of new program by a school. Hemphill was recognized at the ceremony for having the greatest number in attendance. A district bus carried 60 parents, teachers and staff of the school to the TOPP luncheon.

COMMENDATION

HCISD's Hemphill Elementary School's parent involvement program extends educational opportunities and comprehensive services to meet the needs of its families.

FINDING

HCISD does not have an adequate system to track volunteer information. As a result, district schools do not consistently track or share volunteer information, such as names, home and e-mail addresses, areas of interest or specialty and results of criminal history checks.

Each HCISD school has a sign-in/sign-out sheet that includes the name of the volunteer and the activity. The PIE school contact reports volunteer hours to the central office on a monthly basis. The PIE liaison enters the total volunteer hours by school on a spreadsheet. There is no standard for the type of volunteer information kept at each school.

El Paso ISD developed a comprehensive computerized volunteer information management system. The database system tracks monthly volunteer hours, monetary donations and in-kind services and produces a summary report at the end of the school year that is used to recognize individual volunteers and schools with the highest participation levels.

Recommendation 13:

Develop a computer database for tracking volunteer information.

By tracking volunteer information, HCISD schools will be able to share volunteer information with each other because parents and community members may volunteer at more than one school or move from one school to another.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent directs the executive assistant to the superintendent to form a committee of PTA/PTO representatives, school principals and the director of Instructional Technology to develop specifications for a computerized volunteer information management system.	November 2003
2.	The committee develops the requirements for the system, contacts other school districts to obtain information on model programs and locates a non-copyrighted program the district can copy.	December 2003
3.	The executive assistant to the superintendent searches for a business partner, parent volunteers or district staff to modify the database to meet district needs.	April 2004
4.	The director of Instructional Technology coordinates system installation and training for staff and volunteers.	June 2004

5.	The school principals and PTA/PTO presidents select a volunteer to input volunteer data into the database.	August 2004
6.	The school principals provides an annual report to the executive assistant to the superintendent, who develops a program to recognize schools that meet their yearly volunteer and parent involvement goals.	September 2004 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 4
PERSONNEL MANAGEMENT

This chapter reviews the personnel management functions of the Hays Consolidated Independent School District (HCISD) in the following sections:

A. Organization and Management
B. Staffing
C. Grievance Policy and Employee Retention
D. Employee Applications and Handbooks

Effective personnel management functions and practices are critical to the success of a school district. To ensure educational achievement and advancement of its students, a district must attract, hire and retain qualified and talented employees to teach its students and manage district operations. Personnel costs typically consume 80 percent of the average school district budget. In some cases, school districts are often one of the largest employers in the community.

In most public school districts, a personnel or human resources department manages employee-related tasks, including:

- recruiting employees;
- overseeing the interviewing, selection and processing of new employees;
- retaining employees;
- processing promotions, transfers and resignations;
- determining and maintaining compensation schedules;
- planning and forecasting personnel needs;
- maintaining complete employee records;
- developing and maintaining job descriptions;
- managing the employee evaluation process;
- handling employee complaints and grievances;
- developing personnel policies; and
- ensuring compliance with all related laws and regulations.

BACKGROUND

In 2002-03, HCISD employed 1,170 full-time equivalents, 565 (48 percent) of whom were teachers. For comparison purposes, HCISD chose Bastrop, Lockhart and San Marcos ISDs as peer school districts. **Exhibit 4-1** shows that HCISD has lower payroll costs, as a percent of the district's total budget, than all peer districts.

Exhibit 4-1
Staffing Comparison
HCISD and Peer Districts
2002-03

District	Student Population	Total Staff	Payroll Costs as Percent of Budget
HCISD	**8,614**	**1,170**	**63.9%**
Bastrop	7,233	1,013.6	76.3%
Lockhart	4,453	578.6	67.5%
San Marcos	7,021	973.8	74.1%

Source: Texas Education Agency (TEA), Public Education Information Management System
(PEIMS), 2002-03.

Chapter 4
PERSONNEL MANAGEMENT

A. Organization and Management

HCISD combines the human resources function with other administrative functions in the division of Human Resources and Administration. Personnel in this division include the directors of Personnel Services, Athletics, Music and Administrative Services; a benefits coordinator; Health Services coordinator; Southwest Texas (SWT) exchange teacher; office manager; substitute teacher specialist; Health Services clerk; and secretaries for Athletics, Music and Personnel. These staff members work under the direction of the deputy superintendent for Human Resources and Administration.

When separated by function, the Human Resources staff includes: the deputy superintendent, director of Personnel, benefits coordinator, office manager, personnel secretary and substitute teacher specialist.

Exhibit 4-2 shows the organization of HCISD's division of Human Resources and Administration.

Exhibit 4-2
HCISD Division of Human Resources and Administration
April 2003
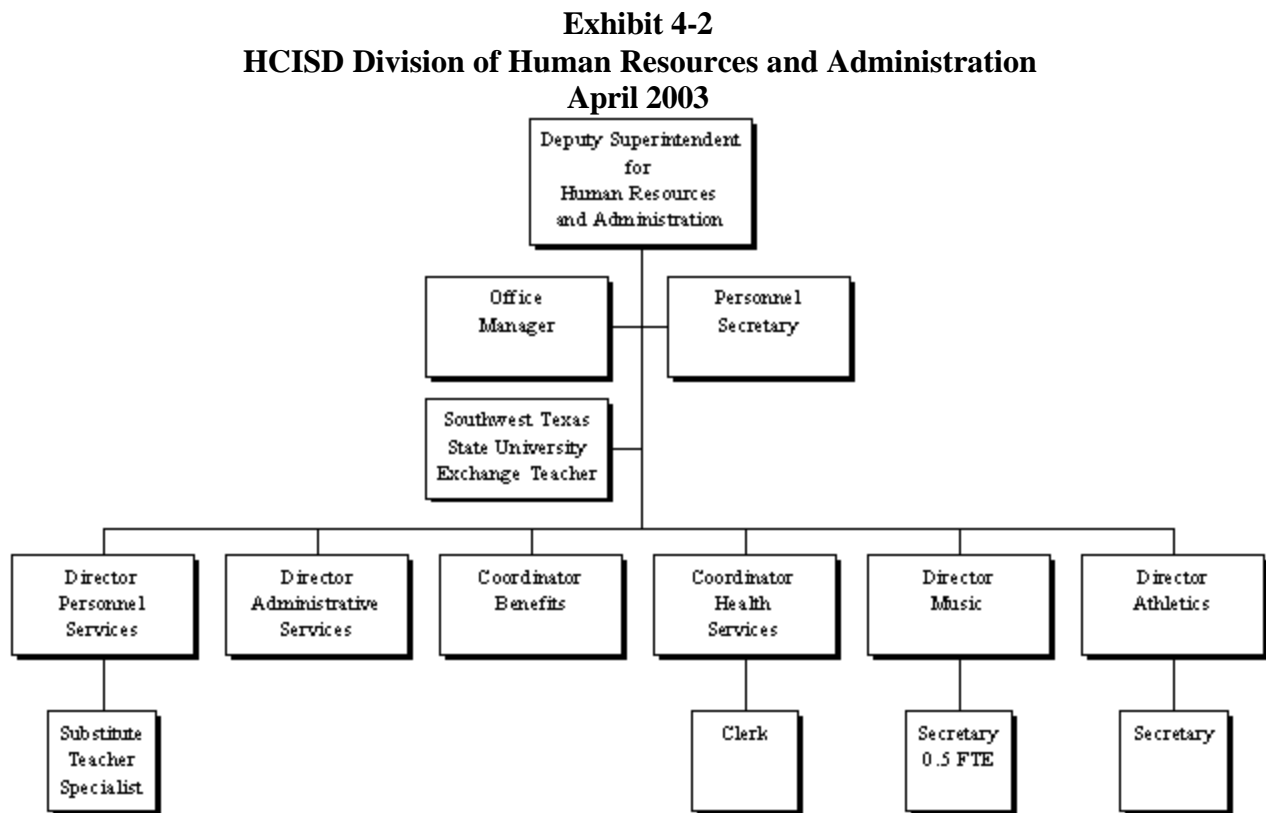
Source: HCISD, executive assistant to the superintendent.

Division job responsibilities are shown in **Exhibit 4-3**.

Exhibit 4-3
Key Responsibilities of HCISD Division of
Human Resources and Administration Personnel 2002-03

Position	Key Areas of Responsibility
Human Resources Staff:	
Deputy Superintendent for Human Resources and Administration	Plan/direct/supervise all human resources administration functions; coordinate recruitment, interview and hire all personnel; work with principals to select teachers; coordinate Induction & Mentoring Program for all new teachers; Level 2 grievance hearing officer; assist with the development of the school calendar; coordinate Title IX Program; administer employment contracts and contract renewals.
Director of Personnel Services	Assist in recruitment, interviewing and hiring of all personnel; coordinate interviewing/hiring of all paraprofessional and auxiliary personnel; oversee risk management; oversee district Professional Development and Appraisal Systems (PDAS) program; serve as the liaison for counselors, Community in Schools program, community action programs, CASA Esperanza and Kyle Family Learning Center.
Coordinator of Benefits	Administer employee benefits; process workers' compensation claims; develop request for proposals for Third Party Administrators (TPA) and health insurance plans; handle all insurance inquiries; assist in HR as needed.
Office Manager/Secretary-Deputy Superintendent	Organize and manage the routine work activities of this department and provide clerical services to the deputy superintendent and other department members. Monitor access to HR records; ensure district compliance with state certification and licensing requirements.
Secretary, Personnel Services	Coordinate paraprofessional and auxiliary interviews and post vacancies; assist the director of Personnel Services and the deputy superintendent; maintain and update all job descriptions; prepare personnel letters; maintain all service records.
Substitute Teacher Specialist	Assist in recruitment and orientation of substitute teachers, nurses and professionals; process employment applications for all positions including substitutes; assists with automated sub-finder system-SEMS, payroll on leave reports and substitute pay.
Administration Staff:	
Director of Administrative Services	Liaison with Community Action Programs; facilitate student transfers; serve as liaison administrator for Communities-in-Schools programs; supervise attendance officers and school health coordinator; responsible for records management; hearing officer for student appeals and expulsions; facilitate/plan/organize student Code of Conduct; supervise crisis management plans; update district policy.

Director of Music	Provide leadership and serve as consultant for districtwide music program; supervise scheduling and leadership in school concerts, recitals and performances; supervise the performing arts center; implement related policies; University Interscholastic League, Texas Education Agency, Texas Music Educators' Association.
Music Secretary (part-time)	Bookkeeper for districtwide music program; prepare and process purchase orders and keep up-to-date files on budget; maintain student travel accounts; order and maintain office supplies, answer phone calls; assist music staff in organizing/arranging band activities; maintain databases for music library, recordings and student records; maintain director's calendar and travel.
Director of Athletics	Coordinate the district's athletic program.
Athletics Secretary	Answer phone calls for athletic personnel; prepare payment information for game workers and officials; prepare money boxes, tickets, and game reports for all athletic events; responsible for pre-game season ticket sales for football; order and maintain office supplies; complete purchase orders and keep up-to-date files on budget; update school "sports line" information weekly.
Coordinator of Health Services	Coordinate the district's health services program; serve as nurse for the impact center; order all health supplies; monitor the budget; serve as a consultant to administrators.
Health Services Clerk	Support the coordinator; assist in budget preparations; prepare and process purchase orders; order and process supplies for health services department.
Southwest Texas State University (SWT) Exchange Teacher	Facilitate the SWT teacher training programs; provide support for teacher fellows; assist in induction/mentoring program.

Source: HCISD, deputy superintendent of Human Resources and Administration.

Principals and various departments also perform human resource tasks. Principals attend teacher recruiting events and conduct candidate interviews. Other personnel and departments also involved in human resource efforts are illustrated in **Exhibit 4-4**.

Exhibit 4-4
HCISD Human Resources Management Responsibilities
2002-03

Responsibility	Department or Position Involved
Recruiting staff	• Principals, all departments participate.
Hiring staff	• HR; deputy superintendent for Human Resources and Administration, assistant superintendent for Curriculum and

	Instruction; all departments participate.
Fair Labor Standards Act and the Americans with Disabilities Act	• HR, principals, all departments.
Background checks	• HR.
Reference checks	• HR, principals, all departments participate.
Initial salary determinations	• Superintendent; department directors; deputy superintendent for Human Resources and Administration; assistant superintendent for Curriculum and Instruction.
Salary adjustment calculations	• Superintendent; deputy superintendent for Human Resources and Administration; department directors; Financial Services.
Compensation studies	• HR.
Attendance monitoring (employees)	• All departments.
Insurance and Risk Management	• Business office; director for HR; HR.
Benefits administration	• Financial Services Department.
Employee grievances	• All departments; HR.
Records Management	• All departments, HR, and the HR certification specialist.
Training/staff development	• All departments; Curriculum and Instruction.
Termination	• All departments; HR; Financial Services.
Planning for staffing levels	• Superintendent; deputy superintendent for Human Resources and Administration; assistant superintendent for Curriculum and Instruction, board.

Source: HCISD, staff interviews and job descriptions.

HCISD must comply with federal laws governing human resources management such as the Fair Labor Standards Act, which governs employee wages, and the Americans with Disabilities Act, which requires employers to provide reasonable accommodation to any employee or job applicant who has a disability. The Equal Employment Opportunity Act prevents employers from making hiring and firing decisions based on age, race, religion, gender or other factors not related to performance. In addition, state laws govern school district HR administration in areas such as employee grievances, due process, termination and contract renewal. The Human Resources Division ensures HCISD compliance with these laws.

Exhibit 4-5 shows that in comparison to peer districts, HCISD's Human Resources staff serves more district employees, per employee, than all peer districts.

Exhibit 4-5
Personnel Department Staffing
HCISD and Peer Districts
2002-03

District	HR Manager	Professional	Para-professional	Total	Total FTEs	Ratio of HR Staff to Total Staff
Bastrop	HR director	2	4	6	1,042	1:174
San Marcos	Assistant superintendent	2	4	6	974	1:162
HCISD	**Deputy superintendent**	**2**	**4**	**6**	**1,170**	**1:195**
Lockhart	Assistant superintendent	1	3	4	579	1:145

Source: TEA, PEIMS, 2002-03, and peer district telephone survey.

Exhibit 4-6 shows the relatively rapid growth in district staffing between 1997-98 and 2002-03. Total staff increased from 827.5 FTEs to 1,170 FTEs (42.2 percent) during this period, which mirrored the district's student enrollment growth from 6,055 to 8,663 (43.l percent) during the same period.

Staff are divided into categories. Central administrative staff includes all or part of the time of the following positions: superintendent, deputy superintendent, assistant superintendents, instructional officers (e.g., director of Bilingual/ESL education), athletic director and director of Personnel Services. School administration includes principals and assistant principals. Professional support includes counselors, diagnosticians, librarians and nurses. Auxiliary staff includes maintenance personnel, custodians and cafeteria workers.

Exhibit 4-6
Staffing Trends in HCISD (FTEs)
Between 1997-98 and 2002-03

Staff Category	1997-98	2002-03	Percentage Change
Teachers	408	565	38.6%
Professional support	79	103	30.7%
School administration	20.0	27	35.0%
Central administration	8.0	12	51.9%
Educational aides	56	92	63.1%
Auxiliary staff	274	369	34.8%
Total	850	1,176.6	42.2%

Source: TEA, PEIMS, 1997-98 and 2002-03.

FINDING

Personnel and supervisors in multiple departments perform Human Resources functions resulting in inefficiencies, redundancies and a potential lack of oversight in key areas.

The Benefits coordinator supports two areas: Financial Services and Human Resources. This position works with the Finance Department in the areas of safety; hazard; risk management; property and liability insurance; and the district's matching compensation plan. However, the coordinator also supports the Human Resources Division in administering the district's workers' compensation program. The Benefits coordinator lacks training in key Human Resources tasks such as compliance with state/federal/district-mandated policies and laws: Family Medical Leave Act, Leaves and Absences, Medical Certification and general leave practices.

The Administrative Services director position includes a number of dissimilar responsibilities: updating board policy and administrative procedures, coordinating student attendance program; handling student transfers; hearing student appeals; and serving as records management coordinator. This combination of key Human Resource responsibilities with many non-related central administration tasks increases the possibility that insufficient accountability and time may be dedicated to such important tasks as proper personnel records management.

The Music director primarily serves as the administrator in charge of the music program; however, band directors on each of the secondary campuses administer these school music programs. The part-time Music secretary facilitates the Music program's activity scheduling; maintains the budget; keeps records of all fundraising activity; handles correspondence; answers the phone; and orders and maintains office supplies.

The Athletic director serves as the head high school football coach and receives a stipend for providing administrative services, such as scheduling events and transportation for the high school, eighth grade school and two middle schools.

The Athletic secretary answers the phone; orders and maintains office supplies; performs bookkeeping responsibilities, keeps records of funds raised from athletic ticket sales; and prepares money boxes, tickets and game reports for all athletic events.

The Personnel Services director handles classified employee recruiting; complaints and salaries; issues related to job classifications. The deputy superintendent handles the same functions for certified employees. A potential lack of oversight may occur when the director of Personnel Services is not consulted on certified employee issues. In addition, such isolation also conflicts with the positions' job description and evaluation instrument.

The Human Resources office manager serves as the teacher certification officer for the district. This employee also maintains all professional job vacancies and personnel files.

Recommendation 14:

Reorganize and re-align human resource functions in the division of Human Resources and Administration and eliminate unnecessary positions.

Exhibit 4-7 shows the recommended organization for the division.

Exhibit 4-7
Recommended HCISD Division of Human Resources and Administration
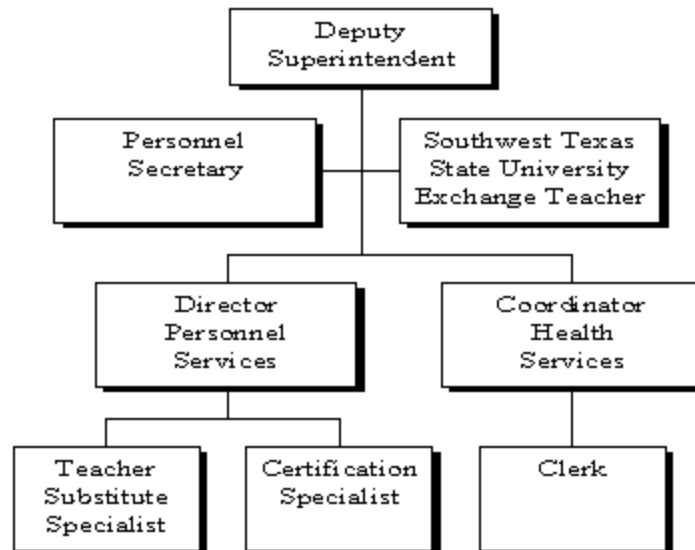
Source: WCL ENTERPRISES.

The recommended reorganization should accomplish the following:

- transfer the Benefits coordinator and all insurance responsibilities to the Finance Department;
- redefine the functions of the HR office manager to that of an HR certification specialist;
- eliminate the director of Administrative Services and redistribute the position's duties as follows: records management to the director of Personnel Services; board policy coordination and

updating to the executive secretary to the superintendent and Board of Trustees; student appeals hearing officer functions to the school principals; and student transfer processing to the Personnel secretary;

- transfer the coordinator of Grants Administration and associated duties to the Finance Department;
- either combine the Athletics secretary position and the Music secretary position to equal one full-time position that serves Athletics half-time and Music half-time or keep the positions separate, but make each a half-time position; and
- eliminate the director of Music position and provide a stipend similar to that provided to the director of Athletics to a qualified music candidate.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent seeks board approval for modifying the Athletic secretary and Music secretary positions, eliminating the director of Administrative Services position, eliminating the director of Music position and offering a stipend to a qualified district employee to direct the district's music program instead.	October 2003
2.	The board approves the personnel modifications, eliminations and employee stipend.	October 2003
3.	The superintendent asks the director of Personnel to develop a job description for a half-time Music secretary and a half-time Athletic secretary.	November 2003
4.	The superintendent withholds extending new contracts to the director of Music and director of Administrative Services.	December 2003
5.	The superintendent implements the secretarial position modifications in January 2004 and the director-level eliminations with the beginning of 2004-05.	January 2004 and Ongoing

FISCAL IMPACT

The annual net fiscal impact of the reorganization would be a savings of $8,932 in 2003-04 and $151,878 annually beginning in 2004-05. The fiscal impact is calculated below.

	Salary	Benefits
Positions Eliminated:		
Administrative Services director	$66,434	$4,416
Music director	$75,334	$4,644
Positions Modified: Athletics secretary (changed from 1.0 FTE to 0.5 FTE)	$11,400	$1,998
Subtotal:	**$164,226**	
Position Created:	$12,348	

District Coordinator, Music: (Stipend only)		
Total:	**$151,878**	

The secretary of Athletics position should be changed from a full-time to a half-time position beginning January 2004. Halving the $22,800 salary plus benefits of $3,996 to $11,400 plus benefits of $1,998 would result in an annual savings of $13,398. Because the change would occur in January 2004, the first year savings would apply to 8 of 12 months in the school year (January through August or a year. ($13,398 x 8/12 = $8,932). Due to contractual obligations for professional positions, the elimination of the directors of Administrative Services and Music positions would not be effective until September 1, 2004. The stipend for the district Music coordinator would begin September 1, 2004.

Recommendation	**2003-04**	**2004-05**	**2005-06**	**2006-07**	**2007-08**
Reorganize and re-align human resource functions in the division of Human Resources and Administration and eliminate unnecessary positions.	$8,932	$151,878	$151,878	$151,878	$151,878

Chapter 4
PERSONNEL MANAGEMENT

B. Staffing

Texas Education Agency's (TEA) *Financial Accountability System Resource Guide* (FASRG), January 2003, Section 9.3.2.3 describes campus-staffing formulas as "contained in school district local policies and/or district/campus improvement plans (and) provide a benchmark figure that is used to calculate supplemental full-time equivalent (FTE) staff." Districts use staffing formulas for budgeting, as a basis to charge other costs and as guidelines for the efficient use of human resources.

FINDING

HCISD's staffing guidelines recommend hiring considerably more non-instructional personnel (33.5 FTEs) than industry standards. HCISD developed staffing guidelines for school year 2000-01, updated them for the 2002-03 school year and revised them again in March 2003 for the 2003-04 school year. During the review team's visit, the district was operating under the 2002-03 staffing guidelines. By the time the HCISD Texas School Performance Report (TSPR) is released, however, the district will be operating under the new staffing guidelines. For this report, the review team compared and calculated the result of applying the new staffing guidelines to HCISD's actual 2002-03 school staffing.

The review team also compared the districts' 2003-04 staffing guidelines to the Southern Association of Colleges and Schools (SACS) minimum staffing standards. SACS accredits more than 12,000 public and private educational institutions from pre-kindergarten through university levels in eleven southern states (including Texas) and in Latin America. SACS recommends minimum personnel requirements for elementary schools, based on enrollment, in its 2002-2003 *Checklist of Standards for the Accreditation of Elementary Schools*. The minimum standards for elementary schools (grades 1 to 4) are represented in **Exhibit 4-8**.

Exhibit 4-8
SACS Minimum Personnel Requirements for Elementary Schools

Number of Students	Principal	Professional Administrator or Supervisor Assistants	Librarians or Library/Media Specialists	Secretaries or Clerks
1-263	0.5	0	0.5	0.5

264-439	1.0	0	1.0	1.0
440-659	1.0	0	1.0	1.0
660-879	1.0	0.5	1.0	1.5
880-1,099	1.0	1.0	1.0	1.5
1,100-1,319	1.0	1.5	1.0	2.0
1320 +	1.0	2.0	1.0	2.0

Source: SACS, Checklist of Standards for the Accreditation of Elementary Schools, 2002-03.

SACS further recommends minimum personnel requirements for guidance services at the elementary school level based on enrollment as shown in **Exhibit 4-9**.

Exhibit 4-9
SACS Minimum Personnel Requirements
for Guidance Services in Elementary Schools

Number of Students	Guidance Professionals
1-499	0.5
500-749	1
750-999	1.5
1,000-1,249	2
1,250-1,499	2.5
1,500 +	3

Source: SACS, Checklist of Standards for the Accreditation of Elementary Schools, 2002-03.

SACS recommends *minimum* personnel requirements for middle schools (grades 5 to 8), based on enrollment, in its 2002-03 *Checklist of Standards for the Accreditation of Middle Schools.* The minimum standards for middle schools are represented in **Exhibit 4-10**.

Exhibit 4-10
SACS Minimum Personnel Requirements for Middle Schools

Number of Students	Principal	Administrative Assistants	Guidance Professionals	Librarians or Library /Media Specialists	Secretaries or Clerks
1-249	1	0	0.5	0.5	0.5
250-499	1	0.5	1	1	1
500-749	1	1	1	1	1.5
750-999	1	1	2	1	1.5
1,000-1,249	1	1.5	2.5	1	2
1,250-1,499	1	2	3	1	2
1,500 +	1	1*	1*	1*	2

Source: SACS, Checklist of Standards for the Accreditation of Middle Schools, 2002-03.
*One full-time-equivalent position, where needed, is recommended for each additional 250 students over 1,500.

SACS further recommends minimum personnel requirements for high schools (grades 9 to 12), based on enrollment, in its *Standards Checklist, Accreditation Standards for Secondary and Middle Schools, 2000.* (**Exhibit 4-11**).

Exhibit 4-11
SACS Minimum Personnel Requirements for High Schools

Number of Students	Principal	Administrative Assistants	Guidance Professionals	Librarians or Library/Media Specialists	Secretaries or Clerks
1-249	1	0	1	1	1
250-499	1	0.5	1	1	2
500-749	1	1	1.5	1	3
750-999	1	1.5	2	1	3.5
1,000-1,249	1	2	2.5	2	4
1,250-1,499	1	2.5	3	2	4.5

1,500 +	1	(1)	(1)	(1)	4.5

HCISD's 2003-04 staffing guidelines for non-instructional support positions are included in **Exhibit 4-12**.

Exhibit 4-12
HCISD Staffing Guidelines for Non-Instructional Support Positions
2003-04

Position	High School	Junior High and Middle Schools	Elementary Schools
Administrator	1 Principal	1 Principal	1 Principal
	1 Assistant principal per grade level	Assistant principal based on enrollment:	Assistant principal based on enrollment:
	1 Academic dean	1 for enrollment of 0-874	0.5 for enrollment of 0-499
		1.5 for enrollment of 875-999	1 for enrollment of more than 500
		2 for enrollment of 1,000-1,249	
		2.5 for enrollment of 1,250-1,499	
		3 for enrollment of 1,500-1,749	
Counselor	1 lead counselor	Counselor based on enrollment:	1 per school
	1 counselor per grade level	1 for enrollment of 0-849	
		1.5 for enrollment of 850-999	

		2 for enrollment of 1,000-1249	
		2.5 for enrollment of 1,250-1,499	
		3 for enrollment of 1,500-1,749	
Librarian	2 per campus	1 per campus	1 per school
Clerical staff	13.5 FTEs	1 for every 500 students	1 for every 500 students

Source: HCISD Staffing Guidelines, 2003-04.
*Guidelines include 2.0 FTEs for security that are not included.

Exhibit 4-13 compares HCISD's 2003-04 secondary campus staffing guidelines to SACS standards. The net effect of implementing HCISD's 2003-04 guidelines would be an increase of 11.5 positions on secondary campuses over the SACS minimum staffing standards.

Exhibit 4-13
Comparison of HCISD's 2003-04 Secondary and Middle School
Staffing Guidelines to SACS Standards

	Hays High School	Barton Junior High	Dahlstrom Middle School	Wallace Middle School	Total
Enrollment	2,287	638	584	701	4,210
Administrator					
SACS *	6.5	2	2	2	12.5
HCISD staffing ratio	6	2	2	2	12
Variance	**(0.5)**	**0**	**0**	**0**	**(0.5)**
Counselor					
SACS	6	1.5	1	1	9.5
HCISD staffing ratio	5	1	1	1	8
Variance	**(1)**	**(0.5)**	**0**	**0**	**(1.5)**
Librarian or Library Specialist					

SACS	5	1	1	1	8
HCISD staffing ratio	2	1	1	1	5
Variance	**(3)**	**0**	**0**	**0**	**(3)**
Clerical Staff					
SACS	4.5	3	1.5	1.5	10.5
HCISD staffing ratio	15	4	4	4	27
Variance	**10.5**	**1**	**2.5**	**2.5**	**16.5**
Totals	**6**	**0.5**	**2.5**	**2.5**	**11.5**

Source: SACS standards and HCISD Staffing Guidelines, 2003-04 and TEA PEIMS, 2002-03.
(*)Assumes that the high school will use additional positions allowed by SACS standards for enrollment above 1,500 students for school administrative positions.

When comparing HCISD's 2003-04 secondary school staffing guidelines to the district's actual staffing, the district exceeds its own staffing guidelines by nine positions **(Exhibit 4-14)**.

Exhibit 4-14
Comparison of HCISD's 2003-04 Secondary and Middle School
Staffing Guidelines to Actual Staffing
2002-03

Position	HCISD 2003-04 Staffing Guidelines	HCISD 2002-03 Actual Staffing	+ or (-)Difference
Administrators	12	12	0
Counselors	8	9	1
Librarians/Specialists	5	11	6
Clerical Support	27	29	2
Total	**52**	**61**	**9**

Source: HCISD 2003-04 Staffing Guidelines and 2002-03 staff list.

Switching to elementary campus staffing, **Exhibit 4-15** compares HCISD's 2003-04 elementary campus staffing guidelines to the SACS standards. HCISD's 2003-04 staffing guidelines exceed SACS minimum staffing standards by 22 positions.

Exhibit 4-15
Comparison of HCISD Revised 2003-04 Elementary Campus Staffing Guidelines
to SACS Standards

	Buda Primary	Buda Elementary	Elm Grove	Fuentes	Green	Hemphill	Kyle	Totals
Enrollment	294	265	565	881	685	767	811	4,268
Administrator								
SACS	1	1	1	2	1.5	1.5	1.5	9.5
HCISD staffing ratio	1.5	1.5	2	2	2	2	2	13
Variance	**0.5**	**0.5**	**1**	**0**	**0.5**	**0.5**	**0.5**	**3.5**
Counselor								
SACS	0.5	0.5	1	1.5	1	1.5	1.5	7.5
HCISD staffing ratio	1	1	1	1	1	1	1	7
Variance	**0.5**	**0.5**	**0**	**(0.5)**	**0**	**(0.5)**	**(0.5)**	**(0.5)**
Librarian								
SACS	1	1	1	1	1	1	1	7
HCISD staffing ratio	1	1	1	1	1	1	1	7
Variance	**0**	**0**	**0**	**0**	**0**	**0**	**0**	**0**
Clerical Staff								
SACS	1	1	1	1.5	1.5	1.5	1.5	9
HCISD staffing ratio	4	4	4	4	4	4	4	28
Variance	**3**	**3**	**3**	**2.5**	**2.5**	**2.5**	**2.5**	**19**

Totals	4	4	4	2	2	2.5	2.5	22

When comparing HCISD's 2003-04 elementary school staffing guidelines to the district's actual staffing, the district has 9 positions less than the guidelines recommend (**Exhibit 4-16**).

Exhibit 4-16
Comparison of HCISD's 2003-04 Elementary School Staffing Guidelines
to Actual Staffing 2002-03

Position	HCISD 2003-04 Staffing Guidelines	HCISD 2002-03 Actual Staffing	+ or - Difference
Administrators	13	12	(1)
Counselors	7	8	1
Librarians/Specialists	7	7	0
Clerical Support	28	19	(9)
Total	**55**	**46**	**(9)**

Exhibit 4-17 compares HCISD's 2003-04 staffing guidelines with SACS guidelines.

Exhibit 4-17
Summary Comparison of HCISD's 2003-04 Staffing Guidelines, with
Actual 2002-03 Staffing and SACS Staffing Guidelines

Secondary and Middle Schools:	
HCISD 2003-04 Staffing guidelines compared to SACS guidelines	*11.5 positions more than SACS guidelines*
HCISD 2003-04 Staffing guidelines compared to actual 2002-03 staffing	9 positions more than HCISD guidelines
Elementary Schools:	
HCISD 2003-04 Staffing guidelines compared to	*22 positions more than SACS*

SACS guidelines	guidelines
HCISD 2003-04 Staffing guidelines compared to actual 2002-03 staffing	9 positions less than HCISD guidelines

Source: HCISD 2003-04 Staffing Guidelines.

Recommendation 15:

Align district staffing guidelines with industry standards and reduce staff accordingly.

Overall HCISD's 2003-04 staffing guidelines recommend filling 33.5 FTE positions more than the SACS recommended level of staffing. The district's staffing formula for clerical help is particularly high in comparison to SACS standards. The district's staffing formula recommends filling 35.5 more clerical positions than SACS standards.

The SACS standards serve as minimum standards and do not consider the mix of students at a particular school, for example, at-risk, free-and-reduced meals or economically disadvantaged. In 2002-03, the district employed 48 clerical staff. SACS standards recommend a minimum of 19.5 clerical positions. Therefore, the district's actual staffing exceeds SACS guidelines by 28.5 positions. Allowing for special or exceptional needs of certain schools and the rapid growth rate of this district, HCISD should reduce school clerical staffing by 11 of the 28.5 positions that currently exceed SACS standards.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent and the deputy superintendent for Human Resources and Administration review current school clerical staffing and identify positions to be eliminated.	October 2003
2.	The deputy superintendent meets with principals to identify positions to be eliminated.	October 2003
3.	The deputy superintendent presents the final staffing plan to the superintendent for review and approval.	October 2003
4.	The superintendent approves the plan and presents it to the board for approval.	November 2003
5.	The superintendent directs the deputy superintendent to implement the reductions.	November 2003
6.	The deputy superintendent sends notices to incumbents in clerical staff positions to be eliminated effective January 2004.	December 2003

FISCAL IMPACT

Eliminating 11 clerical positions (excluding the four positions already scheduled to be eliminated in the 2003-04 budget), could save the district $174,167 the first year and $261,250 each year thereafter. As "at will" positions, the clerical staff positions could be eliminated beginning January 2004.

The average salary for a school clerical position, all levels, in 2002-03 was $19,916. Benefits are calculated as follows:

Exhibit 4-18

Benefit	Teachers, Para-professionals and Administrators	Transportation	Other
Insurance	$2700	$2700	$2700
Unemployment	$15	$15	$15
Worker's comp	0.0041	0.079	0.0347
Medicare	0.0145	0.0145	0.0145
Retirement	0.007	0.007	0.007
Example:	**Teacher**	**Bus Driver**	**Secretary**
Salary	$40,000	$20,000	$19,916
Insurance	$2,700	$2,700	$2,700
Unemployment	$15	$15	$15
Worker's comp	164	1,580	691
Medicare	580	290	289
Retirement	280	140	139
Total	**$43,739**	**$24,725**	**$23,750**

Source: WCL ENTERPRISES.

Adding benefits, or $3,834, total compensation equals $23,750. Reducing 11 clerical staff positions beginning with the second semester of 2003-04 would result in first-year savings of $174,167 ($23,750 x 11 positions x 8/12= $174,167) and savings of $261,250 ($23,750 x 11 positions) annually thereafter.

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Align district staffing guidelines with industry standards and reduce staff accordingly.	$174,167	$261,250	$261,250	$261,250	$261,250

FINDING

HCISD has more than 50 staff members with 20 or more years of service who are eligible for full retirement. Beginning in 2002-03, 54 of 1,200 district employees are eligible for full retirement, including: 27 teachers, 15 professional support personnel (counselors, librarians) and paraprofessionals, four school administrators (principal, assistant principal) and eight central office administrators (deputy superintendent, directors).

The total salaries for the 54 employees eligible to retire in 2003-04 equals $2.7 million. **Exhibit 4-19** presents the salary information for each category of employees eligible to retire in 2003-04, the replacement cost to the district for each category and the possible savings to the district for each category.

Exhibit 4-19
Total and Average Annual Salary of HCISD Employees Eligible to Retire in 2003-2004

Position Category	Total Salaries of Employees Eligible for Retirement	Replacement Cost to the District	Possible Savings To District
School Administration	$252,957	$181,232	$71,725
Central Office Administration	$521,732	$435,257	$86,475
Professional Support	$591,675	$343,300	$248,375
Teachers	$1,358,282	$857,250	$501,032
Total	**$2,724,646**	**$1,817,039**	**$907,607**

Source: HCISD, deputy superintendent for Human Resources and Administration and WCL ENTERPRISES calculation.

HCISD employees receive retirement benefits through the Teacher Retirement System of Texas (TRS). According to page three of the TRS Benefits Handbook, "all employees of the public school system in Texas must participate in TRS, unless an exception to TRS membership applies, such as an employee who is working less than half time, substitutes or a TRS retiree who returns to work in a TRS-covered position. The handbook states on page 18 that under current law, as members of TRS, employees are entitled to "normal age service retirement" when they are 65 years of age with five or more years of service credit or when their age and years of service credit total 80 and they have at least five years of service credit. This is commonly referred to as the "Rule of 80."

Several Texas school districts have successfully structured and offered controlled early Retirement Incentive Programs beneficial to both the district and employees. The primary objective of this program is to provide financial incentives for a school district's most experienced, highly paid employees to retire. While some may argue that encouraging experienced employees to leave will have a detrimental effect on a school district, others argue that a more controlled exit of experienced employees is preferable to uncontrolled retirement at inopportune times. Moreover, early retirement incentives can be useful when a district is reducing personnel, either because of declining enrollment or financial need. In this way, replacements can be recruited and trained, perhaps at lower salaries because they will not have as much experience.

Some districts have offered lump sum payments of up to 100 percent of an employee's salary, payable in installments over a two- to four-year period, as an incentive for early retirement. For example in the mid-1990s, before TRS implemented the Rule of 80, Ector County ISD offered an Early Retirement Incentive Program to employees who were 55 years old with 25 or more years service and at least 10 years of service with the district. The plan offered a cash incentive to retire early equal to 27 percent of the employee's salary, which encouraged an additional 22 employees to retire. After factoring in the cost of replacement employees and cash payments to early retirees, Ector County realized a cumulative net savings of $293,000 over four years. During the same period, Goose Creek ISD offered employees with 20 or more years public school experience one full year's pay, paid over a four-year period, to retire early. Almost half of eligible employees accepted the offer and Goose Creek estimates that cumulative net savings over five years exceeded $700,000.

Recommendation 16:

Implement and monitor a controlled retirement incentive plan.

While the district may benefit from not replacing some retirees depending on the position and the need, a planned approach, using retirement incentives, could make the process for filling positions in this district more manageable.

The plan could be structured as one-time salary incentive of 50 percent of the employee's annual salary.

When creating the incentive plan, HCISD administration must ensure it complies with the Age Discrimination in Employment Act by making the plan voluntary and applying it to all classes of people. In addition, once created, the administration must also ensure that participating employees understand such issues. The district must also inform candidates that the Internal Revenue Service treats such incentives as taxable income.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent reviews the list of district employees who are eligible for retirement.	October 2003
2.	The superintendent, the district's attorney, the deputy superintendent for Human Resources and Administration and the assistant superintendent for Business and Operations explore the impact of an incentive plan on overall district operations.	October 2003
3.	The superintendent presents findings to the board for discussion and/or approval.	November 2003
4.	The executive assistant to the superintendent prepares and distributes plan information to all eligible employees, creating a window for participation and the program implementation.	November 2003
5.	The director of Financial Services and the director of Personnel Services evaluate the affects of employee participation and adjustments are made to recruiting plans as appropriate.	December 2003 - January 2004
6.	The director of Finance and the director of Personnel Services evaluate the impact of employee participation and make adjustments to recruiting plans and/or salary schedules as appropriate.	May - June 2004

FISCAL IMPACT

Basic assumptions in the net fiscal estimate include the following:

- fifty-four (54) HCISD employees are eligible for retirement in 2003-04 and are eligible to participate in the retirement incentive plan;
- teachers hired to replace retirees are paid $31,750 annually, equivalent to district teachers having five years of experience;
- counselors hired to replace retirees are paid $37,802 annually, equivalent to district counselors having five years of experience;
- librarians hired to replace retirees are paid $31,750 annually, equivalent to district librarians having five years of experience; and
- paraprofessionals hired to replace retirees are paid an average of $17,862 annually.

It is estimated that 50 percent of eligible employees (27 employees) will decide to participate in this plan; 14 teachers, two counselors, one nurse, four central office administrators, two campus administrators and four paraprofessionals. Salaries for these employees total approximately $1,359,403. Participants will receive a lump sum payment of 50 percent of their annual salary payable in two annual installments at the beginning of the 2004-05 and 2005-06. The district's total lump sum cost for participants will be $679,702, or $339,851 in each of the first two years (total salaries times 50 percent divided by two). The district should evaluate each position before replacing it to ensure that it is critical to district operations. Assuming the district fills all 27 positions vacated by retirees at 67 percent of their rate of pay, the district will spend $896,968 to replace the retirees.

The savings in the first and second years would be $122,584 [$1,359,403-($896,968+$339,851)] and $462,435 in years three and four. The total potential savings from the implementation of the retirement incentive plan would be $1,170,038 over four years beginning in 2004-05.

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Implement and monitor a controlled retirement incentive plan.	$0	$122,584	$122,584	$462,435	$462,435

Chapter 4
PERSONNEL MANAGEMENT

C. Grievance Policy and Employee Retention

The district encourages employees to discuss problems or complaints with their supervisors or an appropriate administrator. HCISD has a formal grievance process that provides all employees with an orderly process for prompt and equitable resolution of grievances. Staff members can access this information in the employee handbook and see the detailed policy on the HCISD Web site (www.hayscisd.net).

According to Local Policy DGBA, "A grievance must specify the individual harm alleged." Initiation of a grievance begins at Level I and continues on if not resolved. **Exhibit 4-20** shows the multiple levels in the process.

Exhibit 4-20
HCISD Grievance Process

Level	Participants	Process	Conference Timing	Response Deadline
I	Employee and principal or immediate supervisor	Employee submits the grievance in writing on a specified form that must be filed within 15 days to the time the employee first knew or should have known of the event or series of events about which the employee is complaining.	Conference is held within seven days after receipt of written request.	Seven days following the conference.
II	Employee and superintendent or designee	Employee requests meeting in writing on a District provided form within seven days following receipt of a response.	Conference is held within seven days after receipt of written request.	Seven days following the conference.
III	Employee and board	Employee requests meeting in writing	Superintendent or designee informs	Up to and including the

		on a District provided form within seven days following receipt of a response.	employee of date, time and place and makes an audiotape record of the proceedings.	next regularly scheduled board meeting.

Source: TASB policy, DGBA (Local); HCISD HR Procedural Manual, 2003.

If the grievance concerns the appointment, employment, evaluation, reassignment, duties, discipline or dismissal of the employee bringing the grievance, the HCISD board may hear Level III grievances in a closed meeting.

HCISD's superintendent has assigned the deputy superintendent for Human Resources and Administration to be the designee for Level II and III grievances. As of spring 2003, the superintendent's designee reported holding two Level II hearings and one Level III hearing. Both Level II hearings were resolved at his level, and the board upheld the Level III hearing decision.

FINDING

HCISD successfully and consistently fills teaching positions with qualified candidates. In 2001-02, the district filled 134 teacher vacancies (**Exhibit 4-21**). Of the 134 vacancies, 106 were filled with certified teachers while the other 28 were filled with teachers on permits who sought certification through alternative means, such as alternative certification programs sponsored by the regional service center.

Exhibit 4-21
HCISD Teacher Vacancies
1999-2000 through 2002-03

Year	Grade Level			
	Elementary	Middle	High	Total
2002-03 *	27	3	4	34
2001-02	68	25	41	134
2000-01	19	49	25	93
1999-2000	35	16	21	72

Source: HCISD certification officer.
*Reflects only positions added at the beginning of 2002-03.

Only 5.1 percent of HCISD teachers in 2001-02 were not certified and operating on permits (**Exhibit 4-22**). Compared to the peer districts, the percentage of HCISD teachers on permits was the second lowest. The district equaled the regional average and fell below the state average.

Exhibit 4-22
Percentage of Teachers on Permits
HCISD, Peer Districts, Region 13 and the State
2001-02

Entity	Total Teachers on Permits	Total Teacher FTEs	Percentage of Total Teacher FTEs on Permits
San Marcos	15	470.1	3.2%
HCISD	**28**	**526.9**	**5.1%**
Bastrop	26	481.9	5.4%
Lockhart	17	297.2	5.7%
Region 13	**1,017**	**19,947.3**	**5.1%**
State	**15,057**	**282,583.1**	**5.3%**

Source: TEA, AEIS, 2001-02.

The division of Human Resources and Administration actively participates in several programs to assist with teacher development. The district collaborates with the Center for Educational Partnerships (CEP) with Southwest Texas State University for staff development opportunities with member school districts and the university. The Teacher Fellows Program at Southwest Texas State University provides three new-to-the-profession teachers each year at about one-half of the cost to a regular new-to-the-profession teacher. The Teacher Fellows are on the fast track to complete their Master's Degree and they are provided a teacher mentor (Exchange Teacher) from Southwest Texas State University. Teacher Fellows are also provided with an HCISD teacher mentor. Teacher Fellows receive extensive staff development from the university during their first year as a teacher.

The Southwest Texas State University Block Program has five campuses that hold university education classes. In the Elementary Teacher Cohort Program at the University of Texas at Austin, two university professors supervise approximately 25 to 30 students each year. These students serve a year's internship at an HCISD campus before doing their student teaching. The district also participates in the Student Teacher Programs at the University of Texas at Austin and Southwest Texas State University.

COMMENDATION

HCISD attracts and hires certified teachers.

FINDING

The division of Human Resources and Administration conducts extensive induction and mentoring activities for all employee categories. As a result of their efforts, the school district has not experienced teacher shortages and/or high teacher turnover rates. Two of the most notable programs are the Induction and Mentoring Program for classroom teachers and the Texas Beginning Educator Support System Program for beginning classroom teachers.

The division of Human Resources and Administration also prepares welcome packets for all new employees. This packet includes relevant district information, including district maps, a district calendar, relocation information, benefits information, salary information, district expectations and induction/mentoring information.

HCISD's Induction/Mentoring program pairs beginning teachers with veteran teachers, who offer support and mentoring to help the beginners develop coping skills in the classroom. The program includes a school bus tour of the district and luncheon before school starts each August for the new teachers, monthly training sessions, and end of the year recognition. The program has received statewide recognition and each year is the subject of teacher retention sessions at the Texas Association of School Administrators/the Texas Association of School Boards (TASA/TASB) annual and mid-winter conferences.

COMMENDATION

Through its sponsorship of a new teacher induction and mentoring program, HCISD helps to reduce teacher turnover.

FINDING

From 1997-98 through 2001-02, HCISD teacher turnover averaged 16.2 percent, which is slightly higher than the state and regional averages for the same period (**Exhibit 4-23**).

Exhibit 4-23
Teacher Turnover
HCISD, Region 13 and State
1997-98 through 2001-02

Entity	1997-98	1998-99	1999-2000	2000-01	2001-02	Average
HCISD	**12%**	**16.4%**	**18.5%**	**16.1%**	**17.8%**	**16.2%**
Region 13	13.8%	15.4%	16.7%	17.3%	17%	16%
State	13.3%	15.5%	15%	16%	15.7%	15.1%

Source: TEA, AEIS, 1997-98 through 2001-02.

HCISD uses the Organizational Health Instrument (OHI) as a way to assess how teachers feel about their work environment. Organizational Health Diagnostic and Development Corporation (OHDDC) developed OHI, a tool which defines a healthy school as follows:

"A healthy school is protected from unreasonable community and parental pressures. The principal of a healthy school is a dynamic leader, integrating both task-oriented and relations-oriented leader behavior. Such behavior is supportive of teachers, yet provides high standards for performance...Moreover, the principal has influence with his or her superiors, which is demonstrated by the ability to get what is needed for the effective operation of the school..."

The OHI consists of 80 items, eight each in 10 dimensions that are measured: goal focus, communication adequacy, power equalization, resource utilization, cohesiveness, morale, innovativeness, autonomy, adaptation and problem-solving adequacy. The instrument is a valid and reliable instrument that was copyrighted in 1979.

All staff members of a school complete the instrument. The principal receives two profiles the first year: one contrasts the perceptions of the principal with the composite view of the teachers in the school, and one is a percentile score which compares the school with similar schools across the country. During each of the following years, principals also receive a percentile graph which contrasts the data from the previous year, OHI helps principals understand perceptions of the teachers, develop initiatives to address areas of concern and measure the success of those initiatives from one year to the next.

In HCISD, the deputy superintendent for Human Resources and Administration and a representative from OHDDC review the results of the annual survey with each principal. According to the deputy superintendent, the information from the OHI was used to address issues that were contributing to teacher turnover. At Hays High School, information from the OHI allowed teachers to have ownership in decision-making and address concerns for school improvement purposes. It also

provided a tool to the principal to measure the effectiveness of his leadership and communication.

At Hemphill Elementary School, information from the OHI allowed the principal and teachers to honestly examine their collective feelings regarding school operations, interactions and practices. The information enables the principal and teachers to share and discuss thoughts and ideas for improvement. It also facilitates identification of areas needing attention, both immediate and on-going.

With the need to reduce expenditures as a result of the financial pressures facing HCISD, the district plans to discontinue using the OHI in 2003-04. However, the district is developing its own tool to replace OHI so that it can continue monitoring school climate and teacher attitudes.

Exemplary programs, such as these by DuPont or Demming, focus on feedback as a basis for continuous quality improvement. Without an independent process to gauge employee needs and perceptions about HCISD working conditions, especially among teachers, this continuous improvement cannot occur.

COMMENDATION

HCISD collects data and uses it to address teacher attitudes so that turnover can be controlled.

FINDING

HCISD implemented a request for principal process to hire principals that have received state and national attention. School stakeholders create the principal profile-preferred characteristics for the position. Prospective applicants receive this profile and other, school-specific information. Candidates must demonstrate to a representative committee of parents, teachers and central office personnel how they match the profile, complete an "in-basket" activity, make a presentation and answer questions of the group.

COMMENDATION

HCISD's innovative hiring process not only attracts high quality candidates, but helps ensure the ideal match of administrator to a school.

Chapter 4
PERSONNEL MANAGEMENT

D. Employee Applications and Handbooks

Communicating effectively with current and prospective employees is a key task of Human Resource departments. Most school districts are increasing their use of technology to reach a wider audience and a broader spectrum of highly qualified candidates to fill vacant positions.

Also, school districts have found employee handbooks to be an effective and efficient means of communicating important and useful information to new and current employees.

FINDING

The division of Human Resources and Administration developed an online application to streamline the application process.

Employees and applicants have access to both hard copy and online HCISD applications. In the region, HCISD is among a few school districts that allow applicants to submit their applications online. All the others offer printable versions on-line and hard copy versions upon request and/or in house.

COMMENDATION

HCISD's division of Human Resources and Administration developed an online job application to streamline the application process.

FINDING

The division of Human Resources and Administration developed customized employee handbooks for all district responsibilities, including those for general staff and substitutes. It also developed a handbook for students. Staff members worked with each area manager to develop their portion of the handbook or manual.

The division of Human Resources and Administration also prepares the handbook for interviewing, hiring and assigning staff the personnel procedures manual and material used for recruiting.

Every teacher receives an employee handbook and every student receives a student handbook which include proof-of-receipt statements that are turned into school administration. Employee policies were not

automatically printed in the handbook to save copying, but were provided when needed. Although the district directs employees to the online version of board policy, each location administrator also has a board policy book available to location staff members during the regular working day.

Employees and applicants have access to HCISD policies, procedures and handbooks in both hard copy and online; they may see their immediate supervisors for a hard copy version of the desired item. Most districts have one employee handbook, but a few have customized handbooks tailored to address the needs of specific employee departments. Employee interviews indicated a thorough knowledge of district procedures and policies, as well as the specific rules for each department; i.e. district and departmental expectations.

The staff handbooks outline topics such as leave benefits, employee relations and communications, complaints and grievances, employee conduct and welfare and general procedures including purchasing procedures, termination of employment, student issues and copyright rules.

COMMENDATION

District employee and procedure handbooks provide accurate and timely information to employees and applicants.

FINDING

The division of Human Resources and Administration developed online job descriptions for all district responsibilities, including those for general staff and substitutes. Staff members worked with each area manager to develop and/or to revise each job description.

Employees and applicants have access to HCISD job descriptions as hard copy or online versions. In the region, only HCISD had its job descriptions posted online. All the other districts offer only hard copy versions upon request and/or in house.

HCISD makes job descriptions available as needed and strives to update participants on an annual basis. Each location administrator updates the appropriate job descriptions for his/her location and forwards them to the division of Human Resources for consideration and approval.

COMMENDATION

HCISD's online job descriptions help guide new and existing employees on performance issues and specific tasks.

Chapter 5
FACILITIES USE AND MANAGEMENT

This chapter reviews the facilities use and management of the Hays Consolidated Independent School District (HCISD) in the following sections:

A. Facilities Planning and Construction
B. Maintenance
C. Custodial Services
D. Energy Management
E. Community Use of School Facilities

A comprehensive facilities maintenance and energy management program coordinates all physical resources in a school district. The program must effectively integrate facilities planning with all other aspects of school planning. The most effective and efficient school facility operations and maintenance programs involve strategic planning, design and construction and operate under clearly defined policies and procedures.

Efficient facilities operations help school districts address changes in enrollment and instructional programs and are essential to building public trust and confidence in public school district management.

BACKGROUND

Located in Hays, Caldwell and Travis Counties, HCISD covers 219.78 square miles. HCISD facilities include seven elementary schools, two middle schools, one 8th grade campus, one high school, a high school of choice (Academy@Hays) and an alternative school, which consists of the Alternative Impact Center and Juvenile Justice Alternative Education Program (JJAEP).

In addition, the district has a central administrative office complex with two annex buildings, and separate facilities for special education, maintenance, food service and transportation. **Exhibit 5-1** shows each facility's age, square footage, number of regular and portable classrooms at each school and the size of the facility site.

Exhibit 5-1
HCISD Facilities
2002-03

Facility	Year Built/	Square Feet	Regular Classrooms	Portable Classrooms	Acres

	Additions	**(Excluding Portables)**		*	
Elementary					
Kyle Elementary	1950 1998	92,151	42	6	11
Buda Primary	1912 1940 1959	Included with Buda Elementary	15	4	10
Buda Elementary	1998	45,481	15	0	5
Tom Green Elementary	1986	64,784	30	10	23
Elm Grove Elementary	2000 2002	73,447	29	0	20
Fuentes Elementary	2000 2002	71,501	35	8	15
Hemphill Elementary	2000 2002	71,533	35	4	32.9
Middle Schools/Junior Highs					
Barton Junior High	1993 1998	138,663	28	4	30
Dahlstrom Middle School	1985 1987 2003	113,452	33	2	30
Wallace Middle School		113,939	31	2	20
High Schools and Alternative Schools					
Hays High School	1967 1996 2001 2002 2003	258,634	122	14	103
Impact/JJAEP		12,225	4	4	6.3
Academy@Hays	1998	24,108	14	0	-
Other Facilities					
Administration Complex	1992	38,850	0	0	19.7

Maintenance and Operations	1999	44,544	0	0	13.8
Kyle Family Learning Center	Late 80's	4,182	0	0	1
Learning Resource Center **	Rental Facility	18,957			10.5
Total Facilities 2002-03		**1,186,451**	**433**	**58**	**351.2**
Additional Facilities Scheduled to Open in August 2003					
Performing Arts Center	2003	38,483	0	0	10
Tobias Elementary	2003	88,485	42	0	20
Hays High School Academic Building	2003	128,381	70	0	-
Dahlstrom Middle School Addition	2003	25,700	0	0	-
Wallace Middle School Addition	2003	31,330	2	0	-
Cancel lease of the Learning Resource Center	Rental Facility	(18,957)			(10.5)
Total New Facilities		**293,422**	**114**	**0**	**19.5**
Total 2003-04 ***		**1,479,873**	**547**	**58**	**370.7**

Source: HCISD assistant superintendent for Business and Operations.
*Two classrooms per portable building.
**HCISD rents the building housing the Learning Resource Center.
***The 2003-04 total includes the facilities scheduled to open in 2003-04, less the Learning Resource Center, since this building will no longer be rented by the district.

Over the last 30 years, public school programs and the manner of delivery have changed significantly. Examples of the changes include legally-

mandated reductions in student-teacher ratios, increases in technology requiring more computer labs, changing kindergarten programs from half-day to full-day, educating severely handicapped students who were once institutionalized, expanding pre-school programs and offering more special programs due to an increase in the number of at-risk students.

In the past, school districts determined the capacity of a school by counting the number of classrooms in a building and multiplying them by an average class size. However, this methodology, known as "design capacity," does not take into account the programmatic implications of school facilities. For example, an elementary school needs libraries/media centers, administrative areas, special education classrooms and specialized program areas, such as science, art and music. Taking program issues into consideration is known as "functional capacity."

In theory, it may be possible to use every classroom every period of every day, but from a practical perspective, it is not likely. For example, a vocational/technical lab may have insufficient enrollment to conduct classes each period. At times, some classrooms may need to be available to the teachers during a teacher prep period. In addition, some classes, such as special education classes, must limit enrollment to a level below the normal classroom size.

As a result, demographers and school planners use 85 to 90 percent of a building's design capacity to establish a "practical capacity" for each building. This represents the approximate use of five out of six periods in a six-period day or six out of seven periods in a seven-period day. As determined by the district's architect and demographer, HCISD's practical capacity is 90 percent of its design capacity.

Exhibit 5-2 shows each school's design capacity at 100 percent and the practical capacity at 90 percent. Based on the practical capacity, four out of six HCISD elementary schools are over-capacity, but the district will open Tobias Elementary in 2003-04. Hays High School is also over-capacity, but the district will open new classroom space in 2003-04 and a second high school will open in 2004-05.

Exhibit 5-2
HCISD School Enrollment and Capacity
2002-03

School	Enrollment Fall 2002	Design Capacity At 100%	Over/(Under) 100% Capacity	Practical Capacity At 90%	Over/(Under) 90% Capacity
Elementary					

Early Education students served at home school (not considered a separate school)	29	N/A	N/A	N/A	N/A
Kyle Elementary	811	720	91	648	163
Buda Primary	294	750*	(191)*	675*	(116)*
Buda Elementary	265				
Tom Green Elementary	685	616	69	554	131
Elm Grove Elementary	565	800	(235)	720	(155)
Fuentes Elementary	881	800	81	720	161
Hemphill Elementary	767	800	(33)	720	47
Total Elementary	**4,297**	**4,486**	**(218)**	**4,037**	**231**
Middle Schools/Junior Highs					
Barton Junior High	638	800	(162)	720	(82)
Dahlstrom Middle School	584	950	(366)	855	(271)
Wallace Middle School	701	917	(216)	825	(124)
Total Middle School/ Junior High	**1,923**	**2,667**	**(744)**	**2,400**	**(477)**
High Schools					
Hays High	2,287	2,189	98	1,970	317

School					
Impact Center	41	67	(26)	60	(19)
JJAEP	6	N/A	N/A	N/A	N/A
Academy @ Hays	109	278	(169)	250	(141)
Total High Schools	**2,443**	**2,534**	**(91)**	**2,280**	**(157)**
Total	**8,663**	**9,687**	**(1,053)**	**8,717**	**(89)**

Source: HCISD assistant superintendent for Business and Operations.
*Buda Elementary combined with Buda Primary.
N/A denotes not applicable.

Exhibit 5-3 shows HCISD's actual enrollment from 1989-90 through 2002-03 and demographic projections from Harner and Associates (January 1994), DeskMap Systems (June 1999 and November 2000) and Population and Survey Analysts (March 2002). Because mid-range projections from DeskMap Systems in November 2000 were higher than actual enrollment, district residents expressed concerns about the district overbuilding.

Exhibit 5-3
HCISD Student Enrollment and Projections
1989-90 through 2011-12

Year	Actual Enrollment (Fall)	Mid-Range Demographic Projections			
		Harner January 1994	DeskMap June 1999	DeskMap November 2000	Population and Survey Analysts March 2002
2011-12	-	-	-	-	21,157
2010-11	-	-	-	23,139	19,466
2009-10	-	-	-	21,103	17,783
2008-09	-	-	14,460	19,156	16,192
2007-08	-	-	13,213	17,315	14,608
2006-07	-	-	12,095	15,567	13,191

2005-06	-	-	11,051	13,897	11,755
2004-05	-	-	10,083	12,302	10,517
2003-04	-	5,744	9,220	10,845	9,503
2002-03	8,663	5,690	8,453	9,524	8,722
2001-02	8,097	5,653	7,797	8,313	-
2000-01	7,408	5,587	7,207	-	-
1999-2000	6,713	5,524	6,731	-	-
1998-99	6,311	5,437	-	-	-
1997-98	6,055	5,374	-	-	-
1996-97	5,756	5,258	-	-	-
1995-96	5,449	5,122	-	-	-
1994-95	5,168	4,959	-	-	-
1993-94	4,830	-	-	-	-
1992-93	4,559	-	-	-	-
1991-92	4,294	-	-	-	-
1990-91	4,164	-	-	-	-
1989-90	4,032	-	-	-	-

Source: Demographic Analysis and Enrollment Projections, Harner and Associates, January 1994; Demographic Study, DeskMap Systems, Inc., June 1999; Demographic Study, DeskMap Systems, Inc., November 2000 and Demographic Update, Population and Survey Analysts, March 2002.

Chapter 5
FACILITIES USE AND MANAGEMENT

A. Facilities Planning and Construction

A school district's long-range master plan is a compilation of district policies, information and statistical data, which provides a basis for planning educational facilities to meet the changing needs of a community. The master plan becomes the district's policy statement for allocating resources and offers potential alternatives for facility expansion and improvements.

Effective school facilities master planning incorporates:

- **Facility Capacity**: districts establish the capacity of each school facility by setting standards that govern student/teacher ratios and the amount of square feet required per student in a classroom. These standards deal with the minimum size of core facilities (such as gyms, cafeterias and libraries), so that schools do not overload these facilities or overuse portable classrooms.
- **Facility Inventory**: an accurate facility inventory is an essential tool in managing the use of school facilities. Each school inventory identifies the use and size of each room, which enables planners to accurately set the capacity of each school. Modifications to schools are noted in the inventory so it can be kept up to date.
- **Enrollment Projections**: effective planning requires accurate enrollment projections, at least five years into the future. Accurate projections require planners to examine neighborhood demographics and track new construction activity in the district. Many school planners work in coordination with county and city planners to track growth patterns.
- **Attendance Zones**: while the use of portable classrooms can temporarily alleviate overcrowding due to fluctuations in enrollment, they can become detrimental to the educational program if they are overused as a way to handle overloading of core facilities. Therefore, an effective enrollment management plan calls for adjustments in attendance zones whenever they prove necessary. While such adjustments often prove unpopular with parents and students, they are necessary if all students are to have appropriate access to school facilities.
- **Capital Improvement Master Plan**: effective planning requires the district to anticipate its future needs and balance these against resources. A capital master plan charts future improvements to school facilities and identifies funding sources for them. An effective planning process involves the community at large,

identifies district goals and objectives and prioritizes projects based on those goals and objectives.

In February 2001, HCISD voters approved an $89.5 million bond referendum to build the facilities shown in **Exhibit 5-4**. The districtwide facility improvements included additions to Dahlstrom and Wallace middle schools.

Exhibit 5-4
HCISD 2001 Bond Initiative

School/Facility	Projected Cost*
Proposition 1	
New wings for three elementary schools (Fuentes, Hemphill and Elm Grove)	$3,000,000
Elementary #8 (Tobias)	$11,560,600
Elementary #9 (buy site, design only)	$585,406
New high school, Phase 1 (Lehman)	$33,283,125
Hays High School master plan 1	$50,000
Hays High School addition and improvements	$10,965,194
Portable classrooms	$560,000
Districtwide facility improvements	$12,450,000
Technology upgrade and security system	$5,000,000
Proposition 2	
Districtwide multipurpose auditorium	$6,480,000
New field house	$3,335,000
Stadium expansion	$2,245,920
Total	**$89,515,245**

Source: HCISD, assistant superintendent for Business and Operations.
*Projected cost includes construction costs, professional fees and furniture, fixtures and equipment.

In February 2003, HCISD held a bond referendum to approve another $104.4 million in school bonds; however, voters defeated the referendum

by a vote of 2,406 to 1,281. **Exhibit 5-5** shows the projects included in that referendum.

Exhibit 5-5
HCISD 2003 Bond Initiative

School/Facility	Projected Cost
New Construction	
Middle School #4	$18,920,201
Elementary #9	$10,037,870
Elementary #10	$10,803,208
Additions and Renovations	
Lehman High School, Phase 2	$18,417,797
Hays High School, Phase 2	$14,625,000
Hays High School, Completion Phase	$12,093,287
Kyle Elementary additions	$3,000,000
Middle school improvements	$1,000,000
Tom Green Elementary additions	$2,000,000
Other	
Land acquisition and infrastructure	$3,000,000
Technology	$2,500,000
Districtwide facilities improvements	$4,000,000
Districtwide furniture, fixtures and equipment	$1,000,000
Portable buildings	$800,000
Program management	$1,500,000
Bond sales costs	$750,000
Total	**$104,447,363**

Source: HCISD, assistant superintendent for Business and Operations.

Exhibit 5-6 shows that HCISD's construction costs per square foot rank second compared to its peers. However, an "apples-to-apples" comparison is not always possible since districts generally have different philosophies about building size and type, construction materials, types of systems

included and infrastructure, such as technology, landscaping and playground equipment.

Exhibit 5-6
Construction Costs Per Square Foot
HCISD and Peer Districts
2002-03

District	Elementary Schools	Middle or Junior High Schools	High Schools
San Marcos	$100	$105	$110
HCISD	**$99.47 (Tobias)**	**$107.78 (projected)**	**$105 (Lehman)**
Lockhart	$85	$85	Last built in 1963
Bastrop	$109 (Intermediate)	$89 (1999)	N/A

Source: WCL ENTERPRISES, survey of peer districts.
N/A denotes not applicable.

FINDING

HCISD uses building prototypes to control construction costs. A prototype consists of a building design approved by the board in accordance with the district's construction standards and specifications and then it is replicated in multiple locations. The construction standards include items such as structural materials, space requirements, school layout, technology integration, library needs and special program needs.

HCISD's first prototype elementary school was Fuentes Elementary, completed in 2000, but the district built two others at the same time, Hemphill Elementary and Elm Grove Elementary. According to the facilities contractor, the administration, staff, teachers and community members had input into the design of the first school. Although the district had funding budgeted to build only two schools, HCISD was able to build all three schools for the price of two through value engineering and reductions in each school's size and scope. Value engineering is an organized effort directed at analyzing the functions of projects and activities to achieve the essential functions at the lowest life-cycle cost and still remain consistent with required performance, reliability, quality and safety. Scope reduction includes removing or modifying items from the original project design, such as technology wiring, HVAC humidistat controls, size of the parking lot and final site grading. HCISD also reduced

the size of all three schools to 600 students, instead of the original plan of 800 students.

Because the district used the same plan for all three schools, HCISD paid architectural fees of 3.5 percent, instead of the normal 6 percent, for the second and third schools. **Exhibit 5-7** shows HCISD saved more than $238,000 in architectural fees by using prototype designs.

Exhibit 5-7
HCISD Savings in Architectural Fees by Using Prototype Schools
April 2003

School	Construction Costs	Normal Fee (6%)	Reduced Fee (3.5%)	Savings
Elementary Prototype				
Fuentes Elementary	$4,694,983	$281,699	$281,699*	$0
Hemphill Elementary	$4,792,248	$287,535	$167,729	$119,806
Elm Grove Elementary	$4,736,164	$284,170	$165,766	$118,404
Total				**$238,210**

Source: HCISD, assistant superintendent for Business and Operations.
*The first prototype school does not receive a reduced architectural fee.

Since the 2003 bond issue was defeated, the fourth middle school, which would have been a candidate for a prototype middle school, was not designed. Benefits of a building prototype include:

- shortens the design and construction lead times on the second and subsequent buildings in a series;
- allows design and construction bugs to be worked out on the initial construction so they will not occur on subsequent buildings in a series;
- enables district staff members to go through the complete design process only once with the initial prototype building, reducing the time spent during development of each subsequent building;
- results in lower up-front design costs and maintenance costs because of the standardized design which fits onto any available site (with some minor adjustments for terrain or site placement) and simplifies the design from a site-specific design, and
- replicates designs, which reduces architectural fees from the normal 6 percent to, in many cases, 3.5 to 4 percent.

COMMENDATION

HCISD uses school prototype designs to control construction costs, saving taxpayers more than $238,000 in architectural fees.

FINDING

HCISD does not have a board policy or administrative regulation that specifically addresses the purchase of school sites or the selection of realtors. As a result, some citizens have questioned the manner in which the district purchased two school sites, including site locations, site costs, ownership of the property and selection of the realtor.

Comments from the public forum and focus group meetings centered on the following issues.

After HCISD voters approved the 2001 bond referendum, the board asked the then-superintendent to form a committee to select a realtor to find suitable school sites for a new high school and elementary. The superintendent established a committee composed of the superintendent, the assistant superintendent for Business and Operations, a representative from the district's architect, the director of Construction and one board member. The committee developed a request for proposals (RFP) to seek competitive proposals and the committee received five proposals. The committee reviewed the proposals and selected two realtors to interview. The two finalists included a realtor from Austin and a local realtor. The committee decided a local realtor would know the district better and that landowners would be more willing to negotiate with a local realtor.

Some taxpayers felt that the selected realtor had a conflict of interest because he had served as a board member's campaign treasurer in the 1999 board election. Since Section 44.031 of the Texas Education Code (TEC) does not require competitive bids for acquiring realtor services, the selection of the realtor is an administrative decision and does not require board approval. The board member in question was not on the realtor selection committee.

Some taxpayers questioned whether the $14,500 per acre paid by the district for the Lehman High School site in September 2001 was too high compared to other sites. However, in August 2001, an independent appraiser hired by the district established the value of the land at $15,500 per acre. The appraiser compared the property to five similar and recently sold sites to estimate the current market value of the school site using a price-per-acre analysis. All five comparison sites were deemed by the appraiser to be reliable indicators of value and indicated a value range from $11,480 to $17,095 per acre. While the cost of some land in the area

was lower, factors such as size and shape of the property, inadequate access and availability of adequate water supply removed them from consideration as a school site.

Some taxpayers were also concerned about the purchase of a high school site since the district already owned a 119-acre site in the northwest quadrant of the district with an adequate water supply. While the 119-acre site may serve as a future school site, the district demographer recommended the southeast quadrant of the district as the best location for the second high school.

The purchase of land for Tobias Elementary indirectly from the district's delinquent tax attorney raised questions about a possible conflict of interest. On June 18, 2001, the tax attorney contracted to sell 116.48 acres to the developer for $575,000. Before finalizing the purchase, the developer contacted the district to see if it would be interested in a potential school site in its proposed development. On September 17, 2001, the district contracted with the developer to purchase 14.764 acres for $139,500. Since the original contract for the 116.48 acres had not been finalized, the tax attorney had to provide a release of lien on the school tract so it could be sold. HCISD closed on the school tract on February 1, 2002 and the developer closed on the 116.48 acres on October 21, 2002. Although no laws or board policies were broken, an open and full disclosure of the relationship of the property owner to the district was not provided to help avoid the appearance of impropriety.

The HCISD administration began developing a process to address some of these concerns prior to the 2003 bond referendum. In September 2002, the district solicited requests for qualifications (RFQ) for school site selection and assessment services, including site selection and acquisition, surveying services, civil engineering services, soils and environmental testing services, platting and recording as required by local government agencies and capital improvement projects planning. The district stated in the RFQ that the civil engineer and the geotechnical provider may be contracted with separately, but the selected firm would coordinate all functions. HCISD scheduled interviews with five firms in October 2002. The board approved a firm, but services were not required since the bond referendum failed.

If the bond referendum had passed, the process would have been similar to the one used effectively by Rockwall ISD (RISD). **Exhibit 5-8** shows each step of the RISD process and who is responsible.

Exhibit 5-8
Rockwall ISD Land Purchase Process
2002-03

Step	Action	Person(s) Responsible
1	Determine the best location for school sites, based on areas of projected student growth.	Demographer and RISD executive director of Facilities Planning and Construction.
2	Search for available school sites that have enough acreage to meet district requirements, in the areas recommended by the demographer.	RISD engineer, architect and executive director of Facilities Planning and Construction.
3	Perform a feasibility study for each site to assess development costs, such as utility needs, environmental concerns, geological issues and vehicle access.	RISD engineer.
4	Determine the fair market value of the sites, including other land sales in the area.	Independent appraiser, approved by the board.
5	Contact the landowners anonymously, through a real estate broker, to determine if the land is for sale and their asking price for the land.	Real estate broker, approved by the board.
6	Negotiate the price of the land at or below the fair market value established by the independent appraiser.	Real estate broker and RISD executive director of Facilities Planning and Construction.
7	If more than one site meets the district's criteria, evaluate the selected sites to determine which tract offers the best value to the district, including sale price, development costs and location.	RISD executive director of Facilities Planning and Construction, architect and engineer.
8	Recommend the selected property to the board for purchase.	RISD superintendent and executive director of Facilities Planning and Construction.
9	Approve the purchase of the land.	RISD Board of Trustees.

Source: RISD, executive director of Facilities Planning and Construction.

Recommendation 17:

Develop and implement a board-approved policy to address the purchase of school sites, including the selection of realtors.

The policy should include:

- a process for selecting realtors for the purchase of land for future school sites, including the criteria for evaluating and scoring proposals;
- a process to determine if any governmental agencies have surplus property available to purchase;
- the criteria for selecting a school site, including size, location and availability of utilities;
- the criteria used to determine if a conflict of interest exists in the selection of a realtor or in the selection of a school site, and
- a process to establish the appraised value of potential land sites.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent for Business and Operations drafts a policy to address the purchase of school sites and the selection of a realtor to purchase the sites.	October 2003
2.	The assistant superintendent for Business and Operations submits the policy to the Texas Association of School Boards for review as part of its board policy review services.	October 2003
3.	The assistant superintendent for Business and Operations submits the policy to the superintendent for approval.	November 2003
4.	The superintendent submits the policy to the board for approval.	November 2003
5.	The new policy takes effect.	December 2003

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 5
FACILITIES USE AND MANAGEMENT

B. Maintenance

The HCISD Maintenance Department handles the maintenance of all school buildings and minor renovation projects. The objective in maintaining school facilities is to provide safe and cost-effective buildings, a sound educational environment, longevity of buildings and equipment and protection of public property investment.

An effective maintenance department:

- extends the life of facilities and maximize their potential use;
- increases facilities staff productivity;
- selects the most cost-effective methods for operations;
- improves and maintains the aesthetics of facilities;
- implements programs to conserve energy, and
- ensures the safety and security of the buildings and any people on district property.

Efficient and effective maintenance operations in a school district require well-defined processes, including:

- adequate information to plan and manage daily maintenance operations;
- a work-order system that helps maintenance workers respond quickly to repair requests and for management to evaluate the effectiveness and efficiency of operations;
- a preventive maintenance system that ensures regular servicing of equipment to minimize down-time, and
- a mechanism to monitor maintenance service levels and obtain periodic feedback about functions that need improvement.

HCISD employs 32 maintenance staff members and 66 custodians to maintain approximately 1.2 million square feet of permanent facilities; 43,500 square feet of portable classrooms; 351 acres of land that includes athletic fields, flower beds, parking lots, playgrounds, sidewalks and tennis courts; and also maintenance vehicles, tractors and lawn equipment.

Exhibit 5-9 shows the organization and staffing levels of the HCISD Maintenance Department. Although custodians report to the principals, the custodial services specialist provides custodial training, services and supplies, and arranges for the repair of custodial equipment.

Exhibit 5-9
HCISD Maintenance Department Organization

2002-03

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                    ┌─────────────────────────────────────────┐
                    │   Director of Maintenance and Operations │
                    └─────────────────────────────────────────┘
        ┌──────────────────────────┐   │   ┌──────────────────────────┐
        │     Finance Assistant     │   │   │         Secretary         │
        └──────────────────────────┘   │   └──────────────────────────┘
                    ┌─────────────────────────────────┐
                    │      Maintenance Coordinator      │
                    └─────────────────────────────────┘
```

| Electrical Supervisor | Plumbing Supervisor | Custodial Services Specialist | Fleet Mechanic |

| Electrician | Plumber | Custodians | |

| Carpentry Supervisor | HVAC Supervisor | Grounds/Construction Supervisor IPM Coordinator | Painting Supervisor |

| Carpenter (1.5) | HVAC Technician (5) | Grounds Team Leader | Painters (2) |

| Locksmith (.5) | | Groundskeepers (5) | |

| General Maintenance/ Multi-Craft Technician (3) | | | |

Source: HCISD, director of Maintenance and Operations.

Exhibit 5-10 shows HCISD has the second-lowest per-student costs for maintenance compared to selected peers and the lowest percent increase between 1997-98 and 2001-02.

Exhibit 5-10
Maintenance Expenditures per Student
HCISD and Peer Districts
1997-98 through 2001-02

Entity	1997-98 Actual	1998-99 Actual	1999-2000 Actual	2000-01 Actual	2001-02 Budgeted	Percentage Change 1997-98 through 2001-02
Bastrop	$504	$548	$661	$678	$720	42.9%
San Marcos	$515	$610	$650	$664	$702	36.3%
Lockhart	$529	$549	$581	$585	$630	19.1%
HCISD	**$601**	**$574**	**$638**	**$758**	**$658**	**9.5%**

Source: Texas Education Agency (TEA), Public Education Information Management System (PEIMS), 1997-98 through 2001-02.

FINDING

The HCISD Maintenance Department is converting its automated work order system to a web-based application, which is easier to use and can track warranties, provide customize reports and flag critical work orders for immediate status.

Some of the features of the new work order system include:

- work requests that identify the equipment needing repair, the problem, the urgency and the date created can be initiated by any staff with approved login and password;
- work order backlog reports that provide a list of all outstanding work orders, searchable by any field;
- work order planning that allows the entry of detailed parts, tools and labor;
- planner authorizations and approvals for all planned work orders;
- work orders that can be recalled and reviewed at any time, and
- standard documents that detail all steps in a particular maintenance procedure and can be printed on or with the work order.

COMMENDATION

HCISD uses automation to submit and track maintenance work orders.

FINDING

HCISD responds quickly and effectively to indoor air quality issues. The district has formal indoor air quality (IAQ) complaint procedures and two of its maintenance staff are certified in IAQ mold inspection, diagnosis and mold remediation, which allows the district to take air samples and resolve many mold problems in-house. **Exhibit 5-11** shows the procedures defined in the HCISD Employee Handbook. The district placed the procedures into effect in 2000-01 and included them in the employee handbook beginning in 2001-02.

Exhibit 5-11
HCISD IAQ Procedures
2002-03

Step	Procedure
1	All suspected IAQ problems must be reported to the school nurse and principal.
2	If more than one room/area or more than one person is affected, an IAQ Complaint Form for each area/person must be completed and faxed to the Maintenance Department.
3	A teacher or adult completes an IAQ Complaint Form, describing the problem. The teacher or adult sends a copy to the school nurse and one to the principal. The principal signs the form, faxes a copy to the Maintenance Department and keeps a file copy.
4	If a student is making the complaint, the school nurse will complete the IAQ Complaint Form, based on information provided by the student. The nurse signs the form and sends a copy to the principal for

	signature. The principal signs the form, faxes a copy to the Maintenance Department and keeps a file copy.
5	The Maintenance Department enters the information into the automated work order system, which assigns a work request number.
6	The Maintenance Department staff prints the work request, attaches it to the IAQ Complaint Form and gives it to the IAQ technician to determine the proper protocol needed to address the problem.
7	If testing is warranted, the IAQ technician either performs the test himself or contacts the approved IAQ contractor.
8	Once the district receives the results of the test, the IAQ technician corrects the problem, as recommended, and a copy of the test results are sent to the school that submitted the complaint form.

Source: HCISD, Employee Handbook, 2002-03.

The IAQ technicians are certified to take air samples as needed, but the district contracts the air sample evaluations for two reasons: the district does not have the sophisticated and expensive equipment necessary to properly analyze air samples and the public normally accepts the findings of the test more readily when performed by an independent third party. The cost to test the air samples is $100 for three tests. While technicians test some facilities on a quarterly basis, most facilities are tested on an as-needed basis.

Exhibit 5-12 shows that the average number of indoor air quality work orders handled by the Maintenance Department dropped from 7.4 per month in 2001-02 to 3.9 per month in 2002-03 for September through March, a 47.3 percent reduction.

Exhibit 5-12
HCISD Indoor Air Quality Work Orders
2001-02 and 2002-03

	2001-02	2002-03
September	8	5
October	11	3
November	17	3
December	17	5
January	3	3
February	6	2
March	1	3
April	3	N/A
May	2	N/A

June	2	N/A
July	12	N/A
August	7	7
Total	**89**	**31**
Monthly Average	**7.4**	**3.9**

Source: HCISD director of Maintenance and Operations.
N/A denotes not available.

According to the director of Maintenance and Operations, employing district personnel certified in IAQ mold inspection, diagnosis and mold remediation; improving HVAC system maintenance and formalizing procedures for reporting IAQ problems contributed to the reduction in IAQ work orders.

COMMENDATION

HCISD reduced average monthly indoor air quality work orders by using districtwide IAQ reporting procedures and employing in-house certified IAQ maintenance technicians.

FINDING

HCISD provides for on-going training of maintenance staff. **Exhibit 5-13** shows the number of training sessions attended by HCISD maintenance staff from 1999-2000 through April 2003. The number of training sessions was higher in 1999-2000 because the training program was new and the need for training was greater.

Exhibit 5-13
Number of Training Sessions Attended by Maintenance Staff
1999-2000 through April 2003

Subject Area	1999-2000	2000-01	2001-02	2002-03 *
Indoor Air Quality	9	7	4	1
Grounds	20	4	1	0
Pest Control	13	3	6	5
Asbestos	3	0	4	0
Worker's Health and Safety	2	2	0	0
HVAC	12	2	7	2
Playground Safety	3	0	0	0
Construction	1	0	0	0

Facilities Management	1	0	2	2
Sign Making	7	0	0	0
Lead Poisoning	4	5	0	0
Electrical	3	4	0	0
Office Software	0	3	0	0
General Maintenance and Operations	0	0	4	1
Custodial	0	0	3	28
Loss Control	0	2	0	0
Energy Management	0	0	0	5
Other	0	1	1	0
Total	**78**	**33**	**32**	**44***

Source: HCISD, director of Maintenance and Operations.
*Through April 2003.

The benefits of providing job-related training to the maintenance staff include increased productivity, reduced operating costs, improved quality of maintenance, reduced employee turnover and an increased ability to comply with legal mandates.

COMMENDATION

HCISD's on-going training to its maintenance staff improves operations and reduces costs.

FINDING

HCISD lacks a process to evaluate current and future maintenance services to determine the cost-effectiveness of providing the service in-house or contracting with private vendors. Since the district does not perform an evaluation, the district may be spending more money than required for maintenance services. HCISD contracts some of its maintenance work because its staff is not sufficient to meet all of the district's maintenance needs. The district also contracts specialized maintenance projects, such as constructing a new track, refurbishing or replacing boilers and refinishing or replacing gym floors. From 1996-97 through 2000-01, HCISD's in-house maintenance costs per student increased 17.7 percent; its contracted maintenance costs per student increased 87.8 percent.

Several reasons exist for a district to contract outside services including,

- the district does not have the expertise in-house to perform the service;
- the district has the expertise, but does not have sufficient staff to perform the specific service and still perform other priority duties, or
- the district can outsource the service cheaper than performing the service in-house.

In some instances, the Maintenance Department does not have adequate staff to perform the work in-house and also does not have sufficient funds to contract for the service, meaning the district is unable to provide the service or it provides the service at a lower level than needed.

Exhibit 5-14 shows that HCISD's maintenance payroll expenditures decreased from $300 per student in 1995-96 to a low of $261 per student in 1997-98, then increased to $313 per student in 2000-01. Over the same time-period, contracted services expenditures increased from $166 per student to $370 per student, surpassing payroll expenditures.

Exhibit 5-14
HCISD Maintenance Costs Per Student,
Payroll Costs Compared to Contracted Services
1995-96 through 2000-01
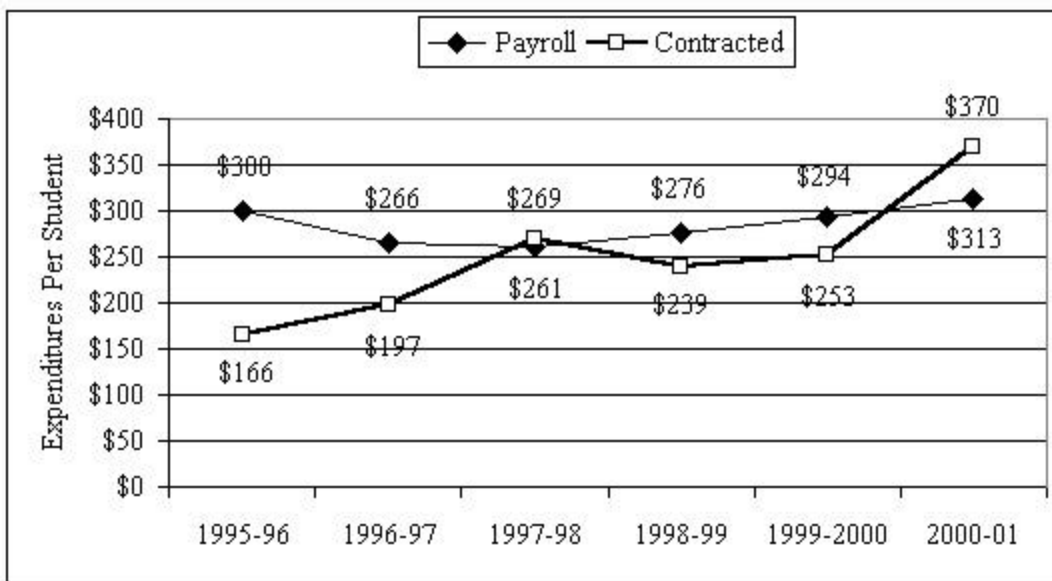
Source: TEA, PEIMS, 1995-96 through 2000-01.

The Maintenance Department is understaffed compared to industry standards, which bases the standards on entities performing most of the maintenance services in-house. The Association of Physical Plant Administrators (APPA) developed staffing standards for craft positions based on gross square footage of all facilities in a district. **Exhibit 5-15** shows that HCISD's Maintenance Department is understaffed by 28.5 positions.

Exhibit 5-15
Number of HCISD Maintenance Employees
Compared to APPA Standards
2002-03

Craft	HCISD	APPA Standard	APPA	Variance Above/ (Below) Standard

HVAC Mechanic	6	1:45 pieces of equipment (2-25 ton units) (HCISD has 820 units = 18 mechanics) 1:8 pieces of equipment (25+ ton units) (HCISD has 10 units = 1 mechanics)	19	(13)
Plumber	2	1:390,000 Gross Square Feet (GSF)	3	(1)
Electrician	2	1:380,000 GSF	3	(1)
General Maintenance	3	1:500,000 GSF	2.5	.5
Painter	3	1:200,000 GSF	6	(3)
Grounds	8	1:5 acres (intensively maintained) 1:25 acres (routine maintenance)	15	(7)
Carpenter	2.5	1:200,000 GSF	6	(3.5)
Locksmith	.5	1:4,000 doors	1	(.5)
Total	**27.0**		**55.5**	**(28.5)**

Source: HCISD Maintenance Department and Association of Physical Plant Administrators, March 2002.

At 42,412 square feet per maintenance worker, **Exhibit 5-16** showsHCISD ranks second highest in square footage per maintenance worker compared to selected peers. In addition, HCISD has the second-lowest maintenance expenditures per square foot compared to its peers.

Exhibit 5-16
Maintenance Staffing Levels
HCISD and Peer Districts
2002-03

Staff Category	HCISD	San Marcos	Bastrop	Lockhart
Electricians	**2**	2	2	2
HVAC Technicians	**6**	2	3	1
Plumbers	**2**	2	3	2
Carpenters	**2.5**	1	3	4
Locksmiths	**.5**	1	2	1
Pest Management	**1**	1	1	1
Mechanics	**1**	0	1	0
General Maintenance	**3**	3	3	0
Painters	**3**	1	2	0

Grounds	**8**	**0**	**7**	**4**
Other	**0**	**0**	**4**	**0**
Total	**29**	**13**	**31**	**15**
Total Square Feet	**1,229,951**	**1,023,716**	**857,644**	**608,630**
Annual Maintenance Expenditures	**$5,611,641**	**$4,752,691**	**$4,402,699**	**$2,597,377**
Average Expenditures per Square Foot	**$4.56**	**$4.64**	**$5.13**	**$4.27**

Source: WCL ENTERPRISES, survey of peer districts.

HCISD spent $187,233 on contracted services in 2001-02 and $592,431 in 2000-01. **Exhibit 5-17** shows an effective approach to analyzing the cost-benefit of outsourcing district services.

Exhibit 5-17
Sample Process to Determine Cost Benefit of Outsourcing District Services

Step	Activity	Description
1	Clearly define the component activity.	A clear definition of the component activity should include a description of its current budget and staffing, existing performance measurements, if they exist, the location of the function on the district's organization chart and a description of the product or service delivery standards that are currently demanded. This step should include the determination of specifications to be required of potential vendors, based on the expected levels of service needed to meet or exceed the district's standards.
2	Determine total in-house costs.	The district should use generally accepted accounting principles; maintain extensive documentation of all calculations and assumptions; include anticipated increases or decreases in future costs; include all costs, regardless of where they are located for budgeting or appropriation purposes; and include all costs whether or not the cost would be avoided if the service was outsourced. The total in-house cost equals direct costs, plus department indirect costs. Plus district indirect costs. Direct costs include salaries and overtime, fringe benefits, supplies and materials, rent, utilities, equipment maintenance and repair and the depreciation of assets. Indirect costs include appropriate percentages of costs for items, such as district central support services, personnel and legal services and percentage of costs for a department director with direct oversight of the staff performing the function.
3	Request proposals for alternative providers of service.	The component activities to be put up for competitive bidding should be advertised to the general public. While the district should create appropriate standards for a fair evaluation, a reasonable amount of creativity should be allowed so vendors can propose creative new methods for service delivery that meet or exceed current standards. In addition, existing employees should be allowed time and access to internal resources to prepare bids for alternative, more

		efficient and effective methods of delivering services.
4	Determine total cost to contract.	The total cost to contract is the contractor cost, plus the contract administration cost, plus any one-time conversion costs, plus unavoidable district cost, plus any loss on assets, minus any gain on assets. Contractor costs are the fees and expenses proposed by a qualified vendor to provide the service. Administration costs are the expenses involved in negotiating, executing, monitoring and evaluating the contract, including personnel costs, facility use and equipment charges. Unavoidable costs are those that will continue to be borne by the district even if a particular function has been outsourced. The gain or loss of assets includes buildings, vehicles or equipment that is unnecessary after a successful outsourcing.
5	Request proposals from vendors.	RFP's should be prepared for component activities offering significant potential for savings or service improvements. All competitive cost review information about the specific service should be made public.
6	Determination of savings.	Savings are the difference between total in-house costs and the total cost to contract.

Source: Office of Management and Budget, Circular A-76.

Recommendation 18:

Develop and implement a process to evaluate all current and future maintenance services to determine the cost-effectiveness of providing the service with district staff or through contracts with private vendors.

When evaluating the total cost of services, the district should be aware of situations that are sometimes overlooked, including:

- failing to allocate overhead (Other departments often share indirect costs, such as insurance, utilities, facilities and administration. A pro-rata share of these costs for the Maintenance Department should be included in the cost analysis.);
- excluding or underestimating costs (Key areas include district-paid benefits, legal costs and administration costs. Underestimating costs is especially likely when making projections of future costs.);
- failing to account for higher service levels (Ensure the district compares "apples to apples" with what the district asks the contractor to provide. It would not be fair to compare a higher level of service from a contractor with what the district might spend in-house for a lower quality of service.); and
- failing to allocate contract management costs.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Maintenance and Operations identifies all maintenance services provided by outside contractors and in-house personnel.	October 2003

2.	The assistant superintendent for Business and Operations develops a process and methodology for evaluating services to determine the true cost of the services.	October 2003
3.	The director of Maintenance and Operations and the assistant superintendent for Business and Operations use the defined methodology to establish the full cost of providing contracted and in-house maintenance services.	November 2003 through December 2003
4.	If the cost is less to provide the services in-house, the director of Maintenance and Operations and the assistant superintendent for Business and Operations determine the personnel, supplies and equipment necessary to provide the service and include them in the 2004-05 budget.	January 2004
5.	The director of Maintenance and Operations and the assistant superintendent for Business and Operations develop and implement a formal process to evaluate all future service requests to determine whether they will be contracted out or performed in-house.	February 2004
6.	The board approves the 2004-05 budget.	June 2004

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

HCISD does not plan for the cyclical replacement of maintenance vehicles. As a result, the district operates vehicles well beyond projected life expectancies, which creates an unsafe environment for the drivers and potential liability for the district in the event of an accident. The cost of operating vehicles beyond normal life expectancies is higher, since more repairs are usually required and parts may no longer be available through normal suppliers.

Eighty-three percent of the HCISD maintenance fleet has more than 100,000 miles, 57 percent has more than 150,000 miles and 20 percent has more than 200,000 miles. In addition, 80 percent of the fleet is older than 10 years. According to the director of Maintenance and Operations, HCISD maintenance vehicles average about 15,000 miles per year.

Exhibit 5-18 shows the age and mileage of the district's maintenance vehicles.

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Exhibit 5-18
HCISD Maintenance Vehicles
2002-03

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Year	Make	Model	Mileage	Department
1981	Ford	3/4-ton	Odometer broken	Grounds

1985	Chevrolet	Pickup	259,087	Electrician
1989	Dodge	Pickup	246,304	Electrician
1993	Chevrolet	Pickup	203,359	Painter
1990			201,389	Spare
1990	GMC	3/4-ton	200,138	Grounds
1992	GMC	Pickup	194,395	Carpenter
1986	Ford	350	186,085	HVAC
1984	Chevrolet	1-ton	180,531	Spare
1993	GMC	1-ton	179,345	Grounds
1993	GMC	Pickup	174,610	General Maintenance
1994	Chevrolet	Pickup	171,085	Carpenter
1991	Ford	Pickup	169,390	Carpenter
1990	Ford	Pickup	155,874	Plumber
1995	GMC		153,365	Plumber
1990	GMC	Jimmy	151,150	Director
1993	Chevrolet	Pickup	150,766	Multi-Craft Technician
1993	GMC	1-ton	148,562	Grounds
1993	Chevrolet		146,709	Painter
1993	Chevrolet	Van	123,348	HVAC
1993	GMC	1-ton	111,453	Grounds
1992	Ford	3/4 -ton	107,976	Grounds
1992	Chevrolet	Pickup	106,456	HVAC
1990	GMC		105,743	HVAC
1993	GMC	1-ton	103,636	Grounds
1994	Chevrolet	Van	90,034	HVAC
1995	GMC	1-ton	87,390	Grounds
	GMC	2500	81,724	Unknown
1986	Toyota	Pickup	67,097	Spare
1997	Chevrolet	Pickup	62,464	HVAC

Source: HCISD, director of Maintenance and Operations.

Katy ISD uses a seven-year or 100,000-mile replacement cycle for all maintenance vehicles, which allows the district to replace vehicles before they require significant maintenance expenditures and while they still have some resale value. Larger delivery vehicles, especially those with diesel engines, can have longer replacement cycles.

Recommendation 19:

Establish and implement a replacement policy for maintenance vehicles.

Under a seven-year or 100,000-mile replacement policy, 25 HCISD vehicles would be scheduled for replacement. However, to minimize annual costs and avoid purchasing all 25 vehicles in one year, the district should phase in the replacement policy by purchasing five vehicles per year until it catches up to the policy.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Maintenance and Operations contacts other school districts to get samples of their vehicle replacement policies.	October 2003
2.	The director of Maintenance and Operations recommends a vehicle replacement policy to the assistant superintendent for Business and Operations.	November 2003
3.	The assistant superintendent for Business and Operations recommends the policy to the superintendent and board for approval.	December 2003
4.	The assistant superintendent for Business and Operations includes vehicle replacements in the 2004-05 budget that correspond to the vehicle replacement policy.	January 2004
5.	The board approves the 2004-05 budget.	June 2004
6.	The purchasing agent purchases the replacement vehicles.	September 2004

FISCAL IMPACT

Replacing five maintenance vehicles per year, at an estimated $20,000 per vehicle, would cost the district $100,000 per year, starting in 2004-05 (5 vehicles x $20,000 = $100,000).

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Establish and implement a replacement policy for maintenance vehicles.	$0	($100,000)	($100,000)	($100,000)	($100,000)

Chapter 5
FACILITIES USE AND MANAGEMENT

C. Custodial Services

Most districts schedule custodial duties so that they perform as much work as possible when students are not in classrooms. Custodial tasks performed on a regular basis include:

- unlock doors, open windows for ventilation and turn on lights;
- set up rooms for special activities;
- clean restroom facilities, replace all commodities and make sure dispensers work properly;
- clean classrooms, teachers' lounges and other areas;
- perform special tasks within the classrooms based upon teacher requests;
- move furniture;
- dispose of trash;
- lock doors and gates, close windows and turn off lights
- clean interior walls;
- wax floors and clean carpet, and
- wash windows and blinds.

HCISD principals interview, hire, evaluate and terminate school custodians. They also assign custodians their duties. Until recently, each school purchased cleaning chemicals and custodial supplies and arranged training for their custodians. Now, the Maintenance Department coordinates those tasks and arranges for the repair of custodial cleaning machines, such as vacuums and buffers. The district has also standardized on one brand of custodial chemicals, which means the district can save money by purchasing larger quantities at a lower cost.

FINDING

HCISD's custodial staffing ratio does not meet the industry standards of 20,000 square feet per custodian. The Association of School Business Officials, International (ASBO) bases custodial staffing on an expected average productivity of 2,500 square feet per staff-hour of work, for an eight-hour cleaning period, which equals 20,000 square feet per custodian. **Exhibit 5-19** showsASBO's work standards for custodial productivity.

Exhibit 5-19
ASBO Custodial Work Standards

Space	Service	Unit	Work Rate

		Measure	**Time**
Classrooms (average size)	Routine clean	850 sq. ft.	24 minutes
Offices - resilient floor	Routine clean	1,000 sq. ft.	24 minutes
Offices - carpet	Routine clean	1,000 sq. ft.	24 minutes
Floors	Dust mop	1,000 sq. ft.	12 minutes
	Damp mop	1,000 sq. ft.	20 minutes
	Spray buff - daily	1,000 sq. ft.	20 minutes
	Spray buff - weekly	1,000 sq. ft.	40 minutes
	Spray buff - monthly	1,000 sq. ft.	120 minutes
	Light furniture scrub	1,000 sq. ft.	240 minutes
	Medium furniture scrub	1,000 sq. ft.	300 minutes
	Heavy furniture scrub	1,000 sq. ft.	400 minutes
Bathrooms	3 or less commodes, urinals, and wash basins	Each	4.5 minutes
	More than 3	Each	3 minutes
Stairs	Damp mop	1 flight	12 minutes
	Wet mop	1 flight	35 minutes
	Hand scrub	1 flight	48 minutes
	Dust handrails	1 flight	2 minutes
	Dust treads	1 flight	6 minutes
Walls	Wash	1,000 sq. ft.	210 minutes
	Wash heavy soil	1,000 sq. ft.	290 minutes
Blinds	Dust	Each	15 minutes
	Damp dust	Each	30 minutes
	Wash	200 sq. ft.	340 minutes
Windows - single pane	Wash	1,000 sq. ft.	240 minutes
Windows - multi-pane	Wash	1,000 sq. ft.	320 minutes
Light fixtures -	Dust	4 ft.	5 minutes

fluorescent				
Light fixtures - egg crate	Wash		4 ft.	40 minutes
Light fixtures - open	Wash		4 ft.	20 minutes
Light fixtures - incandescent	Dust		Each	5 minutes
Light fixtures - incandescent	Wash		Each	15 minutes

Source: Custodial Methods and Procedures Manual, ASBO, 2000.

Exhibit 5-20 shows that HCISD's overall ratio of 18,636 square feet per custodian is slightly below the industry standard of 20,000 square feet per custodian. The elementary schools overstaffed with ratios of less than 16,000 square feet per custodian include Buda Elementary and Primary, Elm Grove Elementary and Fuentes Elementary. Overstaffed secondary schools include Hays High School and Dahlstrom Middle School, with ratios less than 18,000 square feet per custodian.

Exhibit 5-20
HCISD Custodial Staffing Compared to Industry Standard
2002-03

Facility	(1) Total Square Feet	Custodians	Square Feet per Custodian	(2) Number of Custodians Recommended	Over / (Under) Industry Standards
Elementary					
Kyle Elementary	96,651	5.0	19,330	5.0	0
Buda Primary	Included with Buda Elementary	Included with Buda Elementary	Included with Buda Elementary	Included with Buda Elementary	Included with Buda Elementary
Buda Elementary	48,481	5.0	9,696	2.5	2.5
Tom Green Elementary	72,284	4.0	18,071	3.5	0.5
Elm Grove Elementary	73,447	5.0	14,689	4.0	1.0

Fuentes Elementary	77,501	5.0	15,500	4.0	1.0
Hemphill Elementary	74,533	4.0	18,633	4.0	0
Middle School/Junior High					
Barton Junior High	141,663	7.0	20,238	7.0	0
Dahlstrom Middle School	114,952	6.5	17,685	6.0	0.5
Wallace Middle School	115,439	6.0	19,240	6.0	0
High School and Alternative Schools					
Hays High School	269,134	15.0	17,942	13.5	1.5
Impact Center/JJAEP	15,225	0.5	30,450	1.0	(0.5)
Academy @ Hays	24,108	1.0	24,108	1.0	0
Other Facilities					
Administration Complex	38,850	1.0	38,850	2.0	(1.0)
Maintenance and Operations (5)	44,544	0.5	89,088	0.5	0
Kyle Family Learning Center	4,182	-	-	-	-
Learning Resource Center (3)	18,957	0.5	37,914	1.0	(0.5)
Total - all facilities	**1,229,952**	**66.0**	**18,636**	**61.0**	**5.0**
Facilities scheduled to open in 2003-04 (4)	**293,422**	**0.0**		**15.0**	

Exhibit 5-21 shows the average number of square feet cleaned by HCISD custodians ranks first compared to selected peers.

Exhibit 5-21
Custodial Staffing Levels
HCISD and Peer Districts
2002-03

District	Total Square Feet of Facilities	Total Number of Custodians	Square Feet per Custodian
HCISD	**1,229,951**	**66**	**18,636**
San Marcos	1,023,716	67	15,279
Bastrop	857,644	57	15,046
Lockhart	608,630	43	14,154

Source: WCL ENTERPRISES, survey of peer districts.

Recommendation 20:

Establish and consistently apply custodial staffing formulas that meet industry standards.

Establishing custodial staffing levels of 20,000 square feet per custodian would save 5 custodial positions. In 2003-04, HCISD will be opening nearly 300,000 square feet of new facilities, which would require hiring 15 new custodians under this ratio. However, since the district has a surplus of 5 custodians, the district would only need to hire an additional 10

custodians. If custodians have already been hired for 2003-04, custodial staffing levels can be reduced as vacancies occur.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Maintenance and Operations establishes a custodial formula and staffing chart for each school that meets industry standards.	October 2003
2.	The director of Maintenance and Operations submits the staffing formula and chart to the assistant superintendent for Business and Operations for approval.	October 2003
3.	The assistant superintendent for Business and Operations and the director of Maintenance and Operations evaluate options concerning implementing the staffing formula and chart.	November 2003
4.	The superintendent institutes a hiring freeze for custodial positions.	December 2003
5.	The director of Maintenance and Operations includes custodial staffing requests for 2004-05 based on the new staffing formulas.	January 2004
6.	The board approves the 2004-05 budget.	June 2004

FISCAL IMPACT

The fiscal impact is based on the average salary of an HCISD custodial of $20,001, plus $3,839 in benefits, composed of $2,715 for insurance and unemployment insurance and 5.62 percent of salaries for worker's compensation, Medicare and retirement benefits ($2,715 + $1,124 {$20,001 x 5.62 percent = $1,124} = $3,839). Not hiring 5 custodians would save $119,200 annually ($23,840 x 5 custodians = $119,200). Instituting a hiring freeze should enable the district to eliminate three custodial positions in 2003-04 and realize $71,520 in savings ($23,840 x 3 custodians = $71,520).

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Establish and consistently apply custodial staffing formulas that meet industry standards.	$71,520	$119,200	$119,200	$119,200	$119,200

Chapter 5
FACILITIES USE AND MANAGEMENT

D. Energy Management

School energy management keeps operating costs down by reducing
energy waste, while providing a safe, comfortable environment for
learning. Proper energy management is a vital tool for the efficient
distribution of the district's utilities. Energy audits and other sources of
data help control energy costs. Management can use this data to determine
priorities and to monitor and evaluate the success of energy management
programs.

Pedernales Electric Cooperative provides electricity for all HCISD schools
and Southern Union Gas and CenterPoint Energy provide natural gas to
the schools, depending on the location of the school. There are no
competitors for HCISD utilities.

FINDING

While the director of Maintenance and Operations handles energy
management, the district lacks a districtwide energy management and
conservation plan. Consequently, HCISD pays more per student and more
per square foot for energy than recommended by state and national
standards.

The Environmental Protection Agency (EPA) establishes a benchmark of
$115 per student or less for energy costs in schools and the Texas
Comptroller of Public Accounts uses an energy benchmark of $1.00 per
square foot or less. **Exhibit 5-22** shows that HCISD's energy costs for
2001-02 were $209 per student and $1.38 per square foot, which are both
higher than state and national standards. In addition, HCISD has the
highest energy costs per square foot and per student compared to selected
peers.

Exhibit 5-22
Energy Costs per Square Foot and Per Student
HCISD and Peer Districts
2001-02

District	2001-02 Enrollment	Total Square Feet of Facilities	Total Energy Costs	Energy Costs per Square Foot	Energy Costs per Student

HCISD	8,098	1,229,951	$1,696,261	$1.38	$209
Bastrop	6,775	857,644	$827,456	$0.96	$122
Lockhart	4,537	608,630	$572,581	$0.94	$126
San Marcos	7,103	1,023,716	$919,510	$0.90	$129

Source: WCL ENTERPRISES, survey of peer districts, and HCISD.

The director of Maintenance and Operations examines energy bills for possible errors before sending the bill to accounts payable. However, no system exists for tracking and analyzing data to compare each school's energy usage to previous months and years or to other schools. Additionally, the district does not share energy data with the schools to solicit their help in reducing energy costs.

In Texas, the State Energy Conservation Office (SECO) has developed an Energy Education Outreach Program that helps schools set up student-involved energy projects and develops energy-related educational materials. For example, programs such as Watt Watcher and Watt Team educate elementary students in energy efficiency and promote activities that instill an energy-efficient ethic in all aspects of school operation. Student teams patrol assigned areas of the school, checking for lights left on in unoccupied rooms. Students leave "tickets" and thank you notes for the occupants to remind them to turn off lights. This is a proven method of promoting energy conservation habits and reduces school energy bills since lighting accounts for 25 to 40 percent of energy use in schools.

In high schools, the Watt Watcher Program is called Energy Council. Students can expand the program to include school energy audits and serve as mentors for elementary school patrols. The Energy Council can exist as a project of the student council, other existing groups or a new school organization. SECO provides free materials and information for Watt teams.

SECO also administers a variety of energy efficiency and renewable energy programs that can significantly reduce energy consumption in school districts. The Energy Management Partnership program has helped more than 400 Texas school districts identify more than $11 million in energy savings. Savings result from:

- energy efficient lamps and ballasts;
- high-efficiency air conditioners;
- computerized energy management systems;
- energy efficient equipment, and

- more efficient maintenance and operation methods, such as turning off lights in unoccupied rooms, changing air-conditioning filters on a regular basis, keeping thermostat covers secure and in place and operating chillers to take maximum advantage of utility demand rates.

SECO's Energy Efficient Partnership Service delivers on-site technical assistance to districts. Districts pay no fee, but agree to institute energy efficient maintenance and operation procedures and pursue financing for capital energy projects that yield a high return on investment.

HCISD recently contracted with SECO to perform an energy assessment of the district. In its report, dated May 22, 2003, SECO noted that HCISD does not track utility costs on a monthly basis and recommended that the district establish a tracking and monitoring system using a spreadsheet or an energy management software package, such as Metrix. Utility data would be entered into the system on a monthly basis.

SECO offered the following energy-saving recommendations related to operations and maintenance procedures:

- turn off interior lights in unoccupied areas;
- keep classroom doors closed when HVAC units are operating;
- set back or turn off all HVAC equipment not in use during the summer (Custodial staff should be scheduled to minimize the amount of HVAC equipment that operates at any given time. Turn off water coolers, vending machines and other equipment not used during the summer months.);
- de-lamp soft drink machines, which saves about $80 per machine per year;
- check energy management control systems to ensure proper operations;
- maintain filter replacement schedules;
- involve students and teachers in an energy conservation program, such as "Watt Watchers";
- limit usage of refrigerators, floor heaters and microwaves in classrooms, and
- implement software to power down computer monitors and remain at rest while not in use, which can save $17,000 per year in energy costs for every 1,000 computers.

SECO also recommended some retrofit opportunities to save energy, including implementing a districtwide direct digital control (DDC) energy management control system (EMCS), which is currently not available in Dahlstrom Middle School and Buda Elementary and only partially available at Kyle Elementary, Hays High School and Wallace Middle

School. A DDC system includes features such as time-of-day on/off control, optimum start/stop, electronic demand (KW) control, morning start-up strategies to reduce energy usage, temperature control, monitoring of HVAC equipment from a central remote workstation, automatic after-hours reset of space temperatures for freeze protection, monitoring of walk-in freezer failures and monitoring building HVAC usage after-hours.

SECO stated that standardizing the type of EMCS in the district will result in more energy savings and effective temperature control. The district's energy manager can use a laptop computer to monitor, coordinate and schedule the on/off time for air conditioning. SECO estimated the cost to implement the DDC system districtwide would be about $100,000, but the district would save about $20,000 per year in energy costs.

SECO recommended HCISD enact a district energy policy that includes a statement of concern regarding overall energy usage, energy costs and benefits to the district from reducing costs; a statement acknowledging the importance and cost effectiveness of developing an energy management plan; a statement of commitment to energy conservation and cost control; and other considerations, such as authorizing the position of part-time energy manager, delegating authority to the energy manager, requiring an energy management plan be submitted to the board for approval and establish reporting requirements;

Other energy savings opportunities recommended by SECO included:

- replace incandescent exit lights with LED exit lights districtwide;
- replace HVAC units more than 20 years old with more energy-efficient models;
- implement the master plan for air conditioning and lighting systems recommended by Estes, McClure and Associates that was presented to the district several years ago;
- analyze the energy impact of district technology decisions, such as electrical power requirements, cooling for electronic equipment and added cooling load, positive pressure in electronic equipment rooms to prevent infiltration of dust and other contaminants and after-hours use of technology, and
- implement a district energy awareness plan for principals, support staff, teachers, students, kitchen personnel, custodians, athletics, band and choir.

Killeen ISD implemented a formal energy conservation program to keep its energy costs within industry guidelines. The district developed the program with input from the district conservation coordinator and school and department administrators and staff. Each school or support facility developed its own individual conservation plan to meet its specific needs

and requirements. The district allowed students and staff to participate in energy conservation planning and the plan's implementation. Each school designated a person to be responsible for shutting off all energy-consuming equipment at the end of each day. Each school also used shutdown checklists for daily use, as well as for holidays and summer.

Recommendation 21:

Develop and implement a districtwide energy management program using the State Energy Conservation Plan.

The program should include utility bill tracking that requires:

- monthly review of energy bills for errors and energy use data that is out-of-line;
- periodically testing the accuracy of energy charges to see if the prices charged per kilowatts per hour (KWH) for electricity and thousand cubic feet (MCF) for natural gas are correct;
- comparing energy usage for each school from month-to-month and year-to-year;
- comparing energy usage between comparable schools to see which school is the most energy efficient;
- quantifying results of energy conservation measures, such as the effect of replacing light bulbs with more energy-efficient bulbs, and
- submitting monthly energy reports to the superintendent and board.

A committee, consisting of administrators, teachers, students, staff and parents, should be involved in reviewing the SECO report and developing and implementing districtwide energy conservation measures. Information obtained by analyzing bill tracking data can help the committee know which schools need the most help in lowering energy costs.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent for Business and Support requests nominations for administrators, teachers, students, staff and parents to serve on an energy conservation and management committee.	October 2003
2.	The assistant superintendent for Business and Support contacts other school districts to collect examples of successful school energy conservation programs.	October 2003
3.	The committee meets and reviews the SECO report, examples of successful school energy conservation programs and develops a districtwide energy conservation	September 2003 - November 2003

	and management plan.	
4.	The committee presents the plan to the superintendent for approval.	November 2003
5.	The superintendent presents the plan to the board for approval.	December 2003
6.	HCISD schools and departments begin implementing the energy management and conservation plan.	January 2004
7.	The assistant superintendent for Business and Support prepares quarterly reports to the superintendent and board on the progress of implementing the energy management and conservation plan.	March 2004 and Quarterly Thereafter

FISCAL IMPACT

Reducing HCISD's energy costs of $1.38 per square foot to the state benchmark of $1.00 per square foot would save $474,953 annually, based on a reduction of 28 percent of the district's annual utility cost of $1,696,261 ($1,696,261 x 28 percent = $474,953 per year). Since energy conservation techniques take time to achieve results, the total impact of the savings is phased in over three years, with one-third of the savings in the first year ($474,953 x 1/3 = $158,318) and two-thirds of the savings in the second year $474,953 x 2/3 = $316,635).

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Develop and implement a districtwide energy management program using the State Energy Conservation Plan.	$158,318	$316,635	$474,953	$474,953	$474,953

Chapter 5
FACILITIES USE AND MANAGEMENT

E. Community Use of School Facilities

The use of school facilities by community groups is common in Texas school districts. By allowing community groups to use school facilities, schools and school districts connect with the communities and increase the use of school facilities. School district policies and procedures should meet the minimum requirements of state law and fees to rent the facilities to these groups should cover all costs associated with using the facilities.

FINDING

HCISD does not centrally coordinate or track the rental of school facilities. As a result, the district is unable to ensure compliance with board policy GKD (local), which states, "The board shall establish fees adequate for the costs of custodial services, school security precautions and utilities connected with the use of facilities by organizations and/or groups." The district has not assigned responsibility for monitoring the collection of facility rental fees to ensure they cover the cost of custodial services, security and utilities.

Additionally, there are no central reports identifying who is renting which facilities, the number of rentals per facility or the revenue collected per facility. The district does not have central monitoring to ensure renters pay the proper fees.

Board policies GKD (Legal) and GKD (Local) govern HCISD's community use of facilities. District guidelines spell out the rental rates, priority ratings for who can use the facility, which groups have free use of the facilities, fee schedules for using the facilities and an application/agreement for requesting use of a school facility.

An individual or organization wishing to rent a facility must contact that school to obtain an Application and Agreement for Use of School Facilities and pay the applicable fee. The school forwards the fee to the district's Finance Office where it is deposited in a central revenue account. In 2001-02, HCISD collected a total of $5,350 in rental fees. From August through April 2003, HCISD collected $4,515 in rental fees.

In March 2003, the district reviewed its facility use fee schedule and compared it to four other school districts, and the board approved an increase in facility use fees for 2003-04. **Exhibit 5-23** shows the fees

charged to use a school facility in 2002-03 and the new fees approved for 2003-04.

Exhibit 5-23
HCISD Facility Use Fee Schedule (Per 2-hour block)
2002-03 and 2003-04

Building	Classrooms	Kitchen	Cafeteria	Gym
2002-03				
High School	$15	By arrangement	$75	$75
Middle Schools	$15	By arrangement	$50	$20
Elementary Schools	$15	By arrangement	$50	$20
Football Stadium (field only)	$200 with lights $75 without lights	N/A	N/A	N/A
Baseball Field	$50 with lights $25 without lights	N/A	N/A	N/A
Theater Arts Facility	$50 by arrangement	N/A	N/A	N/A
Kunkel Room (Buda Elementary)	$15	N/A	N/A	N/A
2003-04				
High School	$30	$75	$100	$150
Middle Schools	$30	$75	$100	$150
Elementary Schools	$30	$75	$100	$150
Football Stadium	$400 with lights $300 without lights Playoffs: Class 1A and 2A: $2,725 Class 3A and 4A: $3,275 Class 5A: $4,000	N/A	N/A	N/A
Baseball Field	$200 with lights $150 without lights	N/A	N/A	N/A
Theater Arts Facility	Undetermined at this time	N/A	N/A	N/A

Kunkel Room (Buda Elementary)	$100	N/A	N/A	N/A

In McKinney ISD, the director of Construction coordinates the rental and use of school facilities and maintains accurate records of the organizations using the facilities and how many hours each school is used by the community.

Recommendation 22:

Assign a district administrator to coordinate and track community use of HCISD facilities.

The administrator should provide monthly reports to the superintendent for board review, including a list of individuals or groups using each facility, the number of rentals by school and the fees collected by school. The administrator should also track all relevant costs associated with the facility rental activity to ensure the district's fee structure actually covers the district's cost to rent the facility.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent assigns the responsibility for coordinating and tracking community use of district facilities to a district administrator.	October 2003
2.	The new facilities coordinator reviews and modifies current procedures, as needed and communicates the changes to the schools.	October 2003
3.	The facilities coordinator submits a monthly report to the superintendent.	November 2003 and Monthly

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 6
FINANCIAL, ASSET AND RISK MANAGEMENT

This chapter reviews the financial, asset and risk management functions of the Hays Consolidated Independent School District (HCISD) in the following sections:

A. Organization, Management and Staffing
B. Accounting, Budgeting and Internal Controls
C. Tax Collections
D. Cash and Investment Management
E. Risk Management
F. Bond Issuance and Indebtedness

Efficient financial management ensures a school district receives all available revenue from local, state and federal resources; maintains a record of its financial decisions and budget allocations; issues timely, accurate and informative financial reports; maintains adequate internal controls; employs a skilled, well-trained staff; and maintains a consistent record of favorable reports by external auditors.

Asset management involves the management of the district's cash resources and physical assets in a cost-effective and efficient manner. This includes accounting for and safeguarding these elements against theft and obsolescence. Risk management includes the identification, analysis and reduction of risk through insurance and safety programs to protect the district's assets and employees. Asset management for a growing district involves proper oversight of capital improvement spending, including multi-year financial and budget planning.

BACKGROUND

All Texas school districts must comply with state financial reporting guidelines as contained in the Texas Education Agency's (TEA) *Financial Accountability System Resource Guide* (FASRG). The guide includes the accounting and financial reporting requirements of recognized generally accepted accounting principles, federally mandated auditing and financial reporting requirements and specific accounting and financial reporting requirements of TEA. A district's annual audited financial statements must include all necessary financial information and related disclosures as prescribed by FASRG.

The Texas Education Code (TEC) Section 44.008 requires school districts to undergo an annual external audit performed by a certified public accountant. The scope of the external audit is financial in nature and

designed to provide reasonable assurance that the financial statements fairly present the financial condition of the district. The audits cover the period between September 1 of the previous calendar year and August 31 of the next year. Audit reports for the past three years stated that the financial statements were a fair representation of the district's financial condition and did not report any material weaknesses in internal controls.

HCISD chose Bastrop, Lockhart and San Marcos ISDs to serve as peers for comparison purposes. HCISD has less business property value than the state, Regional Education Service Center XIII (Region 13) and all of its peer districts except Lockhart ISD (**Exhibit 6-1**).

Exhibit 6-1
Property Values by Category as a Percentage of Total Property Value
HCISD, Peer Districts, Region 13 and the State
2001-02

Entity	Business	Residential	Land	Oil and Gas	Other
HCISD	**18.8%**	**66.3%**	**11.6%**	**0.0%**	**3.3%**
San Marcos Consolidated	44.0%	46.4%	7.2%	0.0%	2.4%
Bastrop	24.6%	45.9%	20.5%	0.2%	8.8%
Lockhart	16.5%	45.6%	32.2%	0.7%	4.9%
Region 13	**30.1%**	**59.8%**	**8.4%**	**0.5%**	**1.1%**
State	**37.9%**	**50.3%**	**6.7%**	**4.0%**	**1.0%**

Source: Texas Education Agency (TEA), Academic Excellence Indicator System (AEIS), 2001-02.

In 2002-03, Texas school districts budgeted an average of 51.8 percent of their funds from the local property tax and 40.4 percent in revenue from the state. In HCISD, those percentages are 41.7 and 53.3 percent, respectively (**Exhibit 6-2**). At the same time, HCISD has one of the lowest percentages of funding from the local property tax among peer districts, indicating lower property values with more room for growth.

Exhibit 6-2
Sources of Revenues as a Percentage of Total Budgeted Revenues
HCISD, Peer Districts and the State
2002-03

District	Local Tax	Other Local	State	Federal

		And Intermediate		
San Marcos Consolidated	77.5%	2.8%	15.5%	4.2%
Bastrop	51.9%	3.8%	41.6%	2.7%
HCISD	**41.7%**	**2.9%**	**53.3%**	**2.1%**
Lockhart	27.8%	5.0%	64.1%	3.1%
State	**51.8%**	**4.4%**	**40.4%**	**3.5%**

Source: TEA, Public Education Information Management System (PEIMS), 2002-03.

HCISD receives funding from the state based on a formula approved by the Legislature. In general, the funding is based on the number of district students in average daily attendance. The funding formula also contains additional funding for programs designed to benefit students with special needs. From 1998-99 through 2002-03, local property tax revenue as a percent of total funding for HCISD has increased by 3.5 percentage points. At the same time, state revenue as a percent of total funding has decreased by almost 3 percentage points (**Exhibit 6-3**).

Exhibit 6-3
HCISD Budgeted Sources of Revenue
As a Percent of Total Budgeted Revenue
1998-99 through 2002-03

Source of Revenue	**1998-99**	**1999-2000**	**2000-01**	**2001-02**	**2002-03**	**Percent Increase (Decrease) Between 1997-98 and 2002-03**
Local property tax	38.2%	36.4%	33.6%	35.8%	41.7%	3.5%
Other local and intermediate	3.7%	3.3%	3.3%	3.2%	2.9%	(0.8%)
State	**56.0%**	**58.5%**	**61.4%**	**58.9%**	**53.3%**	**(2.7%)**
Federal	2.1%	1.8%	1.7%	2.1%	2.1%	0.0%
Total	**100.0%**	**100.0%**	**100.0%**	**100.0%**	**100.0%**	**N/A**

Source: TEA, AEIS, 1998-99 through 2001-02 and PEIMS, 2002-03.

HCISD's maintenance and operations property tax rate has increased by 29.8 percent over the last five years while the total number of students has increased by 33.7 percent. **Exhibit 6-4** presents HCISD's maintenance and operations (M&O) tax rates, assessed property values and per student property values for 1997-98 through 2001-02. Local property values increased by 78.1 percent from 1997-98 to 2001-02.

Exhibit 6-4
HCISD Maintenance and Operations Tax Rates,
Assessed Property Values and Per Student Property Values
1997-98 through 2001-02

Category	1997-98	1998-99	1999-2000	2000-01	2001-02	Percent Increase (Decrease) Between 1997-98 and 2001-02
Maintenance and Operations Tax Rate	$0.971	$1.012	$1.232	$1.230	$1.260	29.8%
Property Value Per Student	$117,524	$117,702	$128,367	$140,735	$156,512	33.2%
Total property value (000's)	$711,606	$742,815	$861,727	$1,042,563	$1,267,437	78.1%
Total Students	6,055	6,311	6,713	7,408	8,098	33.7%

Source: Tax rates and total property values, TEA, AEIS, 1997-98 through 2001-02; total students, TEA's, PEIMS, Student Reports, 1997-98 through 2001-02; property value per student calculated based on student and property value data.

Since HCISD has a substantially lower property value per student than the state benchmark of $305,000, the district has entered into agreements to sell weighted average daily attendance (WADA) credits to two other districts, Plano ISD and Northwest ISD. HCISD sold WADA under Chapter 41/42 partnership agreements in both 2001-02 and 2002-03. HCISD plans to sell 10,431 WADA credits in the 2002-03 year. Under the

agreements, Plano and Northwest ISD purchase WADA credits from HCISD at an amount per WADA at the Plano and Northwest ISD wealth per student rate. As a result, HCISD's state revenue is reduced by the number of WADA credits sold at the HCISD wealth per student rate. The net difference between the amounts Plano and Northwest ISD will pay and what HCISD would have earned from state funding is the gain from the sale of WADA. The Commissioner of Education will not accept this type of agreement unless there is a financial advantage to the selling district.

Under the terms of the agreement and under state guidelines, HCISD must use at least half of the funds from the sale of WADA for educationally related non-recurring costs. HCISD has estimated that its undesignated fund balance will increase by during $1.1 million during 2001-02 and 2002-03 (**Exhibit 6-5**). The director of Finance is tracking the progress of the agreement.

Exhibit 6-5
Summary of Net Income from WADA Sale Contracts
2001-02 and 2002-03

Area	2001-02	2002-03	Total
Estimated net income	$1,759,655	$1,400,000	$3,159,655
Required expenditures	$879,200	$557,500	$1,436,700
Optional expenditures	$300,000	$300,000	$600,000
Fund balance increase	$580,455	$542,500	$1,122,955

Source: HCISD director of Finance.

School districts adopt an M&O and debt service (I&S) tax rate each year. Calculation of this rate depends upon the certified tax roll provided by a central appraisal district. School districts levy taxes on real and personal property. School districts, including HCISD, offer exemptions for homesteads of $15,000 to all taxpayers and additional exemptions for homesteads of $10,000 to taxpayers who have an "age 65" or "disabled" classification. Land used for agricultural purposes is reduced to agricultural value upon application by the landowner.

HCISD received more than $20 million in 2001-02 from property tax and related collections and provided the budget for 35.8 percent of HCISD operating funds. The Hays County Tax Office performs HCISD's tax billing and collection function. The Hays County Tax Office handles all political subdivision tax collections in Hays County, including four school districts, three cities and more than 20 other small entities. HCISD has used the Hays County Tax Office since 1987. HCISD pays the county tax

office's incremental costs for assessing and collecting property taxes. These costs are based on 15 cents per in county parcel and 85 cents per out of county parcel. HCISD paid a total of $3,018 for the 2001-02 tax billing and collection and $2,700 for the 2000-01 tax billing and collection.

Exhibit 6-6 shows how HCISD distributed budgeted funds in 2001-02 compared to state and regional averages. Of particular significance is HCISD's allocation to the instructional category, which is lower than these averages at 43.4 percent. HCISD is experiencing fast student growth, and its "other" category costs of 19.4 percent are higher than state and regional averages because of debt service on recently issued bonds. If these costs were closer to the state average of 10.8 percent, the instructional category for HCISD would be closer to the 49.1 and 51 percent for state and regional averages, respectively. Transportation costs are higher in HCISD at 5.4 percent than 3.1 and 2.6 percent for regional and state averages, respectively.

Exhibit 6-6
HCISD and State Total Budgeted Expenditures by Function
As a Percentage of Total Budgeted Expenditures
2001-02

Function	HCISD	Percentage Spent	Region 13	Percentage Spent	State	Percentage Spent
Instruction (11,95)	**$23,907,490**	43.4%	$1,006,165,625	49.1%	$14,631,385,818	51.0%
Instructional-Related Services (12,13)	**$1,364,556**	2.5%	$54,403,371	2.7%	$772,745,118	2.7%
Instructional Leadership (21)	**$324,040**	0.6%	$23,463,830	1.1%	$341,707,491	1.2%
School Leadership (23)	**$2,414,069**	4.4%	$99,824,754	4.9%	$1,503,291,919	5.2%
Support Services-Student (31,32,33)	**$2,197,463**	4.0%	$70,967,079	3.5%	$1,151,876,566	4.0%
Student Transportation (34)	**$2,951,200**	5.4%	$64,355,648	3.1%	$745,071,074	2.6%

Food Services (35)	**$2,424,997**	4.4%	$88,976,032	4.3%	$1,379,203,123	4.8%
Co-curricular/ Extracurricular Activities (36)	**$982,205**	1.8%	$44,876,163	2.2%	$642,534,469	2.2%
Central Administration (41)	**$1,878,916**	3.4%	$68,786,667	3.4%	$1,017,293,427	3.5%
Plant Maintenance & Operations (51)	**$5,328,096**	9.7%	$201,500,602	9.8%	$2,899,134,491	10.1%
Security & Monitoring Services (52)	**$84,109**	0.2%	$10,450,895	0.5%	$171,833,893	0.6%
Data Processing Services (53)	**$541,858**	1.0%	$26,951,912	1.3%	$314,553,132	1.1%
Other*	**$10,720,410**	19.4%	$288,186,260	14.1%	$3,097,208,226	10.8%
Total Budgeted Expenditures	**$55,119,409**	**100.0%**	**$2,048,908,838**	**100.0%**	**$28,667,838,747**	**100.0%**

Source: TEA, AEIS, 2001-02.
*Other includes any operating expenditures not listed above and all non-operational expenditures such as debt services, capital outlay and community and parental involvement services.

HCISD's per student funding increases over the past five years are significantly lower than regional and state averages. On a per student basis from 1997-98 through 2001-02, HCISD's budgeted expenditures have increased 13.3 percent (**Exhibit 6-7**). Instruction and instructional leadership spending has increased 11.8 percent, while school leadership spending has increased 11.6 percent. The increase in regional and state averages for total expenditures per student during this same period was 28.8 and 23.5 percent, respectively.

Exhibit 6-7
HCISD Expenditures Per Student
1997-98 through 2001-02

Expenditure Category	1997-98	1998-99	1999-2000	2000-01	2001-02	Percent Change 1997-98 through 2001-02
Instruction and instructional leadership	$2,680	$2,618	$2,958	$3,021	$2,995	11.8%
School leadership	$267	$255	$306	$324	$298	11.6%
Central administration	$216	$290	$399	$334	$232	7.4%
Other operating	$1,620	$1,756	$1,908	$1,966	$1,961	21.0%
Total operations	$4,783	$4,919	$5,571	$5,645	$5,486	14.7%
Total non-operations	$1,230	$1,247	$1,207	$1,140	$1,326	7.8%
Total per student	**$6,013**	**$6,166**	**$6,778**	**$6,785**	**$6,812**	**13.3%**
Region 13 total per student	**$5,702**	**$6,012**	**$6,833**	**$7,029**	**$7,342**	**28.8%**
State total per student	**$5,597**	**$5,853**	**$6,354**	**$6,638**	**$6,913**	**23.5%**

Source: TEA, AEIS, 1997-98 through 2001-02.

From 1999-2000 through the 2002-03 budget, HCISD's undesignated, or not earmarked for any particular use, general fund balance increased by 117.8 percent (**Exhibit 6-8**). As a percentage of expenditures, the undesignated fund balance increased from 4.6 percent in 1999-2000 to a projected 7.3 percent in 2002-03.

Exhibit 6-8
HCISD General Fund Operating Results and Fund Balance Levels,
Actual and Budgeted
1999-2000 through 2002-03

Item	1999-2000 Actual	2000-01 Actual	2001-02 Actual	2002-03 Budget	Percent Change 1999-2000 through 2002-03
Revenues	$36,694,266	$42,418,347	$48,977,846	$49,524,760	35.0%

Expenditures	$36,288,122	$42,560,927	$47,019,806	$49,524,760	36.5%
Net result	$406,144	($142,580)	$1,958,040	$0	N/A
Beginning total fund balance	$2,232,536	$2,638,682	$2,496,101	$4,454,140	99.5%
Undesignated ending fund balance	$1,652,824	$2,251,238	$3,399,512	$3,600,000	117.8%
Undesignated fund balances as a percentage of expenditures	4.6%	5.3%	7.2%	7.3%	

Source: HCISD audited annual financial and compliance reports filed with TEA, 1999-2000 through 2001-02 and director of Finance for 2002-03 amended budget, March 2003.

The board established goals in the District Excellence Initiative System (DEIS) beginning in February 2000. One of the goals, number VIII, focuses on HCISD's fiscal and facilities management. The first target in this goal deals with improving the undesignated fund balance (**Exhibit 6-9**). With the exception of 2000-01, the district has exceeded the board-established targets for the undesignated fund balance.

Exhibit 6-9
HCISD Undesignated Fund Balances Compared to Board-Established Targets
2000-01 through 2002-03

	2000-01 Actual	2001-02 Actual	2002-03 Budget
Undesignated ending fund balance	$2,251,238	$3,399,512	$3,600,000
Increase/(decrease) over prior year	($142,580)	$1,148,274	$0
Undesignated fund balances as a percentage of expenditures	5.3%	7.2%	7.3%
Board target	$400,000	Increase from 4.6 to 5.0 percent of	Increase from 5.0 to 6.0 percent of

		expenditures	expenditures
District performance compared to board target	($542,580) below target	2.2 percent above target	1.3 percent above target

Source: HCISD audited annual financial and compliance reports filed with TEA, 2000-01 through 2001-02, HCISD Official Budget for 2002-03 and DEIS for 2000 through 2002.

TEA's *School Financial Integrity Rating System of Texas* (School FIRST) dictates that that total school district general fund balances range between 50 and 150 percent of the optimum fund balance included in the annual audited financial reports. These optimum fund balance calculations are located in schedule J-3 in the annual audited financial reports. Based on the TEA's recommended general fund balance levels, HCISD is within TEA guidelines as these percentages range from 64.3 to 86.5 from 1999-2000 to 2001-02 (**Exhibit 6-10**).

Exhibit 6-10
Comparison of HCISD Total General Fund Balances with TEA
Recommended Levels
1999-2000 through 2001-02

Description	1999-2000	2000-01	2001-02
Actual Fund Balance	$2,638,680	$2,496,100	$4,454,140
Optimum Fund Balance	$4,106,323	$3,783,869	$5,148,359
Percentage of Actual to Optimum Fund Balance	64.3%	66.0%	86.5%

Source: HCISD audited annual financial and compliance reports filed with TEA, 1999-2000 through 2001-02.

Chapter 6
FINANCIAL, ASSET AND RISK MANAGEMENT

A. Organization, Management and Staffing

HCISD's director of Finance supervises the district's Finance functions and reports directly to the assistant superintendent for Business and Operations. The director manages budget, accounting and payroll operations. All staff in the area have more than five years tenure.

The director of Finance and the same Finance staff operate HCISD's cash and investment management and fixed assets record-keeping functions. The assistant superintendent for Business and Operations and director of Finance oversee HCISD's debt program with assistance from an independent financial advisor hired by the HCISD board. Risk management functions are performed in the business area, Human Resources and by individual schools.

Exhibit 6-11 shows HCISD's business organization responsible for financial and asset and risk management activities.

Exhibit 6-11
HCISD Business Organization for
Finance, Asset and Risk Management
March 2003
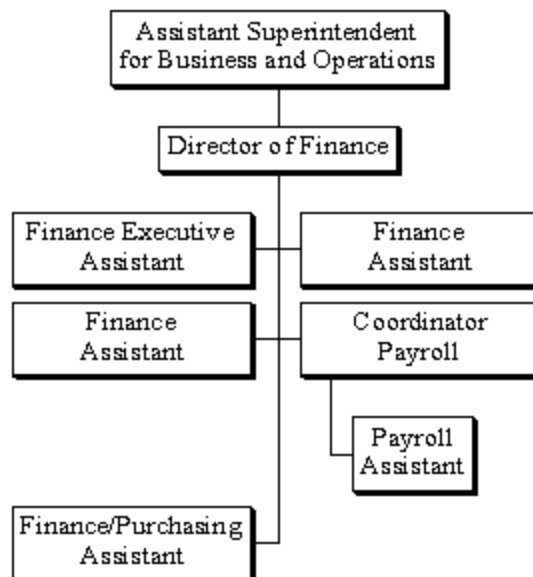
Source: HCISD director of Finance.

The assistant superintendent for Business and Operations oversees supporting operations of Maintenance, Custodial Services, Finance, Asset and Risk, Transportation, Food Services and Facilities Construction. The assistant superintendent for Business and Operations, assisted by the director of Finance, advises executive management on budget matters and assists financial advisors on bond-related decisions.

The director of Finance, the only department professional position, acts in a chief financial officer capacity to the assistant superintendent for Business and Operations and other district executives and supervises Finance office staff. The position oversees timely financial transaction processing, as well as development and implementation of Finance office procedures and guidelines. The director of Finance prepares monthly financial and investment reports; reviews investment accounts and activities and prepares cash flow projections and budget information.

The Finance executive assistant prepares all grant reports and performs general ledger maintenance, including all journal entries and coding corrections. The Finance executive assistant performs all cash transfers and investment functions and reconciles bank and investment accounts. The position also prepares budget transfers, amendments and related general ledger entries.

The two Finance assistants maintain all supporting documentation for vendor payments, including completed and approved multi-part purchase order and manual payment authorization forms. The positions prepare semi-weekly disbursement checks for vendors from food service and general operating bank accounts. One of the assistants also prepares deposits for and oversees school activity funds. Both assistants research payment and requisition status questions for all vendors and HCISD departments. One of the positions processes all travel authorizations for staff and students and maintains fixed asset record keeping and control functions. Both assistants check and correct account coding for input into accounting records for budget review.

Formerly the previous Chief Financial Officer's (CFO) secretary, the Finance/purchasing assistant spends 60 percent of her time on financial and asset and risk management functions; 20 percent assisting the purchasing coordinator; and 20 percent handling general clerical functions. For financial, asset and risk management functions, this position assists the executive Finance assistant with data entry; distributes monthly financial printouts to schools and departments; posts cash receipts to the general ledger; prepares deposits to school and student activity funds; receives general revenue checks for student tuition payments; and accepts rental payments for use of HCISD facilities and other activities.

The coordinator of payroll and the payroll assistant input employee time sheets and process about 950 monthly and 550 semi-monthly payroll checks. The payroll assistant handles all semi-monthly payrolls and the coordinator handles all monthly payrolls. The two positions prepare direct deposits for approximately 60 percent of all payroll checks and process monthly payroll tax returns for submission to the federal government. The coordinator and assistant process and prepare payments for all monthly deduction amounts, including retirement system contributions, child support payments and elective salary deferral plans. These staff also process and maintain appropriate coding of employee salary and wage information for input into accounting records for budget review. The coordinator and assistant maintain and update salary and deduction information for all district employees on HCISD's automated system under approval instructions of the HCISD Human Resources Department

HCISD maintains its accounting records on software systems developed and supported by Carter-Pertaine, Inc. Carter-Pertaine, Inc. provides similar software and support to many other Texas school districts. HCISD uses this software for annual and monthly accounting, payroll, financial reporting, purchasing and fixed assets record keeping.

HCISD's financial software can generate a wide variety of reports for all finance-related areas. Available reports include a summary of general ledger activity, comparisons of revenue to budget, budget status by organizations such as departments or schools and budget status by programs such as technology or athletics. These reports include summary-level budget reports for board members.

FINDING

HCISD has only one professional position, the director of Finance, with the financial credentials, experience and training to supervise and monitor the district's finance functions, which places the district at risk should this individual leave the district temporarily or permanently. For example, during the course of the review, the director of Finance went on maternity leave for two months. Because the district lacked in-house personnel to temporarily assume the director's duties, it contracted with an external financial expert.

The limited financial expertise in the district also affects the time available for the director of Finance to conduct the position's many responsibilities and duties. The director of Finance handles all budgeting and coordinates all revenue estimates and expenditure planning with the assistant superintendent for Business and Operations and other members of HCISD executive management. Consequently, the director lacks sufficient time to conduct the long-range financial analysis necessary to plan for the

district's anticipated student growth and the associated facility and staffing needs. This also leaves little time for oversight of business-area functions handled by subordinate staff. As such, the financial assistants make key business decisions without the benefit of experienced or credentialed guidance when the director of Finance is unavailable.

Two years ago, HCISD's chief financial officer (CFO) position became vacant. Instead of filling the CFO position with an individual with experience and training in school district finance, the former superintendent created the assistant superintendent for Business and Operations position and promoted an HCISD principal with no school district financial experience or training to that position. However, the assistant superintendent for Business and Operations recently resigned to become superintendent at another school district.

With the increasing complexities associated with state and local funding, state budget shortfalls, higher health and casualty insurance costs and rapid student growth, adequate staffing of HCISD's Finance functions take on a higher priority than in past years.

Recommendation 23:

Hire a chief financial officer to oversee all HCISD financial and related functions.

In a fast-growing district such as HCISD, financial managers must be strong enough to understand state funding formulas, manage insurance costs, monitor budgets and actual operating expenditures on an ongoing basis and provide for adequate internal control practices over functional finance areas. A revised functional organization chart with the CFO position for HCISD is shown in **Exhibit 6-12**.

<div align="center">

Exhibit 6-12
HCISD Revised Business Functional Organization
With CFO Position

</div>

2003
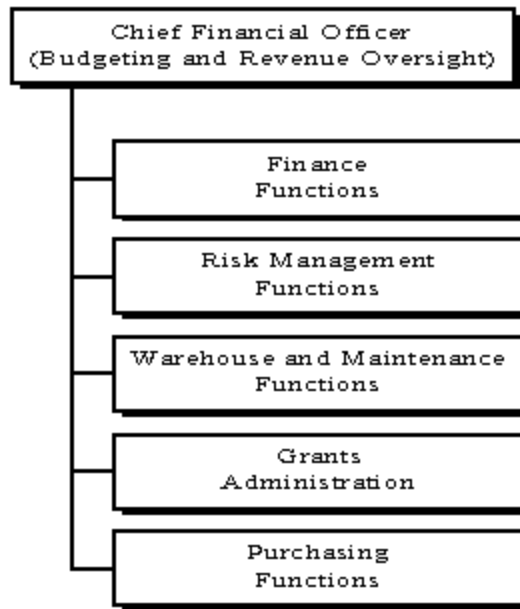
Source: WCL ENTERPRISES.

The vacant assistant superintendent for Business and Operations position should be renamed as a chief financial officer (CFO) position; operations functions transferred to the deputy superintendent; and the job description revised to include specific financial knowledge and qualifications. The CFO should possess an accounting degree and have significant practical experience in finance management, preferably in the school district or governmental arena. A CPA designation would be preferable, but a TASBO certification for school business officials should be required. This position should report directly to the HCISD superintendent.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent prepares a recommendation to the board requesting the vacant assistant superintendent for Business and Operations position be renamed as chief financial officer and the job requirements revised to include a stronger financial background and financial certifications.	October 2003
2.	The board approves revising the current qualifications for the assistant superintendent for Business and Operations position and renaming the position as chief financial officer.	October 2003
3.	The director of Personnel Services works with the superintendent to develop a job description and posts the position.	October - November 2003
4.	The director of Personnel Services interviews qualified	December

	candidates for the position and refers the top three candidates to the superintendent for interview and selection.	2003
5.	The superintendent interviews the candidates and recommends a candidate to the board.	December 2003 - January 2004
6.	The board approves the recommendation.	January 2004
7.	The superintendent implements the recommended reorganization.	February 2004

FISCAL IMPACT

This recommendation can be implemented with existing resources by hiring a Chief Financial Officer using the budgeted funds and recently vacated FTE position of assistant superintendent for Business and Operations position.

FINDING

The district's six finance support staff members do not receive regular training in school district financial management. As a result, the staff is not exposed to current trends and techniques in school finance and does not receive updates on changing legal requirements in the budget, payroll, vendor payment and cash management areas. Although training in purchasing requirements, internal audit functions and financial software upgrades has been received by some of the staff members, the training was not part of a planned training program. The average tenure of the current finance support staff is more than five years.

In today's finance environment, districts must train staff so that they stay current on procedural trends and related best practices. School district financial accounting and reporting is extremely complex. Adequate training helps ensure the district complies with FASRG. The FASRG governs financial accounting and reporting in Texas school districts and contains more than 1,200 pages of information about school district financial accounting and reporting.

The district's membership in the Texas Association of School Business Officials (TASBO) provides the district Finance staff a resource to receive ongoing training in finance functions. The Finance director receives regular training from TASBO and is the president of the Austin area TASBO chapter. Some of the training courses available through TASBO include:

- the basics of investing school funds;

- investing school funds;
- internal auditing;
- purchasing law;
- COBRA/HIPAA compliance;
- budget strategies for uncertain times; and
- purchasing for buyers and support personnel.
- TASBO also conducts seasonal conferences and certification courses leading to the certified Texas school business official (CTSBO) designation.

A number of other organizations provide additional training in school district financial accounting and reporting, including the Texas Society of Certified Public Accountants, the Texas Association of School Administrators and the regional education service centers. Some of these organizations offer an extensive program of training and other resources for school personnel involved with school district financial accounting and reporting.

Many districts use TASBO, the regional education service centers and other organizations for staff training. Districts generally send their staff members to at least one training class during the fiscal year. TEA recommends staff training activities in Module 8.5.1.1 of FASRG. According to TEA, training for district staff in accounting procedures should be provided and should include staff development seminars sponsored by the district or outside agencies. TEA recommends training for developing staff capabilities and updating staff whenever major changes occur in accounting and finance-related areas.

Recommendation 24:

Offer annual continuing education training to all Finance support staff.

The director of Finance should develop an annual continuing education program for all six Finance support staff members. The director of Finance should take advantage of periodic training opportunities through Region 13 and TASBO. By using these training facilities located just 25 miles from the district, in Austin, HCISD could minimize travel costs associated with training activities.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Finance reviews available annual training opportunities for Finance support staff and develops a continuing education plan for each staff member.	October 2003

2.	The director of Finance reviews the department budget and amends it as necessary to achieve the plan.	October 2003
3.	Finance support staff begin attending training under the new plan.	November 2003
4.	The director of Finance incorporates the annual continuing education program costs for Finance staff into the budget development process.	May 2004

FISCAL IMPACT

The average costs for a one-day training seminar through TASBO is $150. Travel costs are estimated at $18 per session for driving to Austin for the training ($.36 IRS mileage reimbursement rate times 50 mile round trip to Austin). Based on these costs, six staff members attending one training session annually would be $1,008 ($150 + $18 = $168 times six staff members = $1,008).

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Offer annual continuing education training to all Finance support staff.	($1,008)	($1,008)	($1,008)	($1,008)	($1,008)

Chapter 6
FINANCIAL, ASSET AND RISK MANAGEMENT

B. Accounting, Budgeting and Internal Controls

The 77th Legislature (2001) enacted SB 218, which requires the implementation of a financial accountability rating system. In compliance with this mandate, TEA established *School Financial Integrity Rating System of Texas,* School FIRST. The School FIRST rating system begins a transitional implementation for 2002-03 with preliminary and final paper reports to each district and its regional education service center. Upon full implementation of the rating system in 2003-04, each board of trustees will publish an annual report describing the financial management performance of the district.

School FIRST seeks to achieve improved performance in the management of school districts' financial resource. The primary objective of the rating system is to assess the quality of financial management in Texas public schools. A secondary objective is to measure and report the extent to which financial resources in Texas public schools assure the maximum allocation possible for direct instructional purposes. Other objectives reflect the implementation of a rating system that fairly and equitably evaluates the quality of financial management decisions. After full implementation of the rating system, the district's ratings will be openly reported to the public and to other interested persons and entities.

School FIRST bases districts' ratings on the their numerical scores expressed as the count of indicators that show "No" answers. The four primary levels of ratings are based upon the count of "No" answers. The rating system contains 21 indicators that are assigned equal points. The ratings and scores are presented in **Exhibit 6-13**.

Exhibit 6-13
School FIRST
Rating Criteria

Rating	Score (Number of No" Answers)
Superior Achievement	0 - 2
Above Standard Achievement	3 - 4
Standard Achievement	5 - 6
Substandard Achievement	7 OR No to One Default Indicator
Suspended - Data Quality	Serious data quality issues

Source: TEA, School FIRST.

In addition to the point score, failure to meet the criteria for any one of three critical indicators or failure to meet the criteria of both of two additional criteria will result in an automatic rating of "Substandard Achievement." **Exhibit 6-14** details the five critical indicators.

Exhibit 6-14
School FIRST
Critical Criteria Indicators

Criteria Number	Criteria Description	Result of a "No" answer
1.	Was total fund balance less reserved fund balance greater that zero in the General Fund?	Automatic Substandard Rating
2.	Were there NO disclosures in the annual financial report and/or other sources of information concerning default on bonded indebtedness obligations?	Automatic Substandard Rating
3.	Was the annual financial report filed within one month after the deadline depending on the district's fiscal year end	Automatic Substandard Rating
4.	Was there an unqualified opinion in the annual financial report	4 AND 5 Automatic Substandard Rating
5.	Did the annual financial report NOT disclose any instance(s) of material weakness in internal controls?	4 AND 5 Automatic Substandard Rating

Source: TEA, School FIRST.

Sanctions will be applied to districts that receive a "Substandard Achievement" rating. Additional sanctions could apply if issues arise relating to data quality. Sanctions could result in the assignment of a financial monitor or master by the TEA Accountability Department in accordance with Chapter 39 of the TEC. Additional sanctions could involve an accreditation investigation that could result in specific requirements for improvements in financial management.

TEA issued a draft School FIRST rating worksheet for 2000-01. Based on this rating worksheet, HCISD scored a superior rating (**Exhibit 6-15**).

Exhibit 6-15
HCISD Financial Integrity Rating System of Texas (FIRST)
Preliminary Rating From TEA
2000-01

Indicator Description	Result
Critical Indicators	All yes
Fiscal Responsibility	All yes

Budgeting Indicators	Three yes - one no
Personnel Indicators	All yes
Cash Management Indicators	All yes
Totals for Yes / No	**20 yes - 1 no**
Determination of District Rating:	
Did the district answer No to indicators 1, 2 or 3? Or did the district answer No to both 4 and 5? If so, the district's rating is substandard achievement.	No.
Find applicable range for the number of indicators answered No	0-2
Superior Achievement: 0-2	RATING:
Above Standard Achievement: 3-4	**SUPERIOR**
Standard Achievement: 5-6	
Substandard Achievement: > 6 or No to one default indicator	

Source: TEA, 2000-01.

TEA has developed a template to allow districts to determine what their rating might be prior to releasing each district's official rating in the spring of 2003. This template is not intended to produce the official rating, but produces the same rating as the official rating if the data that TEA will use and the data that are entered in the "Data Entry" section of the template are the same. HCISD used the template with 2001-02 fiscal data from PEIMS and other TEA information. Based on the input, HCISD received a superior rating (**Exhibit 6-16**).

Exhibit 6-16
HCISD Financial Integrity Rating System of Texas (FIRST)
Preliminary Rating Using HCISD Submitted Data
2001-02

Indicator	Indicator Description	Result Yes/No		Measure
	Critical Indicators			
1	Was the total fund balance less reserved fund balance greater than zero in the General Fund?	Y		4,454,141
2	Were there no disclosures in the Annual Financial Report and/or other sources of information concerning default on bonded indebtedness obligations?	Y		
3	Was the Annual Financial Report filed within one month after November 27th or January 28th deadline depending upon the district's fiscal year end	Y		

	date (June 30th or August 31st)? -- (see Notes 1 and 3)			
4	Was there an unqualified opinion in the Annual Financial Report?-- (see Note 1)	Y		

	Fiscal Responsibility			
5	Did the Annual Financial Report not disclose any instance(s) of material weaknesses in internal controls? -- (see Note 1)	Y		
6	Was the percent of total tax collections (including delinquent) greater than 96 percent?	Y		100.37
7	Did the comparison of PEIMS data to like information in Annual Financial Report result in an aggregate variance of less than 4 percent of expenditures per Fund Type (Data Quality Measure)?-- (see Note 2) -- Also, see Exception in Notes worksheet	Y		
8	Were debt related expenditures (net of IFA and/or EDA allotment) less than $770.00 per student? (if student growth exceed 2% over five years or tax collections per penny > $100,000, then answer this indicator yes)	Y		622.98
9	Was there no disclosure in the Annual Audit Report of material noncompliance? -- (See Note 1)	Y		
10	Did the district have full accreditation status in relation to financial management practices? -- (See Note 1)	Y		

	Budgeting Indicators			
11	Was the percent of operating expenditures expended for instruction more than 54%?	Y		55.65
12	Was the aggregate of budgeted expenditures and other uses less than the aggregate of budgeted total revenues and other resources plus beginning fund balance in General Fund?	Y		
13	If the district's aggregate fund balance in the General Fund and Capital Projects Fund was less than the zero, were construction projects adequately financed? -- (See Note 2)	Y		
14	Was ratio of cash and investments to deferred revenues (excluding amount equal to net delinquent taxes receivable) in the General Fund greater than or equal to 1:1? (if deferred revenues < net delinquent taxes receivable, then answer this indicator Yes)	Y		Def Ref < Del Taxes

	Personnel Indicators			
15	Was the administrative cost ratio less than the standard in law?	Y		0.1100
16	Was the ratio of students to teachers with the ranges shown below according to district size? -- (See Note 5)	Y		15.16

17	Was the ratio of students to total staff within the ranges shown below according to district size? -- (See Note 5)	Y		7.36
	Cash Management Indicators			
18	Was the total fund balance in the General Fund more than 50% AND less than 150% of optimum according to the fund balance and cash flow worksheet in the Annual Financial Report?	Y		4,454,141
19	Was the decrease in undesignated unreserved fund balance less than 20% over two fiscal years? (if (opt fd bal x 1.5) < Gen Fd total fund balance Or if total revenues exceeded operating expenditures in General Fund, then answer this indicator Yes) -- (See Note 4)	Y		
20	Was the aggregate total of cash and investments in the General Fund more than $0?	Y		3,770,002
21	Were investment earnings in all funds more than $15.00 per student?	Y		414.00
	Totals for Yes / No	**21**	**0**	
	Determination of District Rating:			
A.	Did the district answer No to indicators 1, 2 or 3? Or did the district answer No to both 4 and 5? If so, the district's rating is substandard achievement.			
	Totals for Yes / No	**21**	**0**	
B.	Find applicable range for the number of indicators answered No			**RATING:**
	Superior Achievement: 0-2			**SUPERIOR**
	Above Standard Achievement: 3-4			
	Standard Achievement: 5-6			
	Substandard Achievement: > 6 or No to one default indicator			

Source: HCISD director of Finance.

According to FASRG, budgeting allocates resources to the district's prioritized needs. Although budget formats and policies are by no means uniform in school districts, formal budgets play a critical role in the planning, control and evaluation of school district operations. In school districts, the adoption of a budget implies that a set of decisions have been made by school board members and school district administrators that culminate in matching a school district's resources with its needs. As such, the budget is a product of the planning process. The budget also provides an important tool for the control and evaluation of a school district's sources and uses of resources. With the assistance of the accounting system, administrators execute and control budgeted activities and evaluate performance based upon comparisons between budgeted and actual operations.

The link between planning and budget preparation in school districts gives budgets a unique role in these organizations. Budgets in the public arena are often considered the ultimate policy document because they are the financial plan a school district uses to achieve its goals and objectives.

Budgets also allow citizens and taxpayers to hold policymakers and administrators accountable for their actions. Because accountability to citizens often is stated explicitly in state laws and constitutions, it is considered a cornerstone of budgeting and financial reporting. The Governmental Accounting Standards Board (GASB) recognizes its importance with these objectives in its GASB Concepts Statement No. 1 (Section 100.177):

- financial reporting provides information to determine whether current-year revenues were sufficient to pay for current-year services;
- financial reporting demonstrates whether resources were obtained and used in accordance with the entity's legally adopted budget and demonstrates compliance with other finance-related legal or contractual requirements; and
- financial reporting provides information to assist users in assessing the service efforts, costs and accomplishments of the governmental entity.

In accordance with TEA-recommended guidelines, HCISD uses an annual budget calendar to assist the district in compiling the budget in accordance with time frames required by TEA (**Exhibit 6-17**). For HCISD, state law requires that districts prepare the budget by August 20 and adopt it by August 31 for the next fiscal year beginning September 1. The board approves budget amendments during the fiscal year as necessary to ensure that spending does not occur without appropriate budgetary authority and without necessary resources to fund disbursements.

Exhibit 6-17
HCISD Budget Calendar
2002-03

Item Number	Activity	Responsibility	Date
1.	Review budget process and timeliness.	Superintendent; assistant superintendent for Business and Operations; director of Finance	January 2002
2.	Determine 2002-03 projections of enrollment.	Superintendent; assistant superintendents; principals	January 2002
3.	Incorporate planning and priorities into the budget planning process.	Superintendent; assistant superintendents; principals	February 2002
4.	Review current revenue trends and forecast of 2002-03 revenues.	Assistant superintendent for Business and Operations; director of Finance	February 2002
5.	Set and send 2002-03 campus allocations and projections of enrollments and staffing. Also, department allocations.	Assistant superintendents; director of Finance	February 2002

6.	Review staffing ratios and request staffing changes.	Budget directors	March 2002
7.	All proposed budgets submitted to campus and department teams	Budget directors	March 2002
8.	Budget directors review budgets as needed with staff.	Budget directors	March 2002
9.	All proposed budgets to finance office.	Budget directors	April 2002
10.	Review first draft of 2002-03 budget.	Superintendent; assistant superintendents; director of Finance	May 2002
11.	Present first draft of budget to board. (budget directors should be available for questions.)	Superintendent; assistant superintendent for Business and Operations; director of Finance; assistant superintendent - Human Resources	May 20, 2002
12.	Review second draft of budget.	Superintendent; budget committee	June 2002
13.	Present second draft of budget to board. (budget directors should be available for questions.)	Superintendent; assistant superintendent for Business and Operations; director of Finance; assistant superintendent - Human Resources	June 24, 2002
14.	Notice of public meeting to discuss budget and to propose a tax rate.	Director of Finance	August 6, 2002
15.	Budget workshop/ hearing to review budget including certified values from central appraisal district. Set meeting date for public meeting and to propose a tax rate.	Board; superintendent; assistant superintendent Business and Operations; director of Finance	August 8, 2002
16.	Budget hearing, adopt budget, adopt tax rate.	Board of trustees; superintendent; director of Finance	August 26, 2002

Source: HCISD director of Finance.

TEA's FASRG Section 1.5.1 defines internal accounting controls for Texas school districts. Under this definition, the board, management and other personnel enforce internal accounting control to provide assurance regarding the achievement of objectives related to the reliability of financial reporting, the effectiveness and efficiency of operations and compliance with applicable laws and regulations.

A school district establishes the extent of internal accounting control based on judgments by management. Circumstances such as the size of the organization and the number of personnel available affect management's judgment regarding the extent of internal accounting control necessary. Management considers the relationship between costs and benefits when establishing internal accounting controls. In addition, the nature of internal accounting controls is such that even appropriate

internal control methods and systems will not guarantee that a school district's objectives will be achieved, nor will they ensure its success.

FINDING

HCISD has strengthened its budget process by developing a thoroughly prepared annual budget document. The director of Finance prepares the document based on the HCISD district action plan, TEC and a collaborative decision-making by administrative staff, school and department leadership teams and the district leadership team. The budget document reflects the broad goals and objectives put forth and approved by the board. The resulting budget represents a direct connection between curricular priorities and the necessary resources required to reach the highest levels of HCISD student achievement.

The document describes HCISD funding priorities as well as:

- major budget planning assumptions;
- the budget process;
- the budget calendar;
- budget overview and highlights;
- general economic conditions and outlook for the future;
- overview of trends in school finance and related legislation;
- description of the organization and budgeting methods related to staffing ratios and curriculum based goals;
- functional cost descriptions;
- detailed financial data; and
- related community information.

COMMENDATION

HCISD's director of Finance has strengthened the budgeting process through the development of a well written and comprehensive budget document disclosing budget priorities and resources available to achieve related goals.

FINDING

HCISD's procedures lack proper segregation of duties over cash and investment handling and related record-keeping functions. The Finance executive assistant reconciles all investment and bank statements and oversees bookkeeping functions in a supervisory position over the Finance assistants who make cash and investment transactions at the bank. The Finance executive assistant, along with other HCISD school positions, reconcile bank accounts. The Finance assistants perform cash receipt and disbursement functions.

Segregation of duties for incompatible functions reduces the potential for cash and investment loss through unauthorized use or other disposition. When the same employees handle banking and investment transactions and also the related bookkeeping functions, the district faces a high risk of loss by theft of funds.

Properly-designed internal control procedures over cash and investments assist in decreasing conditions for fraud or mismanagement. Although the director of Finance coordinates and reviews all investment activities, TEA guidelines require proper segregation of investment and cash management responsibilities, including responsibilities for preparing and approving bank account reconciliations and for other cash receipt or disbursement functions.

Exhibit 6-18 shows that HCISD cash and investment procedures do not meet the six recommended guidelines for cash and investment controls.

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Exhibit 6-18
HCISD's Compliance with TEA Policy Suggestions on Cash Controls
2003

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TEA's Policy Suggestions on Controls over Cash	HCISD Status
Segregation of responsibilities for cash receipts functions from those for cash disbursements	Does not meet
Segregation of responsibilities for disbursement preparation and disbursement approval functions from those for recording or entering cash disbursements information on the general ledger	Does not meet
Segregation of responsibilities for disbursement approval from those for the disbursement, voucher preparation and purchasing functions	Does not meet
Segregation of responsibilities for cash receipt or disbursement record entries from those for general ledger entries	Does not meet
Segregation of responsibilities for preparing and approving bank account reconciliations from those for other cash receipt or disbursement functions	Does not meet
If electronic data processing is used, maintain the principle of segregated duties within processing activities	Does not meet

Source: TEA, FASRG and HCISD director of Finance.

Many districts separate their asset maintenance and bookkeeping functions to ensure that district assets are properly safeguarded from unauthorized use and to enhance the reliability of accounting information. They frequently adopt the TEA FASRG recommendation that school districts segregate responsibilities for collection and deposit preparation from those for recording cash receipts and general ledger entries.

Round Rock ISD includes an internal control statement in the board-adopted local investment policy. This policy sets guidelines and ensures enforcement of internal control procedures. The policy requires establishing written internal controls and requires specific procedures designating who has authority to withdraw funds. The local policy requires that Round Rock ISD design procedures to protect against losses of public funds arising from fraud, employee error, misrepresentation by third parties, unanticipated changes in financial markets, or imprudent actions by employees and officers of the district. Round Rock ISD's policy includes:

- separation of transaction authority from accounting and record keeping;
- avoidance of collusion;
- custodial safekeeping;
- clear delegation of authority;
- written confirmation of telephone transactions;
- documentation of dealer questionnaires, quotations and bids, evaluations, transactions and rationale;
- avoidance of bearer-form securities; and
- a review by the district's investment committee and independent auditing firm.

Recommendation 25:

Establish procedures for proper segregation of duties over cash and investment handling and related record-keeping functions.

The district should adopt guidelines similar to Round Rock ISD to ensure that financial duties are segregated properly. Region 13 can assist with duty segregation.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Finance and the Finance executive assistant review and modify job descriptions of Finance office staff using TEA internal control guidelines.	October 2003
2.	The director of Finance assigns bank reconciliation duties to a position with no cash management job responsibilities.	October 2003
3.	The director of Finance provides training to the position assigned the bank reconciliation duties.	November 2003
4.	HCISD begins using revised internal control processes over cash and investments.	December 2003

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

HCISD's payroll processing system does not segregate the functions associated with establishing and changing employee wage and deduction information from the payroll calculation functions. The district's payroll clerks' ability to change wage and deduction information on the payroll processing system creates an internal control weakness, subjecting HCISD to inaccurate financial reports and/or loss of assets. This is an inappropriate segregation of duties for internal control purposes.

HCISD has not programmed the payroll software to prevent payroll clerks from changing employee wage and deduction information. Because these clerks have the capability to add and change data for any employee on the system, the control process does not ensure that payroll clerks enter or change only

data authorized by Human Resources. As a result, HCISD could issue payroll checks to non-existent employees.

The process used by HCISD in establishing wage and deduction information on the payroll processing system includes information transmitted and approved by the Human Resources area. HCISD payroll personnel in the Finance area input and maintain payroll data on the HCISD payroll system. These data changes are transmitted from the Human Resources area on manual forms. This is also an internal control weakness.

The payroll clerks also maintain the position control system for budget purposes, but the system is not used by the Human Resources area for controlling the hiring function.

TEA prescribes guidelines for separation of incompatible functions in their *Financial Accountability System Resource Guide* section 1.5.1 and 4.6.3.3. Generally, the calculation of periodic payrolls should be separated from access to wage and deduction information among employees and through processing systems to provide for proper internal controls over this data. Separation of these functions provides assurances that HCISD does not incur unauthorized changes to employee payroll information.

Recommendation 26:

Segregate the functions associated with establishing and changing employee wage and deduction information from the payroll calculation functions and hire a new payroll clerk.

The Human Resources area should have the only access to wage and deduction information on systems used for payroll processing and to establish new employees' wage and deduction data. The Human Resources area should also maintain the position control system to control hiring and for budget purposes. The duties shifted from the payroll area to Human Resources include the input and control of wage and deduction data and the maintenance of the position control system.

By segregating these functions and moving appropriate duties to the Human Resources area, HCISD should transfer the payroll assistant to the Human Resources area to maintain wage and deduction information on the system and maintain the position control system, both functions that are now performed in the payroll area. Human Resources has no current staff to perform these functions. The payroll assistant has the experience and knowledge to operate the position control function effectively. The payroll area will need to replace the payroll assistant reassigned to the Human Resource function in order to implement this recommendation. The only position that HCISD will need to replace will be the payroll assistant in Finance. **Exhibit 6-19** shows the realigned functions between the Finance and Human Resources area once the changes have been made.

Exhibit 6-19
Function Realignment between Human Resources and Finance
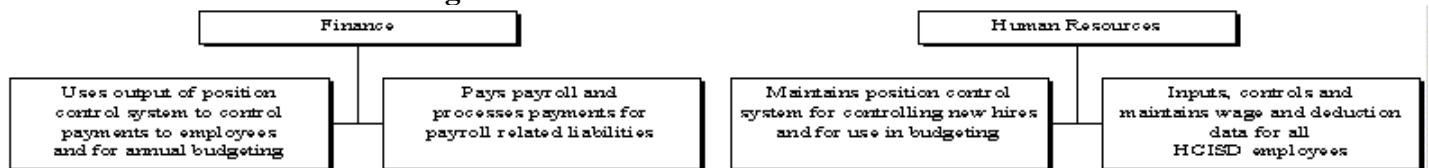
IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Finance obtains approval from the superintendent to transfer the payroll assistant to the Human Resources area.	October 2003
2.	The director of Finance obtains approval from the superintendent to post the position and hire a new payroll clerk through the Human Resources area.	October - December 2003
3.	The director of Finance and the coordinator of MIS contact the current payroll software provider to obtain methods to shift incompatible duties from the payroll clerks to Human Resource employees.	October 2003
4.	The director of Finance and coordinator of MIS update procedural methods and documentation to implement necessary changes.	October 2003
5.	Payroll clerks and Human Resources employees receive training on the new procedures.	November 2003
6.	Payroll clerks and Human Resources employees begin performing routine procedures under revised control processes.	January 2004

FISCAL IMPACT

In shifting the payroll assistant to the Human Resources area, HCISD will need another clerk in payroll to handle all functions of payroll calculation for semi monthly employees. An additional payroll clerk's annual wages, based on HCISD pay scales for clerical employees, is estimated at $11 per hour or $20,240 for a 230-day schedule ($11 per hour wage x 8 hours per day x 230 work days per year).

HCISD pays benefits for insurance, unemployment, retirement, worker's compensation and Medicare. Worker's compensation and Medicare benefits for the payroll clerk position are computed by multiplying the annual wage of $20,240 x 0.0186 multiplier = $376. Insurance benefits are $225 per month x 12 months = $2,700. Retirement benefits offered through the Teachers Retirement System are computed at 0.7 percent of annual wages or $142 ($20,240 x 0.007). HCISD unemployment benefit costs per position are $15 annually.

Total annual wages plus benefits for the payroll clerk position for 2004-05 and ongoing are estimated at $23,473 ($20,240 wages + $376 worker's compensation and Medicare + $2,700 insurance + $142 retirement + $15 unemployment). Since the new hire would start in January 2004, the costs for 2003-04 would be $15,648 for eight months of wages plus benefits ($23,473 annual salary plus benefits/12 months = $1,956 per month x 8 months = $15,648). The experience level for this position is estimated at zero to two years.

| Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Segregate the functions associated with establishing and changing employee wage and deduction information from the payroll calculation functions and	($15,648)	($23,473)	($23,473)	($23,473)	($23,473)

hire a new payroll clerk.					

Chapter 6
FINANCIAL, ASSET AND RISK MANAGEMENT

C. Tax Collections

FINDING

The district contracts with Hays County to collect its current and delinquent taxes. The district collected a high percentage, 100.37 percent, of the total tax levied in 2001-02. The total tax levy includes the current year tax levy plus uncollected taxes past due from previous years. The county appraisal district appraises all of the school district's property. All school districts in the county adopt a tax rate that is applied to the assessed value, minus tax exemptions, to determine the amount of taxes to be levied. Some school districts collect their own taxes and others contract with another entity.

The maintenance and operations (M&O) component of the tax cannot exceed $1.50 per $100 of assessed property value in most Texas school districts. The voters authorize the interest and sinking (I&S) component of the tax when they pass a bond issue and this component is limited to $0.50 per $100 of assessed property value.

Exhibit 6-20 presents information on the district's taxes for the period between 1998-99 and 2001-02.

Exhibit 6-20
Hays County Assessed Values, Tax Rates, Tax Levies
and Collection Percentages - All County Jurisdictions
1998-99 through 2002-03

Taxing Jurisdiction	2002 Assessed Value (000's)	2002 Total Tax Rate	2002 Adjusted Tax Levy	Percentage of Current Tax Collections to Current Tax Levy*				
				1998-99	1999-2000	2000-01	2001-02	2002-03**
City of Buda	$205,772	$0.1301	$267,709	98.5%	99.7%	98.1%	98.1%	96.4%
City of Kyle	$304,219	$0.3545	$1,072,345	91.7%	96.1%	91.7%	95.7%	93.5%
City of San Marcos	$1,998,425	$0.4710	$7,672,470	96.2%	96.6%	96.3%	97.0%	94.1%
Hays County	$6,296,655	$0.3751	$21,472,504	95.6%	96.1%	95.7%	95.9%	92.7%

Special Road District	$6,296,655	$0.0710	$4,029,328	95.6%	96.1%	95.7%	95.9%	92.7%
Dripping Springs ISD	$1,301,473	$1.7410	$20,774,582	N/A	N/A	96.5%	96.1%	93.0%
HCISD	$1,694,613	$1.6800	$25,921,125	95.3%	95.5%	95.2%	95.2%	91.7%
San Marcos Consolidated ISD	$2,539,192	$1.6000	$36,880,699	95.2%	95.7%	95.0%	95.9%	93.4%
Wimberley ISD	$909,439	$1.6900	$13,340,597	94.1%	95.3%	95.2%	95.8%	92.4%
All other political/ subdivisions	$8,730,505	Various	$3,444,189	N/A	N/A	N/A	96.4%	92.3%

Source: Hays County Tax Assessor-Collector, May 2003.
*Collections from Hays County Tax Assessor-Collector through June 30 of each year.
**Data as of March 31, 2003.

The delinquent taxes outstanding at August 31, 2002 of $1.6 million represent 8.2 percent of the 2001-02 levy. The district paid $.15 per in county parcel and $.85 per out of county parcel, or $3,018, to Hays County to collect its taxes.

Exhibit 6-21 shows the actual expenditures for HCISD and peer districts' tax appraisal and collection functions and the total tax functions cost as a percentage of levy.

Exhibit 6-21
Tax Appraisal and Collection Actual Expenditures
and Total Cost as a Percentage of Levy
HCISD and Peer Districts
2001-02

District	Actual Expenditures	Current Levy	Total Tax Function Cost as a Percent of Levy
HCISD	**$183,478**	**$20,089,913**	**0.9%**
Bastrop	$332,333	$19,724,682	1.7%

Lockhart	$376,566	$7,276,619	5.2%
San Marcos	$414,185	$29,592,053	1.4%

Source: HCISD, Bastrop, Lockhart and San Marcos ISD audited financial statements, 2001-02.

Considering total tax function cost as a percent of tax levy in 2001-02, HCISD spent 0.9 percent, which is less than all of its peer groups' total cost percentages.

COMMENDATION

By contracting with Hays County Tax Assessor-Collector to collect its taxes, HCISD collects a high percentage of its taxes while saving costs.

Chapter 6
FINANCIAL, ASSET AND RISK MANAGEMENT

D. Cash and Investment Management

HCISD's cash management and investment policies are included in CDA (LEGAL) and CDA (LOCAL). The HCISD Board of Trustees updated CDA (LOCAL) in February 2001. Trustees review and approve the cash management and investment policies annually. The last review was June 24, 2002. All investments made by the district comply with the Public Funds Investment Act (Texas Government Code Chapter 2256, Subchapter A) and all federal, state and local statutes, rules and regulations.

HCISD uses the Bank of America as its depository for cash accounts. Texas school districts bid and issue depository contracts for a two-year period. HoweverTexas Education Code, Chapter 45, Subchapter G allows a district to renew depository contracts for two additional years if the district considers the service satisfactory. HCISD last bid its depository contact in May 2001. HCISD has six operating accounts and 20 activity fund bank accounts with the depository. There are no penalties for reduction or increases to the number of bank accounts. HCISD renewed the current contract in May 2003 for an additional two years in accordance with legal requirements.

The depository bank provides overdraft protection if the total balances of all HCISD accounts with the depository bank are sufficient to cover the amount of the overdraft created by payment of these items. If funds in other accounts are not sufficient, the depository bank will pay these items and provide to HCISD a line of credit sufficient to cover such overdrafts. Such line of credit is subject to routine bank credit approval policies and procedures. HCISD has never used the overdraft protection. The depository bank will pledge to HCISD securities of up to $3 million in addition to $300,000 of Federal Deposit Insurance Corporation (FDIC) coverage. In May 2003, the depository bank had pledged $1.7 million in securities to HCISD.

As part of the depository contract, HCISD has negotiated an overnight investment or "sweep" account earning interest on all collected funds. The six operating bank accounts are not interest-bearing, but collected balances not needed for paying checks are "swept" into the overnight investment account daily, leaving no idle funds in the operating accounts.

The district prepares monthly and annual operating cash flow forecasts to maximize investment of unused funds. The district's investment portfolio

includes financial instruments that earn the maximum rate of return within HCISD's safety and liquidity objectives. The district uses government investment pools including Lone Star Investment Pool, TexPool and MBIA, Inc.'s Cooperative Liquid Assets Securities System (CLASS). These pools enable the district to pool funds with other units of government, giving it the opportunity to obtain safety of principal, daily liquidity and competitive interest rates. The proceeds of the 2001 bond issue are invested in a Flexible Repurchase Agreement, a longer-term guaranteed investment contract designed to minimize market risk and generate higher investment returns. **Exhibit 6-22** shows HCISD's investment portfolio at February 2003. Book and market values are equal.

Exhibit 6-22
HCISD Investment Portfolio
by Investment and Fund
February 2003

Description	Book/Market Value	Annual Interest Rate	Percent of Portfolio
Investment			
Lone Star	$16,349,466	1.29%	18.9%
Depository sweep	$394,188	0.65%	0.5%
TexPool	$32,473,786	1.35%	37.5%
Flexible repurchase agreement	$37,419,028	4.65%	43.2%
Total	$86,636,468	N/A	100.0%
Fund			
General operating	$21,484,197	N/A	24.8%
Food service	$90,511	N/A	0.1%
Debt service	$3,872,909	N/A	4.5%
Capital projects - bond proceeds	$60,886,981	N/A	70.3%
Workers' compensation fund	$301,870	N/A	0.3%
Total	**$86,636,468**	**N/A**	**100.0%**

Source: HCISD February 2003 quarterly investment report.

HCISD's investment objectives and policies vary with the nature of the fund, using income generated as a supplementary source of revenue. The investment policy does not cover student activity funds or other funds generated by school-related clubs and groups.

The district investment policy requires daily management of the overall investment portfolio of the district. HCISD investment strategies include those for operating funds, debt service funds and bond proceeds that are also called capital projects funds. In all cases, investments should be selected with the following priorities, in order of importance: preservation and safety of principal; liquidity; marketability of the investment if the district needs to liquidate the investment before its maturity; diversification of the investment portfolio; and yield.

Operating funds, including the general fund, special projects funds and trust and agency funds, have as their primary investment strategy to ensure that anticipated cash flows are matched with adequate investment liquidity to meet current obligations of the district. In accordance with legal and local policies, securities held should in no case exceed a dollar weighted average maturity of 365 days using the stated final maturity dates of each security.

Debt service funds shall have as their primary investment strategy to ensure that the liquidity of investments matches the scheduled debt service payments. The maturity of securities held should in no case exceed debt payment due dates.

Capital project funds shall have as their primary investment strategy to ensure the generation of a dependable revenue stream with sufficient liquidity to meet the payment requirements of capital projects. The maturity of securities held should in no case shall they exceed the estimated project completion date.

The district's legal policy dictates that the designated investment officers receive training as required under the Public Funds Investment Act (PFIA). The initial training must contain at least 10 hours of instructionrelating to responsibilities under the PFIA. The designated investment officer must also attend an investment training session not less than once in a two-year period and receive not less than 10 hours of instruction relating to investment responsibilities under the PFIA. Investment training shall include education in investment controls, security risks, strategy risks, market risks, diversification of investment portfolio and compliance with the Government Code, Chapter 2256. HCISD policy designates the director of Finance as the district investment officer. The director of Finance has met these training requirements.

The investment officer provides quarterly reports to the board. The reports include information on each pooled fund group: beginning market value for the reporting period; additions and changes to the market value for the period; ending market value for the period; and fully accrued interest for the period in compliance PFIA, legal and local policies.

FINDING

HCISD maintains 20 different checking accounts for school and student activity funds, creating additional administrative work for Finance assistants and internal control concerns. One of the accounts is non-interest bearing. School personnel have responsibilities for assisting with deposits, writing checks, signing checks and reconciling bank statements. This process allows access to accounts without adequate internal controls or segregation of duties over maintenance of cash balances and record keeping functions. One of the Finance assistants has to spend administrative time routinely to help school personnel with bookkeeping and bank reconciliation problems.

Finance office staff received February 2003 bank reconciliations from the schools beginning on March 18. Three schools reconciliations were received after April 1, 2003 with the last received April 4, 2003. In the 1999-2000 audit, the independent auditor noted a need for improved record keeping and reconciliation of these school and student activity funds.

HCISD has written accounting procedures for activity funds that include processes for issuing checks and for collecting and depositing monies.

The district's 20 school and student activity fund bank accounts had a total balance of $380,338 as of February 2003 (**Exhibit 6-23**). No bank service charges are incurred on these accounts.

Exhibit 6-23
HCISD Cash Balances in School
and Student Activity Bank Accounts
February 2003

Bank Account	February 2003 Balance	Interest Bearing (Y/N)	Interest Rate
Administration Activity Fund	$1,200	Y	0.70%
Academy	$699	Y	0.69%
Barton Junior High School	$42,285	Y	0.63%
Buda Elementary School	$8,611	Y	0.63%
Buda Primary Activity Fund	$35,134	Y	0.63%
Dahlstrom Middle School	$27,434	Y	0.63%
Elm Grove Elementary Activity Fund	$12,531	Y	0.70%

Facilities Activity Fund	$11	Y	1.17%
Hays High School Activity	$90,636	Y	0.63%
Hays High School/Athletic Dept.	$46,368	Y	0.70%
Hays High School/Music Dept.	$33,488	Y	0.70%
Hays High School/Vocational Dept	$6,258	Y	0.69%
Hemphill Elementary Activity Fund	$22,109	Y	0.70%
Impact Center Activity Fund	$78	Y	0.67%
Kyle Elementary School	$16,523	Y	0.63%
Learning Resource Center	$23	N	0%
Susie Fuentes Elementary Activity Fund	$378	Y	0.70%
Tom Green Elementary School	$3,862	Y	0.63%
Transportation Activity Fund	$6,894	Y	0.63%
Wallace Middle School Activity Fund	$25,816	Y	0.63%
Total	**$38,575**		

Source: HCISD bank statements, February 2003.

The schools use Quicken software for accounting for the activity funds. Monthly activities for school staff handling HCISD activity funds include:

- entering deposits payments and debit/credit memos received on bank statement;
- entering interest earned and bank charges from bank statement;
- completing sales tax reports;
- reconciling bank statements;
- printing and distributing month end reports; and
- sending activity fund documentation to business office.

TEA's FASRG recommends that school districts segregate responsibilities for collection and deposit preparation from those for recording cash receipts and general ledger entries. FASRG prescribes two common methods of activity fund accounting. In the centralized method, the district's accounting department controls and disburses funds. In the decentralized method, various schools accounted for and control funds.

Advantages of centralizing activity funds accounting include:

- better internal controls, since all receipts and disbursements flow through one central accounting system rather than systems that can vary from school to school;
- easier access for internal and external audits;
- consistency;
- better control of cash management operations including assurance of proper collateralization of cash and investment balances;
- more consistent district policies and procedures; and
- a reduced need for audit funds.

In the decentralized method, a risk that errors, irregularities or misappropriation of funds could occur and go undetected until an audit occurs.

Mount Pleasant ISD uses an effective, centralized method of accounting for the activity funds, which strengthens the district's internal controls and fosters efficient fund operations. The district maintains all financial records for these funds in the central accounting office and uses established control processes to disburse all funds, reducing the potential for errors and inappropriate use of funds. This saves administrative effort and reduces financial monitoring activities.

Recommendation 27:

Consolidate activity fund bank accounts and centralize management of these funds in the business office.

The director of Finance should close the accounts and consolidate the balances into two accounts, one for school activities and one for student clubs. Disbursements from these funds should be subjected to centralized purchasing and disbursement control procedures. Existing Finance staff will experience a reduction in tasks once accounts are centralized. Currently, the Finance executive assistant works with 20 accounts. Centralization of these funds will result in the inclusion of these balances into existing cash and investment management techniques that the district already has established. Internal controls over the cash balances will also be improved as a result of implementing this recommendation.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Finance prepares a recommendation for centralizing activity fund accounts and submits it to the superintendent for approval.	November 2003
2.	The superintendent approves the centralization of activity funds and notifies schools involved.	December 2003

| 3. | The director of Finance trains the district school personnel on the centralized procedures for administration of the school activity funds. | January 2004 |
| 4. | The director of Finance closes the unneeded bank accounts. | February 2004 |

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

HCISD issues vendor checks twice a week, creating excess work for the Finance staff. This frequency of check issuance keeps available cash and investment balances in the lower yielding depository bank sweep account. The frequent check processing results in more than 134 checks issued weekly. HCISD issued more than 7,500 vendor checks from September 1, 2002 through March 31, 2003.

HCISD has six regular non-interest bearing bank accounts for vendor payments including general operating, food service, interest and bonded debt, construction, payroll and self-insurance. The district has a sweep account arrangement at the depository bank that places all unused checking account bank balances overnight in and interest bearing deposit. The sweep rate for March 2003 was .6156 percent.

The Finance staff indicated that twice a week vendor payments cause additional work for recurring vendor invoices during the month and also keeps staff from other routine work due to payment frequency.

Exhibit 6-24 shows the operating disbursements for 2002-03 through March 2003.

Exhibit 6-24
HCISD Schedule of Cash and Investments Usage
2002-03

Month	Operating Disbursements	Number of Operating Check Runs
September	$5,664,689	8
October	$4,741,009	10
November	$5,878,358	9

December	$4,480,473	6
January	$4,917,037	6
February	$4,122,386	8
March	$5,207,771	9
Totals	**$35,011,723**	**56**
Averages	**$5,001,675**	**8**

Source: HCISD Finance executive assistant.

Many school districts have gone to a twice per month vendor check issuance for both workflow and cash flow considerations.

Recommendation 28:

Reduce general operating disbursement frequency to two times per month.

This will allow the Finance assistants to perform other duties and create a smoother process for the Finance area. Certain contracts that call for faster payment will need to be changed in the future to match a twice per month disbursement schedule. HCISD should be able to make these changes to existing agreements.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Finance revises policies and procedures to pay bills for general disbursements two times per month and implements revised policies and procedures for general disbursement processing.	October 2003
2.	The director of Finance distributes the revised procedures for general disbursement processing to Finance support staff and notifies vendors of the upcoming change.	October 2003
3.	The Finance support staff implement the revised general disbursement processing procedures.	November 2003 and Ongoing

FISCAL IMPACT

In addition to reducing administrative efforts in Finance, additional investment earnings will result from implementing this recommendation.

In calculating the savings resulting from reducing the frequency of general disbursement processing periods, the assumption is overnight investment at the annual depository sweep interest rate of .6156 percent. The average overnight investment amount available, when reducing to twice a month disbursement, based on 2002-03 checking activity is $4.3 million for 21 days per month based on actual disbursements through March 2003 (**Exhibit 6-25**).

Exhibit 6-25
HCISD Additional Cash Available for Overnight Investment
from Implementing Twice Per Month Check Issuance
2002-03

Month	Cash available for investment	Number of Days Available for Investment
September	$5,328,509	22
October	$3,763,211	26
November	$5,538,499	19
December	$2,606,530	15
January	$4,689,278	30
February	$3,821,949	19
March	$4,590,288	13
Totals	$30,338,265	144
Averages	**$4,334,038**	**21**

Source: HCISD Business office.

The daily sweep interest rate of .0000169 percent is based on an annual interest rate of .6156 percent (.006156 annual interest rate/365 days). HCISD will receive monthly savings of $1,538 ($4,334,038 average balance available for investment x 21 average days available for investment x .0000169 interest rate). For 2004-05 and beyond, the district will save $18,456 annually ($1,538 monthly savings x 12 months). Since implementation begins in November 2003, only 10 months are included in the 2003-04 savings of $15,380 ($1,538 monthly savings x 10 months).

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Reduce general operating disbursement frequency to two	$15,380	$18,456	$18,456	$18,456	$18,456

times per month.					

Chapter 6
FINANCIAL, ASSET AND RISK MANAGEMENT

E. Risk Management

HCISD is a reimbursing employer for unemployment benefits through the Texas Workforce Commission (TWC) and is a member of the Texas Association of School Boards (TASB) Unemployment Compensation Risk Pool (**Exhibit 6-26**). HCISD pays to the pool, in lieu of taxes, an amount calculated annually by pool managers. The TASB Unemployment Risk Pool has 980 school district members in the state. By being a member of the pool, HCISD limits its exposure for unemployment claims to the amount calculated annually by pool managers, even if their actual liability as a reimbursing employer is greater. Risk Pool managers adjust the district's rates annually based on experience for the previous year. The TASB pool reimburses the TWC for any unemployment claims of former HCISD personnel.

Exhibit 6-26
HCISD Payments for Unemployment Benefits
1998-99 through 2002-03

	1998-99	1999-2000	2000-01	2001-02	2002-03
Unemployment paid to TASB Risk Pool	$13,473	$13,152	$14,512	$26,387	$29,513

Source: HCISD benefits coordinator.

Property and casualty policies include liability for facilities, equipment and vehicles, personal injury, professional and general liability and loss of property as illustrated in **Exhibit 6-27**.

Exhibit 6-27
HCISD Prope rty and Casualty Insurance Coverage and Premiums
2002-03

Coverage	Policy Term	Premium	Company/Policy Number/Coverage
Commercial package policy on facilities	9/01/03	$150,938	• Texas Association of Public Schools/TX 10006 • Coverage: • $87.384.604: blanket on

			real and personal property $25,000--deductible (per occurrence) and 90% coinsurance for property. • Public employee dishonesty: $100,000/ • $1,000--deductible • Equipment breakdown: $50,000,000 limit/ • $1,000--deductible • Band, computer, audio/visual equipment, phone system included under blanket property • Crime: $1,000--deductible
School Board Liability:	8/06/03	$1316	• ALTRU Non-Profit Insurance/CND6207456 • Limit of Liability: $ 1,000,000. Each policy period • $1,000--retention
General Liability	9/01/03	$14,438	• Texas Association of Public Schools/TX10006
Automobile Liability and Physical Damage	9/01/03	$101,160	• Texas Association of Public Schools/TX10006 • Coverage: $100,000/300,000 • Bodily Injury: $100,000. • Property Damage • Comprehensive $1,000--deductible • Collision $1,000--deductible
Student Insurance	9-1-03	$22,000	• Monumental Life Student Insurance/2885-SA-TX • Policy max: $250,000 • Bodily injury • Loss of life: $5,000 • Loss of hands, feet, sight: $20,000

			• Loss of one hand or one foot: $10,000 • Loss of sight in one eye: $10,000
Workers' Compensation - individual and aggregate stop loss coverage for self-insured plan			• Midwest Employers Casualty Company - individual and aggregate stop loss coverage • Barron Risk Management - Adjustor • Frost Insurance Agency - Third Party Administrator • Under the Self Insured Plan - bodily injury by: • Accident: $1,000,000 each accident • Disease: $ 1,000,000 each employee • Disease: $ 1,000,000 policy limit • Individual stop loss limit: $200,000 • Aggregate stop loss limit: $1.3 million over a three-year period
	9-1-01/04	$56,977	

Source: HCISD assistant superintendent for Business and Operations.

Employee benefits include the following:

- comprehensive medical insurance;
- dental insurance;
- alternate benefit program;
- vision care insurance;
- life insurance;
- disability insurance;
- supplemental cancer insurance; and
- flexible benefit plan under Section 125 Cafeteria Plan.

HCISD provides health insurance benefits through a third party carrier administered by United HealthCare of Dallas (**Exhibit 6-28**), a firm specializing in managing benefit plans. HCISD provides two options for health insurance. All full-time (25+ hours per week) and part-time (20-24

hrs per week) employees are eligible. The state provides an annual supplement of $1,000 ($83.33 per month) for each Teacher Retirement System (TRS) employee member in 2002-03 that many employees use to defray the cost of optional health benefits. The state provides an additional $75 per month to the district for the same employees for use in paying health insurance premiums. Employees may elect to keep the $1,000 annual supplement for TRS members rather than using it for health insurance benefit costs.

Exhibit 6-28
HCISD Health Insurance Benefits
2002-03

Feature	United Health Care HMO-Choice Plan	United Health Care Choice Plus Plan 008
Hospital Costs	$0 deductible, then 20% to a maximum of $2000	$250 deductible, then 10% to a maximum of $2,250
Office Copays	$20	$15
Primary Care Physician	NO	NO
Local Network	YES	YES
Coinsurance	80%/20% In Network Only	90%/10% or 70%/30%
Out of Network Benefits	NO	YES 70/30% after $500 deductible
Maximum out of Pocket	$2,000	$2,000 In-Network
RX Card Formulary	$10/20/30	$10/25/50
Emergency Room Coverage	$50 Per Event	$100 Per Event
Lifetime Maximum	Unlimited	Unlimited $1 million

Source: HCISD Web site.

HCISD pays employee health premiums of $225 per month. Employee premium portions increase as elected plan benefits increase. Monthly employee premiums by selected benefit option are shown in **Exhibit 6-29**.

Exhibit 6-29
Monthly Employer/Employee Premiums For
HCISD Health Plan Options
2002-03

Type of Coverage	United Health Care HMO-Choice Plan	United Health Care Choice Plus Plan 008
Employee Premium	$291.47	$313.92
District Contribution	$225.00	$225.00
Employee Cost	$66.47	$88.92
Employee and Child(ren) Premium	$544.17	$580.76
District Contribution	$225.00	$225.00
Employee Cost	$319.17	$355.76
Employee/ Spouse Premium	$647.69	$690.64
District Contribution	$225.00	$225.00
Employee Cost	$422.69	$465.64
Family Premium	$925.07	$1,004.57
District Contribution	$225.00	$225.00
Employee Cost	$700.07	$779.57

Source: HCISD Web site.

Section 125 of the Internal Revenue Code provides a pre-tax benefit that allows employees to deduct premiums for health, dental, cancer, other life insurance and medical/dependent care reimbursement from their salary before federal income tax is calculated. HCISD makes this option available to all employees.

Exhibit 6-30 compares HCISD's monthly costs for the premium health plan to the peer districts' premium plans. The amount paid by HCISD is equal to three of the peer districts and employee costs are the lowest in three of the coverage categories.

Exhibit 6-30
Monthly Costs for Employee for Medical Insurance Plan Options
HCISD and Peer Districts
2002-03

	Cost to Employee

District	Amount of Premium Paid by the District	Employee Only	Employee/ Child	Employee/ Spouse	Employee/ Family
HCISD	**$225**	**$89**	**$356**	**$466**	**$780**
San Marcos Consolidated	$225	$174	$410	$682	$772
Bastrop	$270	$129	$365	$637	$727
Lockhart	$225	$249	$485	$757	$847

Source: HCISD and peer district Internet and telephone survey.

FINDING

HCISD effectively reviews and monitors employee health benefits through an insurance benefits committee. The committee ensures that HCISD maintains appropriate employee health coverage in the most cost-effective manner.

The committee includes a representative from each school and selected departments that have numerous employees and is supported by the benefits coordinator, the director of Personnel Services and the deputy superintendent for Human Resources and Administration. The committee actively reviews employee health coverage annually and actively participates in selection of carriers when HCISD bids health insurance. HCISD bid health insurance coverage in the spring of 2003. The committee oversaw the last RFP for fully-funded health insurance benefits in April of 2001.

COMMENDATION

By establishing an insurance benefits committee, HCISD provides cost-effective, comprehensive health insurance for employees.

FINDING

HCISD has created a process for employees encountering catastrophic illnesses or injury to receive additional paid leave when necessary. The district established the catastrophic leave bank (CLB) in 2000-01 to assist employees in extreme need circumstances. The CLB can be used only if qualifications are met and when all state and local leave have been used. The CLB is governed by HCISD policy DEC (Local).

All HCISD employees who earn state and local leave are eligible to join the CLB. Members may apply for a maximum of 30 CLB days during a school year when they, or a member of their immediate family, qualify for catastrophic leave.

All HCISD employees wishing to join the CLB must contribute three of their accumulated local leave days during the open enrollment period from July 1 through September 15 of each year. New personnel employed after the enrollment period who wish to be members of the CLB must join within 30 days of employment. Joining the CLB is strictly voluntary.

A catastrophic injury or illness is defined as a medical diagnosis or major surgery as listed in the current Federal Registerof Diagnosis Related Groups (DRG), which rate on Outlier Threshold of 30 or greater and is so severe that it results in total disability of workdays. CLB does not cover a normal pregnancy, routine illnesses, minor surgeries and minor injuries.

The committee that reviews CLB leave requests consists of a rotating member (teacher, paraprofessional or auxiliary staff member) of the insurance/benefits committee, the director of Administrative Services, the lead nurse, the payroll coordinator and the benefits specialist.

The following guidelines apply:

- a maximum of 30 days per school year may be used per employee;
- local days contributed remain with the CLB and are not refundable to the employee under any circumstances;
- CLB days are granted only for absences from working days and are not be granted for holidays, vacation days or other such days for which the member is not paid;
- local level days contributed to the CLB remain with the bank even if the member drops out of the CLB or leaves HCISD;
- once a member has used days from the CLB, he or she must donate three additional days of local leave the following school year to remain a member of the CLB; and
- once an employee is a member of the CLB, he or she shallnot have to contribute more days unless the employee used days from the CLB the preceding year or if leave days in the CLB fall below 90 days.

Since HCISD established the CLB, 33 employees have used the benefits at a cost of $87,960, not including other employment benefits (**Exhibit 6-31**). For the most recent year, four employees used the CLB at a cost of $12,326.

Exhibit 6-31
HCISD Catastrophic Leave Bank History
2000-01 through 2002-03

Description	2000-01	2001-02	2002-03	Total
Number of users	23	6	4	33
Total days used	328.5	130	69	527.5
Total cost	**$53,549**	**$22,085**	**$12,326**	**$87,960**

Source: HCISD payroll coordinator.

No restrictions exist for employees wishing to join the CLB in accordance with policy guidelines. If a CLB recipient is on disability insurance, the CLB benefit pays the difference between the employee's daily pay rate and the amount of disability benefits being received by the employee. An employee receiving CLB benefits will generally not be eligible for additional CLB benefits unless the employee returns to work the subsequent year and contributes an additional three days of local leave to the CLB.

COMMENDATION

By establishing a catastrophic leave bank to provide additional paid leave to employees in the event of catastrophic illness or injury, HCISD has established a cost-free benefit for employees.

FINDING

HCISD requested proposals for workers' compensation insurance coverage in May 2001 and established a self-insured workers' compensation plan in 2001-02 that provided substantial cost savings. As a result, HCISD's third party plan administrator projects that district will save more than $230,000 over a three-year period (**Exhibit 6-32**) based on the guaranteed cost coverage that had been in place at HCISD since 1992 and on actual claim costs for the five-year period ended 2000-01.

Exhibit 6-32
HCISD Workers' Compensation Plan Proposal Comparison
2003

Year	Actual Costs	Self-Funded Alternative	Risk Sharing Alternative	Guaranteed Cost Alternative	Range of Savings

1995-96	$234,868	$301,420	$387,523	$519,353	$86,103	$217,933
1996-97	$216,793	$283,345	$369,448	$519,353	$86,103	$236,008
1997-98	$98,939	$165,491	$251,594	$519,353	$86,103	$353,862
1998-99	$380,219	$446,771	$532,874	$519,353	$86,103	$72,582
1999-2000	$413,180	$479,732	$568,835	$519,353	$89,103	$39,621
2000-01	$184,957	$251,509	$337,612	$519,353	$86,103	$267,844
Totals	**$1,528,956**	**$1,928,268**	**$2,447,886**	**$3,116,118**	**$519,618**	**$1,187,850**
Three Year Stop Loss	**N/A**	**$1,327,278**	**$1,439,321**	**$1,558,059**	**$112,043**	**$230,781**

Source: HCISD third party administrator for workers' compensation plan.

The May 2001 proposal process resulted in four providers quoting prices and coverage for HCISD. Proposals included the self-insurance option through Barron Risk Management accompanied by an individual and aggregate stop loss insurance policy through Midwest Employers Casualty Company, a risk-sharing coverage option and two guaranteed cost options. The key element for using the self-insured option was the individual and aggregate stop loss coverage for a three-year period.

Under the self-insured plan, the district retains all risk by covering claims through premiums charged to the general and special revenue funds. As part of the risk retention, HCISD's individual and aggregate stop loss insurance coverage limits risk exposure to a definite amount for individual and total claims. Individual stop loss coverage on any one claim is $200,000 and the aggregate stop loss coverage for all claims is $1.3 million over three years. HCISD's benefits coordinator administers the plan with the assistance of a third party administrator and a third party risk management administrator. Plan projections and premium amounts are provided by the third party administrator, while claim payment approvals are made by the third party risk management administrator. HCISD pays claims upon approval from the third party risk management administrator. The plan carries a fixed annual cost of $66,552, which has been included in costs savings projections.

Prior to adoption of the plan in 2001-02, HCISD's average costs for workers' compensation coverage was more than $305,000 for the five-year period ended August 31, 2001. After adopting the new self-insured plan, HCISD incurred $240,703 in total costs for 2001-02 and had built a reserve for future plan costs of over $185,000 (**Exhibit 6-33**). Projected reserves at the end of 2002-03 equal more than $298,000.

Exhibit 6-33
HCISD Self-Insured Workers'
Compensation Plan Financial Results
2001-02 and 2002-03

Category	2001-02 Actual	2002-03 Projected
Premium revenues	$425,756	$433,333
Administration costs	($17,213)	($12,000)
Claims and insurance costs	($223,490)	($308,248)
Reserve additions	($240,703)	($320,248)
Ending reserve balance	$185,053	$298,138

Source: HCISD audited annual financial and compliance report filed with TEA for 2001-02 and HCISD third party administrator and director of Finance for 2002-03.

COMMENDATION

By self-insuring itself for workers' compensation insurance, HCISD saved substantial costs.

FINDING

HCISD offers leave and retirement benefits to stay competitive with other districts and improve campus staff attendance and retention. Since 1997, the district has offered several programs that reward attendance and retention.

The district pays employees for unused local leave through Policy DEC (Local). HCISD instituted the policy in 1997 as an attendance incentive. The district pays accumulated local leave when an employee with at least five years of service retires or leaves the district. Under this policy, the district pays professional employees $50 and paraprofessional employees $37 for each unused local leave day for which there is also an equal

number of state leave days accumulated in the employee leave balance, up to the maximum of 60 days.

HCISD also provides for payment to employees of unused vacation leave in Policy DED (Local). The district pays accumulated and unused vacation leave of up to 30 days when an employee retires or leaves the district. Professional and paraprofessional personnel on 12-month assignment working 226 days annually earn 14 vacation days and paraprofessional personnel working 230 days annually earn 10 vacation days. Auxiliary personnel on a 12-month assignment working 248 days earn 10 days paid vacation accrued at the rate of one per 24 days worked. As of the end of 2001-02, 453 employees out of a total of 1,250 had accrued possible payment benefits under the policy.

In 2001-02, HCISD established the *Hays CISD Matching Plan*. The plan was established under section 401(a) of the Internal Revenue Code (IRC) and provides for matching district payments when employees contribute their own funds into voluntary tax-sheltered annuities. In addition to providing matching payments, the district also contributes up to 3 percent of an employees base salary for excellent or perfect attendance. The district defines excellent attendance as using three or fewer sick or personal leave days annually and perfect attendance as zero absences. Employees fully vest in district contributions after five years of participation. The plan has been in effect for two years at the end of 2002-03. Comparing 2001-02 to 2002-03 participation on an equal basis, total eligible full-time staff participation decreased by 8.5 percent while teacher participation increased by 31.5 percent.

None of HCISD's peer districts offer IRC section 401(a) matching plans. Bastrop ISD does not pay accumulated local leave or vacation upon retirement or resignation of employees. San Marcos ISD pays up to 30 days of local leave, but only for those employees actually retiring through the Teacher Retirement System of Texas (TRS) and does not pay for accrued vacation when employees leave the district. Lockhart ISD has no leave or vacation payment policy.

COMMENDATION

HCISD offers competitive leave and retirement benefits to its employees.

FINDING

HCISD has a retirement supplement called the *Hays CISD Matching Plan* that incurred unexpected costs of $670,000.

The plan was established in 2001-02 under section 401(a) of the Internal Revenue Code (IRC) and provides for matching district payments when employees contribute their own funds into voluntary tax-sheltered annuities. Plan provisions call for HCISD to provide matching payments of 50 percent of employee contributions to tax-sheltered annuity plans established under section 457 and 403(b) of the IRC, limited to 3 percent of the employee's base salary. HCISD also contributes up to an additional 3 percent of an employee's base salary for excellent or perfect attendance. The district defines excellent attendance as using three or fewer sick or personal leave days annually and perfect attendance as zero absences. Employees fully vest in district contributions after five years of participation. The plan has been in effect for two years at the end of the 2002-03 year.

HCISD hired a consultant to create the plan, and the consultant originally estimated $150,000 per year for annual district contributions in 2001-02 and 2002-03. However, current actual and projected district contributions for 2001-02 and 2002-03 equal $996,000 (not including plan forfeitures). **Exhibit 6-34** presents a summary of district costs for this plan.

Exhibit 6-34
Hays CISD Matching Plan
Actual and Projected Costs
2001-02 and 2002-03

Category	Original Plan Estimate	Current Actual and Projected Costs/(Savings)	Difference (Shortfall)
District Contributions	$300,000	$996,000	($696,000)
Plan forfeitures*	$0	($26,000)	$26,000
Total	**$300,000**	**$970,000**	**($670,000)**

Source: HCISD Matching Plan design consultant work product and plan administrator interviews, 2003.
*Plan forfeitures result when participants terminate employment with the district prior to being fully vested. The district's contributions to those forfeited accounts are returned to the district.

The district received $26,000 in plan forfeitures, which were used toward the required district contributions for both years. Along with the $150,000 paid in 2001-02 and the $150,000 budgeted to be paid in 2002-03, the

district will contribute $326,000 to the plan. Since the total obligation increased to $996,000, the district must pay an additional $670,000 into the plan for 2001-02 and 2002-03.

The district initiated the plan as a way to attract and retain teachers. In 2001-02, 177 of the 390 full-time eligible participants, or 45.4 percent, were teachers. On a comparable basis, 300 teachers, or 76.9 percent of the total participants, enrolled in the *Hays CISD Matching Plan* for 2002-03.

Because of the estimated budget shortfalls for the 2003-04 year, the HCISD board suspended the provisions of the matching plan in June 2003 until the district has the funds to support it. As part of the board-approved suspension of the Plan, HCISD will:

- fund the 401(a) Matching Plan through August 31, 2003;
- amend the plan to suspend contributions effective August 31, 2003;
- notify employees that contributions to the plan will be suspended for the 2003-2004 school year and that the board will re-evaluate the plan at the end of the 2003-2004 year;
- advise employees that the plan gives the board the right to amend or terminate the plan now or at any time in the future, at its sole discretion;
- that the vesting schedule will continue to apply to account balances in the plan but that employees will continue to accrue service for the calculation of vesting while the plan is suspended, and
- appoint the deputy superintendent as plan administrator.

Other terms of the plan suspension provide for HCISD's administration to take the following actions:

- investigate moving plan administration and funds to the Education Service Center Region 10 Teacher/Employee Educator Retention and Recruitment Program 401(a) Retirement Plan and Trust; and
- develop possible changes in funding the plan for future years, including limiting the total amount of matching contributions by the district for plan members and eliminating the matching contribution for perfect attendance.

Participants who terminate employment with the district prior to being fully vested will forfeit a portion of HCISD's matching contributions. Forfeitures will be used to fund participant accounts in future years.

HCISD has the option to limit its plan contribution amount to the amount of accumulated forfeitures. If HCISD decides not to use the accumulated forfeitures to further fund the plan and makes no further contributions to

the plan, the termination date will be retroactive to August 31, 2003, and accumulated forfeitures will be used to fully vest the participants who terminate employment.

Recommendation 29:

Resolve the issues concerning the *Hays CISD Matching Plan* immediately.

District staff and consultants should work together to improve the accuracy of the district's projected contributions. This may require monthly updates from the district to the consultant to revise spending projections for the plan.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Finance and director of Personnel Services meet with the consultant to discuss ways to keep the spending projections current.	October 2003
2.	The director of Finance, director of Personnel Services and the consultant test some different ways to update the spending projections and identify the preferred method to keep the spending projections current.	October - November 2003
3.	The director of Finance, director of Personnel Services and the consultant develop revised procedures for updating the spending projections for the *Hays CISD Matching Plan*.	November 2003
4.	The director of Finance, director of Personnel Services and the consultant implement the revised procedures for updating and keeping current the spending projections for the *Hays CISD Matching Plan*.	December 2003 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

HCISD's Risk Management function is less effective because the district divides management activities among several departments. The fragmented approach to managing this function results in lack of coordination among departments, employees and vendors. The district does not have a coordinator who manages the activities that are split among the departments.

The assistant superintendent for Business and Operations manages HCISD's casualty insurance coverage. The director of Personnel Services and benefits coordinator administer employee benefits, including workers' compensation and safety. The director of Administrative Services administers the district's hazard plans for students and coordinates school resource officers through the Hays County Sheriff's office. School resource officers are licensed peace officers provided by Hays County under a federal grant. School principals manage school resource officers' activities on a daily basis and hire private security guards for special events.

Because of the fragmented approach, safety concerns are not coordinated with insurance coverage, employees must deal with different departments in receiving benefits and construction contractors may not be including insurance coverage and safety standards appropriate under specific circumstances.

Fort Bend ISD has successfully consolidated its Risk Management functions. The risk manager reports to the associate superintendent of Business and Finance. Insurance programs consist of group health care and employee benefit plans, workers' compensation insurance and property and casualty insurance. Fort Bend ISD's risk manager has overall responsibility for employee health insurance and benefits, workers' compensation insurance, property casualty insurance, Section 125 Flexible Spending Accounts, 403 (b) and 457 retirement plans and the Owner Controlled Insurance Program (OCIP). In structuring the risk management function in this manner, Fort Bend ISD has been able to achieve significant benefits from this risk management structure, including:

- successful management of health plan costs while offering comprehensive health care benefits to its employees;
- online enrollment in employee benefit programs employees greatly enhancing the efficiency of the benefit enrollment process;
- modification of its benefit plans using employee feedback to tailor plan features to employee needs;
- creation of a workers' compensation task force resulting in lower workers' compensation costs for the district;
- obtaining high quality, low-priced, property casualty insurance through favorable claims experience and aggressive negotiation of insurance contracts; and
- introduction of an Owner Controlled Insurance Program as part of its 1999 bond referendum that projected savings of $3.1 million in insurance costs while minimizing workers' compensation and general liability claims.

Recommendation 30:

Consolidate HCISD's risk management function and shift the benefits coordinator position to the Finance Department.

Consolidated risk management functions should be managed by the director of Finance. The benefits coordinator should report to the director of Finance. Certain duties can be handled by finance assistants under the supervision of the director of Finance. The new organization chart is shown in **Exhibit 6-35** below.

Exhibit 6-35
Revised HCISD Business Organization
for Financial, Asset and Risk Management Functions
2003
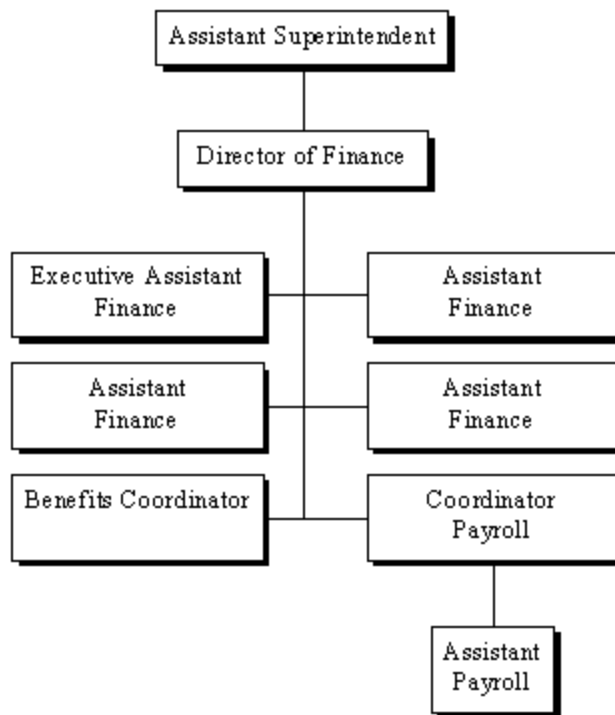
Source: TSPR.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Human Resources, with the approval of the superintendent, shifts the benefits coordinator to the Finance Department.	January 2004
2.	The director of Finance assumes responsibilities for consolidated risk management functions.	February 2004

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 6
FINANCIAL, ASSET AND RISK MANAGEMENT

F. Bond Issuance and Indebtedness

The assistant superintendent for Business and Operations and director of Finance oversee the issuance of bonds and other debt instruments, debt funding and refinancing. HCISD recently had a $104 million bond referendum fail with district voters in February 2003.The last successful bond referendum took place in April 2001 for $89.5 million resulting in the issuance of Unlimited Tax School Building Bonds, Series 2001 (**Exhibit 6-37**). These bonds were sold with an "AAA" rating, which is the highest quality because the bonds are guaranteed by the Texas Permanent School Fund.

Exhibit 6-37
HCISD Outstanding Long-Term Debt
August 31, 2002

Description	Original Issue	Interest Rates	Outstanding Debt
Unlimited Tax Refunding bonds - Series 1985	$14,870,616	7.65%	$566,348
Unlimited Tax Refunding bonds - Series 1992	$8,778,403	3.00-5.75%	$2,445,000
Unlimited Tax Refunding bonds - Series 1993	$11,050,000	2.80-5.10%	$8,490,000
Limited Tax Maintenance Notes - Series 1994	$1,195,000	4.50-6.00%	$295,000
Unlimited Tax School Building Bonds, Series 1996	$24,550,000	4.50-6.00%	$20,265,000
Unlimited Tax School Building Bonds, Series 1997	$20,510,000	5.00-5.88%	$20,290,000
Limited Tax Maintenance Notes - Series 2000	$1,000,000	4.85-5.40%	$840,000
Unlimited Tax School Building Bonds, Series 2001	$88,427,308	4.50-6.10%	$87,927,308
Accretion on Capital Appreciation Bonds - Series 2001	$0	5.20-6.10%	$3,954,628

Total	$170,381,327		$145,073,284

FINDING

HCISD monitors the district's bonded indebtedness in order to refund and issue bonds when cost effective. The financial advisor assists the director of Finance in monitoring the district's debt. The financial advisor informs the district of debt that qualifies for refunding. Based upon interest rates, potential debt tax rates and qualifying debt, multiple scenarios are prepared by the financial advisor to determine potential savings by refunding or reissuing. The superintendent, director of Finance and assistant superintendent for Business and Operations and financial advisors review and discuss the scenarios to determine possible district actions. If district staff recommends refunding, the superintendent takes it to the board for approval. Interest rates, potential savings and managing the debt tax rate are the most common factors determining the recommendation for refunding or re-issuance of debt.

The district is refunding previously issued debt in late spring 2003. The district has two series, 1992 and 1993, of unlimited tax refunding bonds that are legally redeemable. The bond's maturity dates are from 2003 through 2008 and require debt service payments totaling $11,970,185, including principal and interest. The tax rate adopted for 2002-03 anticipated a refunding of these bonds.

The bond refunding, approved by the board in April 2003, accomplishes three major goals:

- saving the district more than $1 million in cash flow while providing a net present value savings to the district of more than $840,000;
- allowing the district to maintain the current debt service tax rate of $0.3863 while servicing the district's bonds without having to increase the tax rate, and
- eliminating the $2.6 million "spike" in debt service payments scheduled to occur in 2004-05.

The savings estimates are based on March 21, 2003 market rates and are subject to change through market conditions at the time of the actual transaction. The district will share the savings realized in the refunding with the state as the existing bond payments are covered by the existing debt allotment. The refunding allows the district to maintain its current debt service tax rate and prevents a $2.6 million increase in future debt payments.

COMMENDATION

HCISD effectively monitored its debt position by refunding its 1992 and 1993 bonds, saving $840,000 in future debt payments.

FINDING

HCISD structured the April 2001 $89.5 million bond sale to reduce debt service costs and to take advantage of TEA's Instructional Facilities Allotment (IFA) funding. The district structured the bond issue to provide minimal debt service costs for the first 10 years of the issue and includes callable Capital Appreciation Bonds (CAB's) or deep discount bonds that are scheduled for refunding before 2011.

The IFA program was initially authorized in House Bill 4 by the 75th Texas Legislature in 1997. The provisions that authorize the IFA program are incorporated into the Texas Education Code as Chapter 46. The IFA program, which became effective on September 1, 1997, provides assistance to school districts in making debt service payments on qualifying bonds and lease-purchase agreements. The 75th Texas Legislature appropriated $200 million for this program and authorized the distribution of $100 million during each year of the 1997-99 biennium. The 76th Legislature appropriated an additional $150 million for the 1999-2001 biennium. In order to receive assistance, districts must make application to the TEA. Bond or lease-purchase proceeds must be used for the construction or renovation of an instructional facility. A maximum allotment is determined, based upon the annual debt service payment or $250 per student in average daily attendance (ADA), whichever is less. Districts must levy sufficient taxes to cover the local share of the allotment. State aid under the IFA program provides a guaranteed yield of $35 per penny of tax effort per un-weighted ADA.

HCISD took full advantage of the IFA for the entire 2001 debt issue. This additional state funding may not have been available had the bonds been sold in less amounts over the construction need period. This savings has resulted in the state paying for over half of the debt service on the bonds.

COMMENDATION

HCISD took advantage of additional state funding by issuing bonds that received the TEA's Instructional Facilities Allotment funding.

Chapter 7
PURCHASING AND CONTRACT MANAGEMENT

This chapter reviews purchasing and contract management functions of the Hays Consolidated Independent School District's (HCISD) in the following sections:

A. Purchasing Policies, Procedures and Compliance
B. Warehouse Operations
C. Textbooks

The purchasing function supports financial accountability in Texas public schools. Purchasing uses available fiscal resources to obtain the best product or service for the resources expended. The purchasing process supports instructional delivery, administration and other areas of a district's operations. The purchasing process also influences day-to-day financial functions, including budget management and accounting. Purchasing in the public sector presents unique challenges including:

- compliance with numerous statutes, policies, applicable laws and procedures;
- a procurement process responsive to the district's operational needs;
- ensuring competition among vendors for school district business;
- continuous oversight by interest groups and regulatory entities; and
- continuously changing legislative, executive and judicial decisions at both state and federal levels.

Effective contract management allows a school district to verify delivery of contract terms and ensure that any goods or services provided meet pre-defined quality control and cost standards. A purchasing operation also includes establishing and maintaining good vendor-district relations.

BACKGROUND

The Texas Education Code (TEC) Section 44.031 requires competitive bidding thresholds for procuring goods and services as shown in **Exhibit 7-1**. Generally, when districts purchase items valued at $25,000 or more, or multiple like items with a cumulative value of $25,000 or more in a 12-month period, they must follow one of the competitive procurement methods listed in the exhibit below.

Exhibit 7-1
Competitive Procurement Methods for Texas School Districts
2002-03

Purchasing Method	Description
Competitive Bidding	Requires bids to be evaluated and awarded based solely upon bid specifications, terms and conditions contained in the request for bids according to the bid prices offered by suppliers and pertinent factors affecting contract performance; forbids negotiation of prices of goods and services after proposal opening.
Competitive Sealed Proposals	Requires the same terms and conditions as competitive bidding; but allows changes in the nature of a proposal and prices after proposal opening.
Request for Proposals	Generates competitive sealed proposals and involves several key elements, including newspaper advertisement; notice to proposers; standard terms and conditions; special terms and conditions; a scope-of-work statement; an acknowledgment form/response sheet; a felony conviction notice; and a contract clause.
Catalog Purchase	Provides an alternative to other procurement methods for the acquisition of computer equipment, software and services only.
Inter-local Contract	Provides a mechanism for agreements with other local governments, the state or a state agency to perform governmental functions and services.
Design/Build Contract	Outlines a method of project delivery in which the school district contracts with a single entity to both design and construct a project.
Job Order Contract	Provides for the use of a particular type of contract for jobs for minor repairs and alterations; typically used for jobs involving manual labor.
Reverse Auctions	Outlines a bidding process that involves submission of bids by multiple suppliers, unknown to each other, in a manner that allows the suppliers to bid against each other.
Construction Management Contract	Outlines the use of a contract to construct, rehabilitate, alter or repair facilities using a professional construction manager.

Source: TEC and Texas Education Agency (TEA), Financial Accountability System Resource Guide (FASRG).

Before school districts may accept bids for purchases, TEC requires the district to advertise bids at least once weekly for two weeks in any

newspaper published in the county in which the district is located, if the bid exceeds $25,000. For purchases between $10,000 and $25,000, districts must advertise in two successive issues of any newspaper within their county. State law requires the advertisements to specify the anticipated purchase categories such as art supplies, duplicating paper or electrical supplies to better target and attract vendors in a position to supply such goods.

Exceptions to the competitive bidding requirements include contracts for professional services. Chapter 2254 of the Texas Government Code prohibits competitive bidding for certain types of professional services. The prohibited professional services include accounting, architecture, landscape architecture, land surveying, medicine, optometry, professional engineering, real estate appraising or nursing. Under select circumstances, state law also allows a district to purchase items that are available from only one source, or "sole source" purchases. To qualify as a sole source purchase, there must be no other like items available for purchase that would serve the same purpose or function and only one price for the product because of exclusive distribution or marketing rights.

HCISD's policies and procedures establish dollar limitations and identify the district's approval levels for all purchases. **Exhibit 7-2** shows purchasing thresholds and requirements established by HCISD in accordance with TEC requirements.

Exhibit 7-2
HCISD Purchasing Thresholds and Requirements
2002-03

Dollar Amount	Purchase Requirements
Less than $1,000	Based on competitive prices
Over $1,000 and less than $10,000	Competitive quotes by campus or department
Between $10,000 and $25,000	Competitive quotes by campus or department
Greater than $25,000, except for produce and fuel	Formal bid process and approval by board

Source: HCISD Purchasing Manual.

Under HCISD's purchasing policy, any purchase of $25,000 or more, including individual and/or collective purchases requires board approval before the transaction may be effected. As a result, HCISD takes

cooperative purchases exceeding the stated limit to the board for approval prior to purchase. Technology orders exceeding the $25,000 threshold through state-approved vendors also require board approval.

In 1999, the Office of the Attorney General in Texas issued Opinion JC-37, stating that school district procurement through an interlocal agreement or a cooperative purchasing arrangement satisfies competitive bidding requirements. State law also allows school districts to participate in catalog purchasing programs from the Texas Building and Procurement Commission (TBPC) and Qualified Information Services Vendors (QISV). **Exhibit 7-3** shows the cooperative purchasing programs in which HCISD participates.

Exhibit 7-3
HCISD Cooperative Purchasing Programs
2002-03

Cooperative Program	Location	Fee	Items Purchased
U. S. Communities Government Purchasing Alliance	California	$0	Office supplies; office furniture; electrical, communications and data supplies; janitorial supplies; tools and material handling; school furniture; carpet; and flooring
Texas Association of School Boards BuyBoard	Texas	$200	Paper; office supplies; janitorial supplies; landscaping equipment; instructional supplies; electrical supplies; and tools
Texas Cooperative Purchasing Network	Texas	$0	Musical instruments; office and school supplies; industrial supplies; calculators; and audio visual equipment
Texas Building Procurement Commission (TBPC)	Texas	$100	Audio visual equipment and supplies; copiers; office supplies; and tires
Department of Information Resources/Western States Contracting Alliance	Texas	Included with fee to TBPC above	Computers and information technology parts
Texas Purchasing	Texas	$35	Food service goods

Consortium			

The organization of a district's purchasing system is critical to district compliance and efficiency in purchasing. **Exhibit 7-4** shows the organizational structure of the HCISD Finance Department, which handles district purchasing.

Exhibit 7-4
HCISD Finance Department
Organizational Structure
2002-03
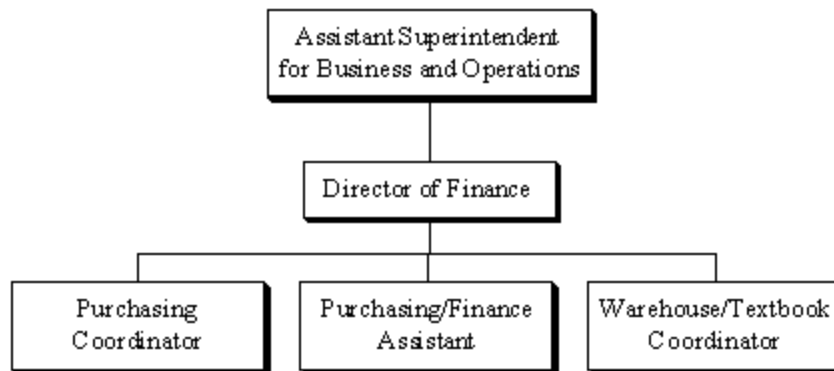
The assistant superintendent for Business and Operations provides senior management oversight and strategic direction for purchasing and bidding. The director of Finance supervises the purchasing process and has primary responsibility for purchasing and bidding compliance. The purchasing coordinator has primarily responsibility for day-to-day purchasing activities and quality control of bid specifications and the evaluation process. The purchasing assistant provides clerical assistance to the purchasing coordinator.

HCISD hired its purchasing coordinator in August 2002. The purchasing coordinator is a Certified Professional Public Buyer, obtained through the Universal Public Purchasing Certification Council. The purchasing coordinator also has 23 years of related experience. Before August 2002, the purchasing/finance assistant performed purchasing duties. According to the director of Finance, HCISD eliminated a vacant accounts payable/finance assistant position in June of 2002 in order to create the position for purchasing coordinator.

In 2001-02, HCISD issued 13,396 purchase orders. For the first seven months of 2002-03, HCISD issued 9,393 purchase orders. On average,

HCISD is processing 1,341 purchase orders per month for 2002-03, compared to an average of 1,264 for the same period in 2001-02.

Chapter 7
PURCHASING AND CONTRACT MANAGEMENT

A. Purchasing Policies, Procedures and Compliance

The Finance Department distributes a purchasing procedures manual containing all HCISD purchase order processes to all schools and departments. According to the purchasing coordinator, HCISD staff in other departments who are tasked with performing purchasing related duties received and signed for purchasing manuals at a training session in June 2002.

HCISD uses a direct payment request to pay athletic officials, conference registrations, travel and legal fees. All direct pay requests must have documentation attached prior to completion of the accounts payable review and authorization to pay. The direct payment practice applies only in situations when a firm does not accept a purchase order or when a purchase order will serve no purpose because the transaction has already occurred, as is the case with travel or officiating, where the expense must be incurred and properly documented before it can be paid. The direct payment request form includes the following statement: "School policies prescribe purchase order issuance in all possible cases. Bypassing the purchase order procedure is a violation of school policy, should ONLY be used in special circumstances and ONLY with PRIOR approval."

FINDING

HCISD' uses an online process to streamline the purchasing process. Under the district's purchasing guidelines, all requesting departments must enter purchase requisitions online. Secretaries and/or bookkeepers in requesting departments enter requisitions into the district's online requisition system and release the purchase order for submission to the Finance Department. Purchase orders released by the requesting departments appear on the computer listing printed by the Finance Department each morning.

The purchasing/finance assistant prints the purchase orders and gives the purchase orders to the purchasing coordinator for approval and signature. The purchasing/finance assistant then distributes copies to the following individuals: the vendor receives the white copy; requesting departments receive the green and canary copies; Finance receives the pink copy for filing; and accounts payable receives the goldenrod copy. After receiving the order, the requesting department returns the green copy to accounts payable for payment processing.

The district's automated purchasing process reduces the amount of time and effort required to process purchasing requisitions. Without an online requisition system, the Finance Department would have to manually input all purchasing data.

Customer department purchasing representatives meet monthly for training by the business office staff. The director of Finance, the purchasing coordinator and other business office staff also offer a full day of more extensive training to all HCISD departments each year.

COMMENDATION

HCISD uses an online purchase requisition process to expedite the requisitioning process.

FINDING

HCISD purchased goods and services in a manner that did not comply with board policies, district-purchasing procedures and TEC competitive bid requirements. The purchases occurred between September 2002 and March 2003. Without proper monitoring of its purchasing process, the district could experience compliance violations with Texas competitive bidding laws.

Because HCISD's financial software system does not have the capability to group information by category, TSPR conducted interviews and reviewed actual purchases in excess of $10,000 from 2002-03 vendors. Of the 107 vendors selected by TSPR, 11 of the aggregate procurements, or total purchases, had purchase volumes that equaled or exceeded $25,000; yet none of the 11 was competitively bid in accordance with Texas competitive procurement laws or HCISD procedures. Only one of the selected aggregate procurements equaled or exceeded $10,000. HCISD did have three quotes from vendors, but did not have the required newspaper advertisement(s). HCISD's purchasing procedure requires that all purchases more than $1,000 must have three quotes.

Exhibit 7-5 presents a summary of the purchase for goods and services between $10,000 and $25,000 not procured through proper competitive procurement procedures.

Exhibit 7-5
HCISD Categories Purchased without Competitive Procurement
Between $10,000 and $25,000
2002-03

Category	Vendor	Purchases

| Athletic training supplies | Alert Services, Inc. | $18,591 |

Exhibit 7-6 presents a summary of the purchase of goods and services over $25,000 not procured through proper competitive procurement procedures.

Exhibit 7-6
HCISD Categories Purchased without Competitive Procurement
More Than $25,000
2002-03

Category	Vendor	Purchases
Printing services and supplies	Lone Star Printing	$51,072
Fuel	Tex-Con Oil Company, Inc.	*$105,484
Transportation parts	• Longhorn International Equipment	$13,408
	• A-Line Auto Inc.	$13,373
	• Heavy Duty Bus Parts	$11,681
Athletic supplies, equipment	• Riddell All American Inc.	$13,075
	• Georgetown Sporting Goods	$33,489
Instructional supplies	• Lakeshore Learning	$15,303
	• Brook Mays Music Company	$10,096
	• Teacher Heaven	$12,608
	• Electronics Products Inc.	$19,758
Total		**$299,347**

As the purchasing coordinator became aware of violations, the purchasing coordinator prepared and submitted bid documents to the board for award.

HCISD advertised in November and December for bulk fuel. HCISD opened the bulk fuel bids on December 20, 2003 and the HCISD awarded the contract on January 20, 2003. HCISD awarded the bid to the lowest vendor, Sun Coast Resources. Fuel purchases after January 2003 followed TEC competitive bidding laws. Before the December 2002 fuel bid, HCISD had not bid fuel since 1995. The $105,484 fuel purchase from Tex-Con Oil occurred before the award of the January 2003 fuel bid. The purchasing coordinator also bid training supplies and athletic supplies in May 2003 to bring the district into compliance with TEC competitive bidding laws.

The purchasing coordinator uses a variety of methods to determine bidding requirements, including direct communication with departments and monitoring for repetitive purchase orders to help obtain compliance for HCISD. HCISD's computer system does not have the capability to sort information by vendor category and produce a monthly listing by category to show when cumulative spending per category nears bid limits. Texas Education Agency's (TEA) *Financial Accountability System Resource Guide* (FASRG) has a partial list of related categories to be used as a guide to determine requirements under TEC's purchasing law. Districts add to this list as aggregate dollars of contracts exceed the threshold amount. Some categories listed by TEA include athletic/trainer supplies, various sports supplies, uniforms, custodial supplies, food service supplies such as milk, dry goods, poultry, equipment, instructional supplies, office equipment, office furniture and duplicating paper. According to the software vendor, the more recent version of the finance software will support product commodity codes, which can be used to review purchases by categories. In this manner, each vendor can be identified as a provider of a particular category of goods.

Under HCISD board policy, the board assumes responsibility for debts incurred in the name of the district as long as those debts are for purchases made in accordance with adopted board policy and have been requested through authorized internal administrative procedures. The policy also makes clear that the board does not assume responsibility for debts incurred by individuals or organizations not directly under board control. Further, under board policy, individuals making unauthorized purchases are required to assume full responsibility for all such debts.

TEA's FASRG states:

> "The purpose and intent of competitive bidding is to help
> public schools secure the best work and materials at the
> lowest practical prices by stimulating competition. If a
> district advertises purchasing needs relating to large
> expenditures, then economies of scale, such as purchasing
> in large quantities, may result in lower costs, either per unit
> item; or in the aggregate. Another reason for competitive
> bidding is that it is an open process."

The purpose and intent of competitive bidding laws were defined in
<u>Sterrett v. Bell</u>, 240 S.W.2c 516, 520 (Texas Civil Appellate-Dallas 1951)
using the following guidelines:

- gives opportunity to bid... on the same undertaking...upon the same thing;
- requires all bidders be placed upon the same plane of equality...each bid; upon the same terms and conditions;
- stimulates competition and prevents favoritism; and
- secures the best work and materials at the lowest practical price.

HCISD's practice in administering competitive bidding has been
inconsistently applied and does not comply with state laws.

According to the director of Finance, HCISD created the purchasing
coordinator position in recognition of the need to adhere to policy and to
obtain competitive pricing.

In 2001, Killeen ISD (KISD) made its bid process more efficient by
establishing an annual calendar that identifies when specific items should
be bid during the year. The calendar was based on historical experience
and allowed the district to purchase items as needed, as well as spread the
bid process out over the full year rather than trying to bid multiple items at
the same time. Based on KISD's prior experience, the Purchasing
Department worked with other departments to develop the calendar.

Recommendation 31:

**Establish purchasing procedures to monitor compliance with state
and federal procurement laws and board policies.**

The procedures should include an annual bid calendar and the use of
system software to create a listing by category. The purchasing
coordinator recognized the need to track by commodity code and is

working with the finance software vendor to utilize the software to perform this task.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The purchasing coordinator and the director of Technology meet with the financial software vendor to develop process for the software to print reports to monitor bidding compliance by category.	October 2003
2.	The purchasing coordinator and the director of Finance develop a written process that includes the development of a bid calendar and the review of budgets to monitor bidding compliance.	October 2003
3.	The purchasing coordinator prepares a list of goods and services purchased through a process that did not comply with purchasing laws to schedule bids for next year.	October 2003
4.	The purchasing coordinator reviews budgets and seeks department manager input for 2003-04 to determine if any goods or services will require bids or quotes.	November 2003
5.	The purchasing coordinator prepares a bid calendar.	November 2003
6.	The purchasing coordinator prepares bids for the categories that need to follow the competitive bid process.	November 2003 and Ongoing
7.	The purchasing coordinator evaluates bids and prepares recommendations to the director of Finance and superintendent.	November 2003 and Ongoing
8.	The board awards the bids.	November 2003 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

HCISD purchases supplies and equipment through its student activity fund, contrary to the district's documented purchasing procedures. Although HCISD's purchasing procedures state that no goods or services are to be ordered without a purchase order issued before placing the order with the vendor, the district's student activity guidelines do not address

purchase of supplies to be reimbursed by budgeted funds. The district's purchasing procedures strongly recommend that purchases are made through currently available purchasing cooperatives.

HCISD has 20 student/department activity fund bank accounts. The review team found instances of purchases from student activity funds reimbursed through the HCISD general fund. Many of the reimbursements covered travel fees, entry fees for extracurricular activities and workshop registrations. Several reimbursements to the Hays High School Athletic Activity Fund included purchases from Sam's Club, Wal-Mart and catering services. In December 2002, Hays High School Athletic Activity Fund requested reimbursement of $5,365 from the general fund, primarily for supplies, some entry fees and meals. The request for reimbursement included a $196 payment to an Austin office supply retailer for clipboards, binders and file folders. Although HCISD purchases its office supplies from the same retailer through an online purchasing cooperative, the requested reimbursement was not coordinated through the purchasing cooperative. In the situation described, the purchasing coordinator had no prior knowledge of the purchase prior to receipt of the invoice in HCISD's business office. The district did not reimburse the employee who made the purchase for the sales tax incurred on the $196.

The Hays High School Athletic Activity Fund purchased a wrestling mat for $4,425 from Fix Enterprises L.L.C. According to HCISD purchasing procedures, all purchases over $1,000 must include quotes from a minimum of three vendors prior to purchasing approval. In spite of the policy requirement, the wrestling mat purchase had no quotes attached.

HCISD's section of the business office manual on activity funds does not specify what activity fund purchases are allowable and eligible for reimbursement. Therefore, HCISD schools may purchase from their student activity funds without following the district's purchasing procedures, which requires the purchasing coordinator's approval, according to policy and to the purchasing section of the business office procedures manual. The activity fund sections do not included information on bidding limits. HCISD purchasing procedures also state that all purchases over $1,000 must have quotes from a minimum of three vendors attached before purchasing approval. The purchase of the wrestling mat had not quotes attached.

San Antonio ISD (SAISD) helped safeguard its student activity funds by developing a detailed accounting manual and a sponsor's manual that cover all aspects of student activity funds with detailed instructions. The accounting manual identifies all accounting codes for accurately recording student activity fund receipts and expenditures. Both manuals include rules about acceptable and unacceptable uses and procedures for funds

with multiple "what-if" scenarios for use of student activity funds. The manuals also include instructions to principals and clerks on what to accept from sponsors, as well as the activity fund forms required by central administration. The manuals, distributed to principals on each campus, provide instructions for maintaining records and contact numbers for obtaining additional information.

Spring ISD (SISD) includes in its purchasing manual specific instructions for the allowable reimbursement of student activity funds. SISD's purchasing manual states that activity fund purchases more than $1,000 must be supported by quotes and that reimbursements must be limited to items necessary for daily operations and of an emergency nature.

Recommendation 32:

Develop and implement activity fund purchasing procedures for the allowable uses and general fund reimbursements of student activity funds.

HCISD should develop a list of student activity fund expenditures that are eligible for reimbursement and should detailed purchasing processes that comply with purchasing law and HCISD policy and procedure.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The purchasing coordinator and the director of Finance update the purchasing procedures manual to specifically include allowable uses of and processes for student activity funds to district purchasing guidelines.	October 2003
2.	The director of Finance and the purchasing coordinator train all staff involved in student activity purchasing.	November 2003
3.	The purchasing coordinator monitors compliance with the purchasing procedures and reports any variances to the superintendent and to the board.	December 2003 and Ongoing
4.	The director of Finance and department managers enforce and administer compliance, including disciplinary measures to correct any variances.	December 2003 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

HCISD's departmental purchasing activities circumvent stated procedures and policies. HCISD departments order supplies without prior approval from the purchasing coordinator by obtaining a purchase order number from the purchasing computer system at the time of entry of the purchase requisition. Purchases can be made using the purchase order number before the purchasing coordinator gives approval even if funds are not available. This violates HCISD purchasing procedure in the Business Office Procedures Manual that states that "No goods or services are to be ordered without a purchase order having been issued prior to placing the order with the vendor."

According to TEA's FASRG, when a district makes a purchasing commitment and prepares a purchase order, the appropriate account should be checked for available funds. If an adequate balance exists, the order amount is immediately charged to the account to reduce the available balance for control purposes. The purchase commitment creates an immediate encumbrance of funds.

Department secretaries enter requisitions into the finance system, even if the department budget is not sufficient to cover the purchase. Although the purchasing coordinator recognizes this as a system problem, the coordinator has not initiated a system change since being hired in August 2002. The purchasing coordinator said that other staff voiced concerns that changing the system might cause problems for users.

The purchasing coordinator reviews the online information for bids, quotes, budget coding and sole source documentation prior to approving the order. The purchasing coordinator reviews those requisitions exceeding budgeted allocations with the executive finance assistant to determine whether a budget transfer may be in process. If the executive finance assistant verifies that a budget transfer is in process, the purchasing coordinator documents this and overrides the system to authorize the purchase.

The purchasing coordinator counts all pending purchase orders in the finance system as an internal control to ensure accuracy. Once the count has been performed, the purchasing coordinator completes a purchase order extract which moves all pending purchase orders into a processing category. The purchasing coordinator then compares the computer total to the manual count and releases purchase orders only if the computer total equals the manual totals. The purchasing/finance assistant prints the purchase orders and gives them to the purchasing coordinator for review and signature. The purchasing coordinator attaches any required quotes or sole source documentation to the file copy of the purchase order. The purchasing/finance assistant then distributes copies to the following individuals: vendors receive the white copy; requesting departments are

given the green and canary copies; Finance receives the pink copy for filing and Accounts Payable receives the goldenrod copy. The departmental budget authority signs the purchase order upon receipt of the purchase order from the purchasing office and before placing the order with the vendor.

In April 2003, department and school employees involved in purchasing duties completed a survey for the review team describing the purchasing process. According to the Transportation secretary, the Transportation shop clerks responsible for purchasing parts are provided a list of each purchase order before they receive a purchase order from the business office. The Transportation director reviews and signs the purchase orders received from the business office the next day. The transportation clerks then attach the original and copies of the invoices to the three pages of the purchase order. The review team checked 20 purchase orders related to one transportation parts vendor dated September 2002 through March 2003. In 11 cases, the invoices attached to the purchase orders showed that the vendor shipped the parts one or more days before the purchasing coordinator approved the purchase order.

Invoices for athletic supplies from two vendors reviewed during September 2002 through March 2003 also were dated one day before the purchasing coordinator approved and processed the purchase order. On all invoices that pre-dated internal approval of the purchase order, the correct purchase order number appears on the invoices. The review team found 13 out of 34 purchases ordered prior to obtaining purchasing approval. According to the purchasing coordinator, the option of assigning purchase order numbers at the time that a requisition is entered can be changed in the purchasing system. The system has the capability to not assign the number until after approval by the purchasing coordinator.

In January 2001, HCISD began using the online purchase requisition system. When the director of Finance arrived in April 2001, school and departments received purchase order numbers in a big block at the beginning of the school year. When the director of Finance eliminated the "advance block" of purchase order numbers in August 2001, schools/department were allowed to see the purchase order number to ease the transition. According to the director of Finance, the purchasing coordinator has wanted to eliminate releasing the purchase order number automatically when the requisition is entered by the requesting department; however, the change has not been implemented since the purchasing coordinator's hire in August 2002.

TEA'S FASRG states that requisitions should be received by the district's central purchasing department and reviewed for accuracy, availability of funds, proper signatures, proper account coding and completeness.

By using an online purchase order system, Spring ISD (SISD) reduces processing time and provides more efficient service. SISD schools and departments enter all types of purchase orders directly from their location. The district performs requisitions to district contractors and sole source purchases every four hours to achieve same day service. As soon as the Purchasing Department processes an order, the order prints in the business office and at the requestor site to verify processing. A purchase order number cannot be issued until a requisition is entered and processed in SISD's system. Users determine how to transmit the purchase order number to the vendor. There are no arguments about the final disposition because the manner of transmission prints on the order.

Recommendation 33:

Establish procedures to ensure that purchases follow district purchasing procedures and TEA's encumbrance accounting for budget management.

HCISD should change the software to prohibit issuing a purchase order number until purchasing approval. This will allow HCISD to determine the remaining amount of the commitments by comparing the amount of appropriations to the sum of expenditures recognized and encumbrances outstanding.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	HCISD changes the functions in its finance system to discontinue assigning a purchase order number until the purchasing coordinator has approved the order.	October 2003
2.	The purchasing coordinator and the director of Technology meet with software vendor to discuss solutions to purchasing problems.	October 2003
3.	Develop a written procedure that implements the assignment of purchase orders numbers only after approval by the purchasing coordinator, thus meeting TEA encumbrance accounting guidelines.	November 2003
4.	The purchasing coordinator trains district staff on the procedural changes.	December 2003

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 7
PURCHASING AND CONTRACT MANAGEMENT

B. Warehouse Operations

An efficient warehouse operation ensures complete and timely deliveries of supplies to schools and departments; sufficient inventory levels to meet requests; proper accounting and controls of property and equipment; and proper disposal of all surplus or obsolete property and removal from system records.

Exhibit 7-7 shows HCISD's warehouse organization and reporting structure.

Exhibit 7-7
HCISD Warehouse Department
2002-03
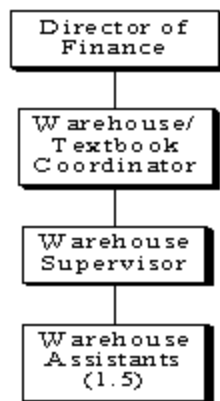
Source: HCISD Warehouse/Textbook coordinator.

In comparison with peer districts, HCISD had the same staffing level for its warehouse as districts that carry larger inventories. Bastrop ISD has a central warehouse with an inventory value of $187,211. Another peer district, San Marcos Consolidated ISD, does not operate a central receiving warehouse, yet is similar in size to HCISD. Lockhart ISD operates a central receiving warehouse with two manager/supervisors and two part-time drivers who have other duties in addition to warehouse. Their inventory exceeds HCISD's inventory of $71,197. **Exhibit 7-8** shows the comparison of warehouse operations at peer districts.

Exhibit 7-8
Warehouse Department Staffing
HCISD and Peer Districts
2002-03

| District | Inventory at 8/31/02 | 2002-03 Enrollment | Number of Warehouse Department Staff | | | Payroll Cost |
			Managers/ Supervisors/ Specialists	Drivers	Total	
Bastrop	$184,211	7,233	1 supervisor 1 warehouse assistant	1 driver	3	$98,578
Lockhart	$90,500	4,453	2 managers/ supervisors	2 part-time drivers (as needed) 1 part-time secretary/ receptionist	No "hired" warehouse personnel. All employees have other job responsibilities. They are assigned warehousing duties as needed.	$53,500
San Marcos Consolidated	No central receiving	7,021			No central receiving	$0
HCISD	**$71,197 Only known by warehouse supervisor's written estimate received after onsite visit.**	**8,663**	**1.3**	**1.5**	**2.8**	**$92,696**

Source: HCISD and peer district email and telephone survey, and TEA, PEIMS, 2002-03.

FINDING

HCISD closed the warehouse operations and began just-in-time delivery for the 2003-04 year. During the budget planning process in May 2003, HCISD administration recommended closing the warehouse in a proposed budget reduction plan. The Board of Trustees accepted this plan in March 2003 at a budget workshop.

The warehouse staff included a warehouse/textbook coordinator who reported to the director of Finance; a full-time supervisor; a full-time

warehouse assistant and a part-time warehouse assistant. The warehouse/textbook coordinator spent 30 percent of the time performing warehouse duties.

The warehouse coordinates the receipt, storage and distribution of custodial supplies; air conditioning filters; bulk district orders, including copy paper and miscellaneous office supplies; maintenance supplies; and textbooks. In the future, paper, supplies and bulk district orders will be shipped directly to schools. This eliminates the need for warehouse deliveries.

In June 2003, HCISD eliminated 2.5 employees assigned to the warehouse. HCISD assigned staff to vacant positions in the district.

COMMENDATION

HCISD implemented just-in-time inventory and deleted the warehouse operations from the 2003-04 budget for annual savings of $50,000.

Chapter 7
PURCHASING AND CONTRACT MANAGEMENT

C. Textbooks

TEA selects and purchases most of the textbooks used by Texas school districts. TEA buys textbooks from publishers and lends them to the districts. TEA provides each district with an annual list of new state-approved textbooks. A district's textbook adoption committee selects the textbooks and orders them from TEA. The number of books allowed per subject and grade level depends on student enrollment information submitted to TEA through the Public Education Information Management System (PEIMS).

According to TEA, HCISD's textbook inventory value for 2002-03 exceeded $2.3 million.

Exhibit 7-9 illustrates the textbook coordinator duties in HCISD as compared to peer districts.

Exhibit 7-9
Textbook Coordinator Duties and Percent
Time Spent on Textbook-Related Duties
HCISD and Peer Districts
2002-03

District	2002-03 Enrollment	Primary Job Title of Textbook Custodian	Percent of Time on Textbooks	Other Duties
Bastrop	7,233	Textbook/ business specialist	50%	Insurance billings; processing accounts payables; secretary to staff accountant and director of budget; assisting with bank reconciliation
Lockhart	4,453	Curriculum director	15%	District test coordinator; federal and state programs coordinator; staff development coordinator; talented

				and gifted program coordinator; bilingual and migrant program coordinator
San Marcos Consolidated	7,021	Purchasing/ warehouse supervisor, district textbook coordinator	May - October 50% November - April 25%	Bidding; RFPs; processing purchase orders for the district
HCISD	**8,614**	**Warehouse/ textbook coordinator**	**60%**	**30% of time on warehouse and 10% on other duties**

Source: HCISD and peer district email and telephone survey, and TEA, PEIMS, 2002-03.

Textbook replacement costs for the last three years are shown in **Exhibit 7-10**.

Exhibit 7-10
HCISD Textbook Replacement Costs
2000-01 through 2002-03

Year	Replacement Cost
2000-01	$13,320
2001-02	$13,052
2002-03	$13,922
Total	**$40,294**

Source: HCISD textbook coordinator.

Of the $40,294 shown in **Exhibit 7-10** for textbook replacement costs, the schools collected only $16,523 from students and/or parents. The balance came from the HCISD's general fund budget. According to the textbook coordinator, HCISD has $12,000 budgeted for the 2002-03 school year for the replacement of lost textbooks.

FINDING

HCISD purchases used rather than new books to replace lost and damaged books. HCISD saved $10,979 between August 2000 and January 2003 by

ordering used textbooks as replacements. If used books are available, the HCISD warehouse/textbook coordinator orders from used book companies. The coordinator orders directly from the publisher or TEA only when used books are unavailable. Purchasing used books rather than new textbooks resulted in savings of $10,979 to the district.

COMMENDATION

HCISD saves money by replacing textbooks with used books whenever possible.

FINDING

Hays High School (HHS) uses an automated software inventory program to increase the collection of funds for replacement books from the students. HHS is the only school using an automated software inventory program to distribute and track textbooks. HHS barcodes textbooks before distribution in order to track inventory.

HHS began bar coding books during the 1999-2000 year. For the three years prior to 2000, HCISD warehouse/textbook coordinator estimates that about $2,200 was collected for replacement books. **Exhibit 7-11** shows the funds collected by HHS.

Exhibit 7-11
HHS Replacement Textbook Collections
1998-99 through 2002-03

Year	Amount Collected
1998-99 through 1999-2000	$2,200 (3 years)
2000-01	$4,804
2001-02	$3,118
2002-03	$1,856 (Through April 24, 2003)

Source: HCISD warehouse/textbook coordinator.

COMMENDATION

HHS uses an automated textbook software inventory program to increase funds collected for lost and damaged books.

Chapter 8
FOOD SERVICES

This chapter reviews the food services operation of the Hays Consolidated Independent School District (HCISD) in the following sections:

A. Organization and Staffing
B. Financial Management
C. Meal Participation
D. Nutrition Education

Food service operations in schools provide students and staff a nutritious breakfast and lunch served at a reasonable cost in a safe, clean and accessible environment. Food service operations must comply with federal and state regulations, as well as local school board policy. The school lunch program's predominant goal, as defined under the National School Lunch Plan (NSLP), is to provide proper nutrition to all students so they can learn and succeed in the classroom.

BACKGROUND

The National School Lunch Act (NSLA) requires school meals that "safeguard the health and well-being of the Nation's children." Participating schools must serve lunches consistent with the applicable recommendations of the most recent Dietary Guidelines for Americans. These guidelines recommend people choose a diet with a variety of foods; plenty of grain products, vegetables and fruits; moderate in salt and sodium; and 30 percent or less of calories from fat and less than 10 percent of calories from saturated fat.

In addition, school lunches must provide, on average over each school week, at least one-third of the daily Recommended Dietary Allowances for protein, iron, calcium and vitamins A and C. Under the NSLP's Traditional Food-Based Menu Planning Approach, schools also must offer five food items from four food components. These components include meat or meat alternate, vegetables and/or fruits, grains/breads and milk. The NSLA establishes minimum portion sizes for each age and grade group. The NSLP permits the sale of approved snacks in all cafeterias in addition to breakfast and lunch.

The Texas School Food Service Association (TSFSA) has identified 10 standards of excellence for evaluating school food service programs. TSFSA states effective programs should:

- identify and meet current and future needs through organization, planning, direction and control;
- maintain financial accountability;
- meet the nutritional needs of students and promote the development of sound nutritional practices;
- ensure procurement practices meet established standards;
- provide appetizing and nutritious meals;
- maintain a safe and sanitary environment;
- encourage student participation;
- provide an environment that improves employee productivity, growth, development and morale;
- promote a positive image to the public; and
- measure success in fulfilling regulatory requirements.

The Texas Education Agency (TEA) audits school food service programs in Texas to ensure compliance with the NSLP. The audits, known as Coordinated Review Efforts (CRE), review two critical areas. Meal counting and claiming standards state that all free, reduced-price and paid lunches claimed for reimbursement must be served only to children eligible at the appropriate price and must be counted, recorded, consolidated and reported through a system which consistently yields correct claims. Meal components standards state that lunches claimed for reimbursement by the school district must contain food items/components as required by program regulations.

Other areas of review include:

- free and reduced-price procedures (implementation of a Free and Reduced-Price Policy Statement, verification of applications, avoiding overt identification and denial of applications);
- food quantities (availability of all required components and food items in correct portion size on every reimbursable serving line);
- civil rights (no discrimination by race, color, national origin, sex, age or disability in eating periods, seating arrangements, serving lines, eating areas or in the application process);
- monitoring responsibilities (responsibility of district staff for reviewing the food service operations);
- reporting and record keeping (maintenance of accurate records for reimbursable meals, food production, meal counts, reimbursement claims, meal pricing and financial records);
- commodities (proper storage of federal commodities and maintenance of accurate inventories);
- nonprofit school food service status (setting of meal prices to ensure the program breaks even, but does not make a profit);
- procurement procedures (solicitation of competitive bids with appropriate specifications); and

- health inspections (inspection by Health Department of each kitchen at least once a year and response by the district to all violations.

HCISD contracts its food services operation to Aramark, a Canadian company that specializes in outsourcing options. Aramark employs the three senior managers while HCISD employs all other food services staff.

HCISD serves reimbursable meals at 11 cafeterias located in seven elementary schools: two middle schools, one junior high and one high school. Students in the Academy at Hays eat in the Barton Junior High cafeteria. Students in the Impact Center and the JJAEP eat in their school, but staff prepare the food at Dahlstrom Middle School and transport it to the Impact Center. The secondary school snack bars also sell a la carte items, such as pizza, burritos, egg rolls, corn dogs, steak on a bun, ice cream, chips, cookies, milk and juice drinks. All schools serve breakfast, including one elementary whose percentage of economically disadvantaged student is less than 6 percent. The district enforces a closed campus policy at all schools that prohibits students from leaving school grounds for meals.

HCISD cafeterias use the approved "offer-versus-serve" method to serve students. Students choose items offered rather than the staff serving a pre-selected number of items that might not appeal to students. This method reduces waste by allowing students to select from menu items while still fulfilling the reimbursable meal requirements of the NSLP and School Breakfast Program (SBP). The district also uses a menu that repeats items during a three-week cycle for its elementary breakfasts and elementary and secondary lunches. The district may alter the menu to account for the timing and amount of donated commodities.

The school cafeterias use an automated point-of-sale (POS) system from Bon Appetit Software to track and report its food service sales and student participation data. The Child Nutrition office issues all students account numbers, which the students provide to the cashier. By using account numbers, the district maintains the confidentiality of a student's eligibility for paid, free or reduced-price meals.

Chapter 8
FOOD SERVICES

A. Organization and Staffing

After determining in 1997-98 that its food services program had a poor financial record, the HCISD administration solicited request for proposals (RFPs) to outsource program management. In July 1998, after a review of the proposals and board approval, HCISD signed a one-year agreement to manage the food service program with Aramark, with four one-year extensions permitted. The HCISD assistant superintendent for Business and Operations supervises the Aramark food services contract.

Under the contract, Aramark has primary responsibility for:

- maintaining all records required to support the district's claim for reimbursement under the National School Lunch and Breakfast Programs;
- serving meals that meet the meal component requirements prescribed by the U.S. Department of Agriculture (USDA);
- assisting the district with promoting the nutritional educational aspects of the district's food service program;
- providing monthly financial performance reports to the district;
- conduct two principal surveys annually and one student survey; and
- cleaning the kitchen and serving areas.

Aramark employs the Food Services director, assistant director and production supervisor. HCISD employs all other staff members, including 10 managers, one manager-in-training, 33 cooks and 19 cooks/cashiers. The director has the authority to recommend the hiring and firing of all food service employees. **Exhibit 8-1** shows the organization chart for the Food Services program.

Exhibit 8-1
HCISD Food Services Organization
2002-03
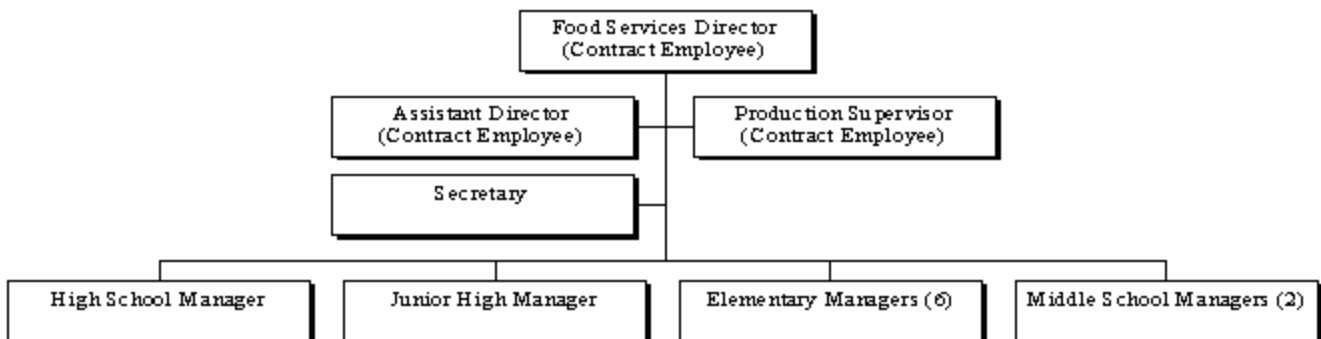
Source: HCISD, Food Services director.

Under the contract, HCISD has primary responsibility for:

- monitoring the food service program through periodic on-site visits to ensure conformance with the district's agreement under the NSLA;
- establishing an advisory board composed of parents, teachers and students to assist in menu planning;
- retaining control of the school food service account and the overall financial responsibility for the program;
- paying Aramark an administrative fee of $0.0383 per meal and meal equivalent for the 2002-03 contract year;
- paying Aramark a management fee of $0.1130 per meal and meal equivalent for the 2002-03 contract year;
- developing, distributing and collecting the parent letters and applications for free and reduced-price meals and the conduct of any hearing related to that program;
- providing Aramark with suitable office space, utilities and maintenance services;
- providing Aramark with servicewares, small expendable equipment and cash registers;
- reimbursing Aramark for information technology systems used in food service operations;
- cleaning cafeteria areas not in the kitchen or serving lines;
- providing trash removal and extermination services;
- reimbursing Aramark for all of its direct costs;
- paying for health examinations; and
- purchasing food and supplies for the food service program.

Based on the terms of the 1998 contract, HCISD cannot extend its contract with Aramark past 2002-03, so the district recently solicited proposals for a new contract. Since the contract solicitation process occurred prior to the release of this report, the review team analyzed the prior contract with Aramark and suggested wording changes for the new contract that would be more beneficial to the district, such as:

- ask the vendors to provide an itemized list of reimbursable direct costs, including an estimate of those costs;
- define whether the district or the vendor will purchase cleaning chemicals for the kitchen and serving lines;
- define the number of vendor employees whose compensation will be reimbursed by the district;
- set limits on district reimbursements of educational assistance and relocation expenses of vendor employees;
- do not accept management fees that increase based on an increase in student participation. Agree on a fixed fee;
- limit the vendor's opportunities to receive reimbursement of any financial penalties if a vendor offers annual financial guarantees;
- establish a limit on automatic annual increases in administrative and management fees based on changes in the Consumer Price Index (CPI);
- include penalties against the vendor if the district fails a TEA audit and the state withholds reimbursement for free and reduced-price meals; and
- eliminate any clauses requiring the district to advance funding to the vendor to purchase startup supplies and reimburse the district later. (This violates the Texas constitution, which states that political subdivisions, such as school districts, cannot lend their credit unless specifically authorized by the legislature.)

FINDING

Food service staff productivity is high in most schools, averaging more than 21 meals served per labor hour.

The most common method to measure productivity rates in school food service programs is the number of meal equivalents served per labor hour (MPLH). Factors that affect productivity rate, or MPLH, include:

- type of food production system - on-site production, bulk satellite, pre-plated satellite or assembly-serve;
- level of service - self-service, vending machines, plates served on serving line and made-to-order service;
- menu - number of choices, difficulty or complexity;
- degree of prepared foods purchased - raw ingredients, some convenience foods or all convenience foods;
- type of equipment - amount of automation, if any;
- layout and design of kitchen and serving area;
- production planning - work schedules;
- staffing and scheduling;
- training and skill levels of employees;
- motivation of employees;
- size of facility - number of customers and volume of sales; and
- serving schedules.

Exhibit 8-2 shows the industry staffing guidelines for on-site food production using average types of automated equipment. The review team used these guidelines to evaluate HCISD's level of food services staffing. The conventional system of preparing meals consists of preparing food on-site from scratch with raw vegetables and other ingredients and includes the washing of dishes. The convenience system of meals consists of using processed foods when possible and disposable trays and utensils.

Exhibit 8-2
Staffing Guidelines for On-Site Meal Production

Number of Meal Equivalents	Meals Per Labor Hour (MPLH)			
	Conventional System		Convenience System	
Up to 100	8	10	10	12
101-150	9	11	11	13
151-200	10-11	12	12	14
201-250	12	14	14	15
251-300	13	15	15	16
301-400	14	16	16	18

401-500	14	17	18	19
501-600	15	17	18	19
601-700	16	18	19	20
701-800	17	19	20	22
801-900	18	20	21	23
901+	19	21	22	23

Source: "Managing Child Nutrition Programs," Josephine M. Martus and Martha T. Conklin, 1998.

Since HCISD schools combine conventional and convenience systems, the review team used an average MPLH to evaluate each school's food service operation. **Exhibit 8-3** shows each school's actual and recommended meals per labor hour, based on industry standards.

Exhibit 8-3
HCISD Daily Meals Per Labor Hour Compared to Industry Standards
February 2003

School	Actual Meal Equivalents	Actual Labor Hours	Actual MPLH	Recommended MPLH (1)	Variance in MPLH (1)	Recommended Labor Hours	Variance in Hours (2)
Hays High School	1,485	87.0	17.1	21	(3.9)	70.7	16.3
Barton Junior High	642	27.5	23.4	18	5.4	35.7	(8.2)
Dahlstrom Middle School	599	28.5	21.0	17	4.0	35.2	(6.7)
Wallace Middle School	659	35.5	18.6	18	0.6	36.6	(1.1)
Kyle Elementary	908	33.5	27.1	21	6.1	43.2	(9.7)
Buda Primary/ Elementary	563	31.0	18.2	17	1.2	33.1	(2.1)
Tom Green Elementary	864	30.5	28.3	20	8.3	43.2	(12.7)
Elm Grove Elementary	424	27.5	15.4	17	(1.6)	24.9	2.6
Fuentes Elementary	1,015	42.5	23.9	21	2.9	48.3	(5.8)
Hemphill Elementary	992	35.5	27.9	21	6.9	47.2	(11.7)

Total	8,151	379.0	21.5			418.1	(39.1)

Source: HCISD, Food Services director and WCL ENTERPRISES calculations.
(1) A negative number indicates that a school's MPLH falls below the recommended standard.
(2) A positive number indicates that the school is overstaffed by that number of hours per day.

Only Hays High School and Elm Grove Elementary do not meet the recommended meals per labor hour. Hays High School's variety of serving options requires more service staff and lowers its MLPH. Elm Grove Elementary School's lower MPLH results from a much lower breakfast participation than the other elementary schools, since only 5.8 percent of their students are classified as economically disadvantaged and eligible for free or reduced-price meals. In addition, the principal requested two serving lines instead of one in order to get students through the lines more quickly. Productivity will improve at this school in 2003-04 because of a projected increase in student enrollment.

COMMENDATION

HCISD saves money by efficiently staffing its school cafeterias.

Chapter 8
FOOD SERVICES

B. Financial Management

Food service accounts in Texas must comply with generally accepted accounting principles, including the annual budgeting process. However, certain provisions of the Child Nutrition Programs differ from other funds, programs and accounts. All revenues received by or accrued to food services must be used only for the operation and improvement of the food service program. Revenues include child and adult meals, snack bar and a la carte programs, earnings on investments, other local revenue and federal and state reimbursement received by or accruing to food services. The district must carry over to the next year any positive balance remaining in the food service account at the end of the school year. Earnings on the school services investments must accrue to the food services account.

To maintain the nonprofit status of the National School Lunch and Child Nutrition Programs, the fund balance of the food service account should not exceed three month's average expenditures. If an excess balance occurs, the school must immediately take steps to reduce the balance or have an acceptable plan to reduce the surplus within a year. The district can use the excess balance to improve the quality of food served, reduce the price of meals served to children or purchase needed supplies, services or equipment.

Exhibit 8-4 shows the expenditures allowed, and not allowed, by TEA in a school food service program.

Exhibit 8-4
Allowable and Unallowable Food Service Expenditures
2002-03

Allowable Expenditures	Unallowable Expenditures
Advertising.	Cafeteria monitors.
Attorney fees, under certain conditions.	Contributions and donations.
Automotive equipment.	Entertainment, amusements, social activities, gratuities and related activities.
Recognition of employee achievements. under certain	Foods of minimal nutritional value for sale in or outside the food service area.

conditions.	
Food purchases and costs directly related to the storage, handling, processing and transportation of food.	Interest on loans.
Labor.	Land purchase, acquisition and construction of buildings or alterations to existing buildings that materially increase the value of capital assets.
Memberships, subscriptions, professional publications and audio-visual equipment used to benefit food services.	Personal membership in civic, professional, technical and business organizations. An agency or district membership is allowable.
Non-expendable items used directly in preparing, storing or serving school meals.	Rent or usage fees for district-owned facilities such as cafeterias, kitchens or storage facilities.
Office equipment.	
Other supplies and expendable equipment.	
Printing and reproduction equipment or services.	
Promotional materials.	
Rental of non-district-owned food storage facilities or equipment.	
Services, such as pest control, trash removal and janitorial.	
Travel on food service business, such as workshops, conferences and training programs.	
Utilities, when accounted for separately or prorated to charge only the portion used by food services.	

Source: Texas Education Agency (TEA), Financial Information, Child Nutrition Programs Procedures, 2002-03.

Exhibit 8-5 shows that HCISD's food service revenues exceeded expenditures for three of the last five years, while maintaining a positive fund balance in food services.

Exhibit 8-5
HCISD Food Services Revenues and Expenditures
1997-98 through 2001-02

	1997-98	1998-99	1999-2000	2000-01	2001-02
Lunch prices Elementary Middle School Junior High/High School	$1.15 $1.20 $1.25	$1.15 $1.20 $1.25	$1.30 $1.50 $1.50	$1.40 $1.60 $1.60	$1.45 $1.65 $1.65
Revenue	$1,538,913	$1,756,222	$1,821,503	$2,113,877*	$2,488,804
Expenditures	$1,434,599	$1,719,592	$1,822,039	$2,122,517	$2,446,276
Operating profit/(loss)	**$104,314**	**$36,630**	**($536)**	**($8,640)**	**$42,528**

Source: TEA, Public Education Information Management System (PEIMS) Ad Hoc Reporting Division, 1997-98 through 2001-02 and the HCISD Food Services director.
*Revenue was adjusted to include reimbursements that were incorrectly booked to 2001-02.

Compared to its peers, HCISD has the second-highest revenue per student for food services and the lowest expenditures per student (**Exhibit 8-6**), primarily due to more-efficient staffing levels. None of the peer data includes utility costs, such as electricity and natural gas.

Exhibit 8-6
Budgeted Food Service Revenue and Expenditures
HCISD and Peer Districts
2001-02

District	Student Enrollment	2001-02 Revenue	Revenue per Student	2001-02 Expenditures	Expenditures per Student
Bastrop	6,775	$2,278,191	$336	$2,427,854	$358
San Marcos	7,103	$2,178,425	$307	$2,504,933	$353
Lockhart	4,537	$1,266,994	$279	$1,486,799	$328

| HCISD | 8,098 | $2,488,804* | $307 | $2,446,276 | $302 |

FINDING

HCISD offers the option for parents to pay for student meals through the Internet using their credit card.

Parents can go to a Web site, establish an account by entering requested information and then receive a password. From that point, parents can log on and make payments using their credit card. The company charges a service fee of 6 percent for each transaction. Each day, the vendor hosting the Web site faxes or e-mails the district a list of students, the payment amount and the date of payment.

By paying online, parents do not have to worry about sending cash or checks to school and they can finance the payments over time through their credit card. The district benefits as well since more pre-paid money means faster serving lines. For those parents who do not want to pay online, meals can be pre-paid in the schools with cash or with a personal check.

At least 18 Texas school districts are using this online pre-payment system.

COMMENDATION

HCISD offers parents the option to pre-pay for student meals through the Internet using a credit card.

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FOOD SERVICES

C. Meal Participation

Increasing student meal participation benefits a school district not only because it ensures that students receive properly balanced, nutritious meals, but also because it increases the amount of federal reimbursements the district receives.

As in many districts, a higher percentage of HCISD students participate in the lunch program than in the breakfast program. In addition to its lunch serving lines, HCISD operates snack bars and sells a la carte items in its elementary and secondary schools.

HCISD receives reimbursements through the National School Lunch Program (NSLP) and School Breakfast Program (SBP) for student lunch and breakfast costs. **Exhibit 8-7** shows the federal reimbursement rates to participating districts for 2002-03.

Exhibit 8-7
School Lunch and Breakfast Reimbursement Rates
2002-03

Program	Full Price	Reduced-Price	Free
Reimbursable Lunches	$0.20	$1.74	$2.14
Reimbursable Breakfasts	$0.22	$0.87	$1.17

Source: TEA memorandum, July 8, 2002.

In addition to federal reimbursements, the Child Nutrition Office receives revenue from paid student and adult meals.

HCISD serves lunch to about 66 percent of its students each day and serves breakfast to 19 percent of the students (**Exhibit 8-8**).

Exhibit 8-8
HCISD Average Daily Participation in Breakfast and Lunch
August 2002 through March 2003

Month	Average Daily Attendance	Average Daily Lunch	Daily Lunch Participation	Average Daily Breakfast	Daily Breakfast Participation

		Participation	Rate	Participation	Rate
August	8,343	4,697	56.3%	1,248	15.0%
September	8,382	5,380	64.2%	1,518	18.1%
October	8,318	5,683	68.3%	1,556	18.7%
November	8,236	5,721	69.5%	1,739	21.1%
December	8,208	5,573	67.9%	1,628	19.8%
January	8,139	5,625	69.1%	1,629	20.0%
February	8,133	5,681	69.9%	1,652	20.3%
Average	**8,251**	**5,480**	**66.4%**	**1,567**	**19.0%**

Source: HCISD, Food Services director.

Exhibit 8-9 shows that HCISD has the second-highest daily lunch participation and the lowest breakfast participation compared to the peer districts. HCISD also has the lowest percentage of students identified as eligible for free or reduced-price meals, compared to the peer districts.

Exhibit 8-9
Average Daily School Meal Participation
HCISD and Peer Districts
2002-03

District	Average Daily Attendance	Percent of Students Eligible for Free or Reduced-Price Meals *	Average Daily Lunch Participation	Daily Participation Rate	Average Daily Breakfast Participation	Daily Participation Rate
San Marcos	6,390	58.8%	4,850	75.9%	1,800	28.2%
HCISD	**8,251**	**39.8%**	**5,480**	**66.4%**	**1,567**	**19.0%**
Bastrop	6,569	47.3%	4,199	63.9%	1,693	25.8%
Lockhart	4,253	50.0%	2,246	52.8%	938	22.1%

In February 2003, the percentage of students receiving free or reduced-price lunches ranged from 4.9 percent of the students at Elm Grove Elementary to 67.3 percent at Hemphill Elementary (**Exhibit 8-10**). Elm Grove Elementary's percentage is low because only 5.4 percent of its students are eligible for free or reduced-price meals. Districtwide, 30.5 percent of all students served lunch were on the free and reduced-price meal program compared to 39.6 percent of HCISD students who are eligible for free or reduced-price meals.

Exhibit 8-10
Student Participation in the HCISD Food Service Program
Summary Report for February 2003

School	Homeroom Count	Free Lunch	Reduced Lunch	Paid Lunch	Total Students Served	Percent Free or Reduced
Hays High School	2,278	281	65	199	545	15.2%
Barton Junior High	743	110	24	62	196	18.0%
Dahlstrom Middle School	583	120	19	76	215	23.8%
Wallace Middle School	709	145	44	77	266	26.7%
Kyle Elementary	860	249	77	287	613	37.9%
Buda Primary/Elementary	562	88	28	253	369	20.6%
Tom Green Elementary	683	372	75	106	553	65.4%
Elm Grove Elementary	566	18	10	302	330	4.9%
Fuentes Elementary	879	281	112	283	676	44.7%
Hemphill Elementary	753	412	95	113	620	67.3%
Total	**8,616**	**2,076**	**549**	**1,758**	**4,383**	**30.5%**

FINDING

Meal participation in HCISD cafeterias increased 11.9 percent overall from 2001-02 to 2002-03, including breakfast, lunches and equivalent meals (**Exhibit 8-11**).

Over the same period, the number of breakfast meals increased 12.8 percent, reimbursable lunches increased 11.8 percent and equivalent meals increased by 11.7 percent. The number of equivalent meals served is the total cash sales divided by $2.32, which includes the federal reimbursement for a free lunch, $2.14, plus a factor representing the cost-per-meal of federal commodities, $0.18.

Exhibit 8-11
HCISD Average Meals and Equivalent Meals Served Per Day
August through February, 2001-02 and 2002-03

	Breakfast		Reimbursable Lunches		Equivalent Meals		Total Meals	
	2001-02	2002-03	2001-02	2002-03	2001-02	2002-03	2001-02	2002-03
August	1,117	1,320	3,630	3,940	2,016	2,231	6,763	7,491
September	1,174	1,381	3,646	4,111	2,050	2,301	6,870	7,793
October	1,272	1,415	3,727	4,319	2,052	2,364	7,051	8,098
November	1,362	1,552	3,817	4,375	2,111	2,353	7,290	8,280
December	1,330	1,488	3,827	4,253	1,861	2,136	7,018	7,877
January	1,318	1,464	3,932	4,313	2,059	2,247	7,309	8,024
February	1,369	1,460	3,920	4,325	2,012	2,179	7,301	7,964
Average	**1,277**	**1,440**	**3,786**	**4,234**	**2,023**	**2,259**	**7,086**	**7,932**
Net Change		**12.8%**		**11.8%**		**11.7%**		**11.9%**

A school district benefits from increasing student meal participation because the district receives federal reimbursements for every student who participates in meal programs and because students receive adequate nutrition as directed by the National School Breakfast and Lunch Programs.

Elementary students may choose from two hot entrees, a lite line choice or a sack lunch. Examples of the two hot entrees include rotisserie chicken or hot roast beef with a choice of side dishes, such as cheddar and chive mashed potatoes, seasoned spinach, chilled apricots, cucumber and tomato salad or fresh fruit. The meal also includes fruit juice or milk. The lite line offers, among other items, a baked potato plate, which includes a baked potato, tossed salad, low-fat dressing, low-fat sour cream, low-fat American cheese, margarine, fruit cocktail and milk. An example of the sack lunch would include a turkey Caesar wrap, baked chips, fresh broccoli, fresh fruit and milk.

For all meals, students must take one entree, and may choose three side dishes and a carton of milk.

Lunches in middle schools, the junior high and high school consist of a choice of meals at the following stations:

- The Works, a typical reimbursable meal menu, with chicken fried steak, mashed potatoes and gravy, carrots, fresh fruit, fruit juice, celery sticks and a fruit drink or milk;
- The Pizzeria meal options with pepperoni pizza or ham & cheese calzone with choice of french fries, green beans, sliced peaches, fresh fruit, celery sticks, fruit drink, fruit juice and milk;
- The Grille meal option with bacon, lettuce & tomato chicken sandwich or hamburger, along with choices of tater tots, garden salad, fresh broccoli, fresh fruit, fruit juice, fruit drink and milk;
- The Deli meal choices with turkey on whole wheat, tater tots, fresh fruit, fresh broccoli, fruit drink, fruit juice and milk; or
- The Lite Line with a yogurt plate containing four ounces of fruited yogurt, canned pears, canned peaches, fresh red grapes, crackers, fruit drink, fruit juice and milk.

In addition to these choices, HCISD offers two daily combo choices at the middle schools and junior high and three combo meal choices at Hays High School. These meals are not reimbursable lunches and are only sold a la carte. Examples of combo meals include popcorn chicken with fries and fruit drink or catfish, fries and fruit drink.

COMMENDATION

HCISD used a variety of serving options to increase its student meal participation by an average of 11.9 percent from 2001-02 to 2002-03.

FINDING

HCISD does not identify all students eligible for free and reduced-price meal benefits through the NSLP and SBP. As a result, HCISD loses state compensatory education funds.

In 2002-03, HCISD received $543 per student in state compensatory education funds. Compensatory education funds flow to a school district based on the number of economically disadvantaged students. Economically disadvantaged is defined as students identified as eligible for free or reduced-price meals. The state provides these funds to districts so they can provide additional services to students at risk of dropping out of school. While not all economically disadvantaged students are considered at risk, the number of economically disadvantaged students closely tracks the number of at-risk students. The federal government uses this figure as its criteria.

In 2002-03, HCISD identified 39.6 percent of its students as economically disadvantaged, which is lower than the peer districts (**Exhibit 8-12**).

Exhibit 8-12
Percentage of Students Eligible for Free and Reduced Price Meals
HCISD and Peer Districts
2002-03

District	Percentage of Students Eligible for Free Meals	Percentage of Students Eligible for Reduced-Price Meals	Percentage of Students Economically Disadvantaged
San Marcos	47.6%	11.2%	58.8%
Lockhart	37.9%	12.2%	50.1%
Bastrop	38.4%	8.9%	47.3%
HCISD	**29.9%**	**9.7%**	**39.6%**

Source: TEA, PEIMS Ad Hoc Reporting, 2002-03.

Exhibit 8-13 shows that nearly 48 percent of its elementary students are identified as eligible for free or reduced-price meals. However, only about 35 percent of its junior high and middle school students and about 29 percent of high school and alternative school students are identified as eligible for free or reduced-price meals.

Exhibit 8-13
HCISD Student Enrollment and Demographics by Campus
2002-03

Campus	Student Enrollment	Economically Disadvantaged	
		Number of Students	Percentage
Elementary			
Early education students served at home school non-specified (not considered a separate school)	29	0	0%
Hemphill	767	569	74.2%
Fuentes	881	453	51.4%
Elm Grove	565	31	5.5%
Buda Elementary	265	49	18.5%
Green	685	513	74.9%
Buda Primary	294	92	31.3%
Kyle	811	336	41.4%
Total Elementary	**4,297**	**2,043**	**47.5%**
Junior High/Middle School			
Wallace	701	323	46.1%
Dahlstrom	584	157	26.9%
Barton Junior High	638	201	31.5%
Total High School	**1,923**	**681**	**35.4%**
Hays High School	2,287	647	28.3%
Academy at Hays	109	35	32.1%
JJAEP	6	3	50%
Alternative Impact Center	41	23	56.1%
Total High School/Alternative Schools	**2,443**	**708**	**28.98%**

Source: TEA, PEIMS, 2002-03.

HCISD qualifies students for the NSLP by providing students an application for their parents to complete during the first week of school. Students return the completed application to their respective school principal's office.

HCISD application contains a short written message from the superintendent urging parents to complete the application and remind them about the application deadline. The application informs parents that the previous year's application cannot be used to renew their eligibility.

The application requests that parents list eligible children as well as monthly and other income. Parents receive a standard letter explaining the NSLP eligibility criteria. Parents may contact the Food Services director if they wish to appeal a qualification decision. HCISD does not initiate any reminder notices or telephone calls to urge parents to complete their applications. The application encourages parents to call their child's school principal for assistance in completing the application.

Family income and the number of family members determine student eligibility for free and reduced-price meals. The district includes meal application letters in the student information packets on the first day of school. Students return the completed applications to teachers, the school's front office or the cafeteria. Schools forward the completed applications to the district Food Services Department. After review, the secretary processes the complete and accurate applications and updates the POS system to reflect the information on the applications. The district mails letters to parents about the status of their applications.

Identifying those students eligible for free and reduced-price lunches and breakfasts through the National School Lunch and Breakfast Program is a tedious and time-consuming process. Some parents are reluctant to fill out the necessary forms due to pride or literacy issues. Some students hesitate to participate in the program, especially at the secondary level, because it is not "cool" to be identified as poor. Principals are often so overloaded with paperwork that they don't give sufficient time and attention to these forms.

Exhibit 8-14 summarizes some successful strategies that school districts have adopted for increasing the number of students certified for the free and reduced-price meal programs.

Exhibit 8-14
Free and Reduced-price Lunch Participation Initiatives

Initiative	Description
Direct certification	Some districts do not require families to complete an application for the federal free and reduced-price meal programs if they are pre-certified as eligible by the Texas Department of Human Services through the Temporary Assistance for Needy Families (TANF) program.

Family identification	If a parent fills out a form for one child, all of the siblings in the same household are automatically qualified.
Campus-based at-risk budgeting	Principals are encouraged to aggressively qualify eligible students because funds for at-risk programs in their campus budget depend on the number of identified students. In the Texarkana ISD, for example, principals are motivated to identify every eligible child for the program because their campus' Compensatory and Title I budget is linked directly to the number of children identified in the program.
Parental assistance	A district can provide all parents a user-friendly form and campus-based assistance to complete the forms. This approach can be critical for non-English speaking or illiterate parents. The El Paso ISD provides applications in both English and Spanish. Other districts have staff available during registration and the first days of school to help parents read and complete paperwork.
Advertising campaigns	Billboards, posters and flyers extol the virtue of the free and reduced-price meal program and encourage participation.
Incentive awards	A district can give prizes to students and parents for completing an eligibility application. Houston ISD placed all of the applicants' names in a hat and drew for prizes, with the top prize a television. Some of the prizes were donated by local businesses, and some were purchased from the Food Service budget.

Source: "TSPR, Food for Thought: Ideas for improving School Food Service Operations," May 1999.

Recommendation 34:

Design and implement strategies to identify all students eligible for the free and reduced-price meal program.

The Food Services Department should continue using the family application process and ensure all students receive an application.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Food Services director and the assistant superintendent for Business and Operations develop processes to increase identification of eligible students.	October 2003
2.	The Food Services director, assistant superintendent for	November -

	Business and Operations and PEIMS coordinator design a survey and schedule for students, teachers and parents to identify reasons for low participation.	December 2003
3.	The Food Services director distributes the survey.	December 2003
4.	The Food Services director and assistant superintendent for Business and Operations monitor progress and monthly participation rates to ensure improvement and recommend new initiatives in response to the survey results.	January 2004 and Ongoing

FISCAL IMPACT

If the percentage of identified free and reduced-priced meal students in secondary schools equaled the percentage in elementary schools, HCISD would receive $372,498 additional state compensatory education funds.

Increasing the percentage of junior high and middle school students identified as eligible for free or reduced-price meals from 35.4 to 47.5 percent, would add 233 more students to the program (1,923 enrolled students x .475 = 913 identified students, minus 681 previously identified students = 232 newly identified students). Increasing the percentage of high school and alternative school students identified as eligible for free or reduced-price meals from 29.3 to 47.5 percent would add 453 more students to the program (2,443 enrolled students x .475 = 1,161 identified students, minus 708 previously identified students = 452 newly identified students). The total newly identified free and reduced-price meal students is 232 junior high and middle school students + 452 high school and alternative school students = 684. Multiplying 684 students times the state compensatory education allotment of $543 per student = $372,498 in additional revenue per year, beginning in 2004-05.

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Design and implement strategies to identify all students eligible for the free and reduced-price meal program.	$0	$371,412	$371,412	$371,412	$371,412

FINDING

HCISD does not maximize participation in its breakfast program. As a result, about 1,785 students currently eligible for free or reduced-price meals do not eat breakfast at school.

Exhibit 8-15 shows that HCISD has the lowest percentage of free and reduced-price meal students (39.6 percent) and the lowest daily breakfast participation rate (19 percent) compared to the peer districts. The table also shows that 1,785 HCISD students are eligible for free or reduced-price meals but do not eat breakfast at school.

Exhibit 8-15
Comparison of Eligible to Actual Breakfast Participation
HCISD and Peer Districts
2002-03

District	Student Enrollment	Percentage of Students Eligible for Free or Reduced-Price Breakfast	Average Daily Breakfast Participation Rate	Students Eligible for Free or Reduced-Price Breakfast	Eligible Students Eating Breakfast at School	Eligible Students Not Eating Breakfast at School
San Marcos	7,064	58.8%	28.2%	4,154	1,992	2,162
Lockhart	4,469	50.0%	22.1%	2,237	988	1,249
Bastrop	7,254	47.3%	25.8%	3,428	1,872	1,556
HCISD	**8,663**	**39.6%**	**19.0%**	**3,431**	**1,646**	**1,785**

Source: WCL ENTERPRISES survey, April 2003 and TEA, PEIMS Ad Hoc Reporting, 2002-03.

Exhibit 8-16 shows that if every student eligible for free or reduced-price breakfast would eat at school, the district's net revenue would increase by more than $180,000 per year compared to current participation revenues. If breakfast participation increased by 10 percent, HCISD's net revenue would increase by more than $87,000 per year.

Exhibit 8-16
HCISD Analysis of Potential Increases in Breakfast Revenue
2002-03

	Eligible Participation	Current Participation	10 Percent Increase in Breakfast Participation	Difference Between Eligible and Current	Difference Between 10 Percent Increase

					Participation	and Current Participation
Free Meals	2,586	1,241	1,893	1,345	652
Reduced-Price Meals	845	405	619	440	214
Total Breakfast Participation	**3,431**	**1,646**	**2,512**	**1,785**	**866**
Percent of Enrollment (8,663)	39.6%	19.0%	29.0%	20.6%	10.0%
Daily Reimbursement for Free Meals @ $1.17 per meal	$3,025.62	$1,451.97	$2,214.81	$1,573.65	$762.84
Daily Reimbursement for Reduced Meals @ $0.87 per meal	$735.15	$352.35	$538.53	$382.80	$186.18
Total Daily Free/Reduced Reimbursement	**$3,760.77**	**$1,804.32**	**$2,753.34**	**$1,956.45**	**$949.02**
Total Annual Free/Reduced Reimbursement @ 176 days per year	**$661,895.52**	**$317,560.32**	**$484,587.84**	**$344,335.20**	**$167,027.52**
Annual District Breakfast Meal Costs (1)	**$315,816.69**	**$151,511.01**	**$231,224.58**	**$164,305.68**	**$79,713.57**
Net Revenue (2)	**$346,078.83**	**$166,049.31**	**$253,363.26**	**$180,029.52**	**$87,313.95**

Source: TEA, PEIMS Ad Hoc Reporting, 2002-03 and WCL ENTERPRISES calculations.
(1) Annual District Meal Cost = Daily Participation x 176 days x $0.523 per breakfast meal.

(2) Net Revenue = Total Annual Free/Reduced Reimbursement - Annual District Breakfast Meal Costs.

Reasons why a child needs a school breakfast include poverty, parents' work schedules, long distances to school and morning bus schedules. Permanently authorized in 1975, the School Breakfast Program assists schools in providing a nutritious morning meal to children.

Pace High School in Brownsville ISD successfully implemented a "breakfast-in-a-bag" program and the principal and staff noticed significant improvements in the students, including increased attendance rates, deceased disciplinary problems, greater alertness and enhanced attention spans. "Breakfast-in-a-bag" is a cooperative effort between the principal, teachers and food service personnel. Each morning before first period, food service personnel deliver the breakfast in a bag, which usually contains continental style items, such as muffins and biscuits. Students consume their meal at the beginning of the first period class while the office staff makes announcements.

Some students do not arrive early enough to eat breakfast. TEA has encouraged districts to use alternative methods for serving breakfast, such as:

- providing "grab-and-go" breakfast foods in the hallways or where buses unload students;
- initiating a short, second period between first and second period dedicated to eating school breakfast;
- allowing students to eat breakfast in homeroom;
- allowing students to eat breakfast on the bus; and
- rescheduling buses to arrive 10 to 15 minutes earlier so the students can eat breakfast before going to class.

Recommendation 35:

Increase breakfast participation by using alternative methods of serving breakfast.

The assistant superintendent for Business and Operations should form a committee made up of Food Services staff, principals, teachers, parents, students and bus drivers to identify and evaluate alternative methods of serving breakfast to HCISD students, with the goal of increasing breakfast participation.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent for Business and Operations	October 2003

	establishes a school breakfast committee to identify and evaluate alternative methods of serving breakfast to HCISD students, with a goal of increasing breakfast participation.	
2.	The school breakfast committee recommends a plan to increase breakfast participation to the superintendent for approval.	November 2003
3.	The Food Services director implements the plan as a pilot program in one or two schools.	November 2003 through December 2003
4.	The school breakfast committee reviews and evaluates the pilot program for effectiveness.	December 2003
5.	The Food Services director implements the plan districtwide.	January 2004 through May 2004

FISCAL IMPACT

Increasing breakfast participation by 10 percent would increase gross revenues by $167,028. Subtracting $79,714 in food costs yields a net revenue of $87,314. According to the Food Services director, an increase of 10 percent in breakfast participation would not increase labor costs. Some alternative breakfast options, such as "grab-and-go" and breakfast in the classroom, would use other staff members to assist in breakfast distribution. First year savings of $43,657 are calculated by taking 50 percent of the subsequent years net additional revenue.

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Increase breakfast participation by using alternative methods of serving breakfast.	$43,657	$87,314	$87,314	$87,314	$87,314

Chapter 8
FOOD SERVICES

D. Nutrition Education

The American Dietetic Association, the Society for Nutrition Education and the American School Food Service Association have developed a position statement outlining the need for comprehensive school-based nutrition programs and services for all the nation's elementary and secondary students.

School meals help students learn more effectively while improving their immediate and eventual health. Experts agree that school food and nutrition programs improve learning readiness, promote health and prevent disease. Childhood obesity has become the third most prevalent disease of children and adolescents in the United States. Many large districts view school meals as an integral part of the total education process and allocate money to ensure quality and maintain affordability. Districts increasingly make policy decisions with the goal of providing all students the skills and environment they need to adopt healthy eating and dietary behaviors.

The School Meals Initiative mandates that HCISD meet the nutrient standards established by the USDA for fat and energy (caloric) content. The same initiative encourages child nutrition services departments to participate directly in nutrition education and team nutrition programs.

Recent changes in Texas law regarding the sale of foods of minimum nutritional value (FMNV) in schools will have an immediate impact on school districts. On July 28, 2003, the Texas Agricultural Commissioner issued the following policy change that takes effect August 1, 2003. The amended FMNV policy has three parts:

1. An elementary campus may not serve or provide access for students to FMNV at any time or anywhere on school premises during the school day. Elementary is defined as grades 6 or lower. If a middle school has only one such grade, for example 6th through 8th, this policy would not apply.
2. Middle school campuses may not serve or provide access for students to FMNV anywhere on the school premises during meal periods (breakfast, lunch and snack). A middle school is defined as any campus with grades 6th through 8th. The exception is a high school that has 8th grade, which does not fall into this prohibition.
3. In addition, the middle school campus may not serve or provide access for students to carbonated beverages in excess of 12 ounces

anywhere on the school premises during the day. If there is an existing contract for vending of larger volume containers, the policy does not apply, but all contract renewals must prohibit sale of any carbonated beverages in excess of 12 ounces.

The Commissioner of Agriculture stated that the "TDA will aggressively enforce and diligently monitor this policy to insure continued compliance. When violations of this policy are noted, the TDA will disallow all new reimbursement for the day and require the school to reimburse the food service account for the lost reimbursement. A documented correction plan will be required and diligently monitored to insure continued compliance."

To obtain a list of prohibited foods, districts are encouraged to consult the Texas Department of Agriculture's Web site at www.agr.state.tx.us and click on "Food and Nutrition" and then "What's New."

FINDING

HCISD has developed a proactive program to address obesity rates in children. The program involves changing the school menus to provide more healthy choices and providing nutrition education that focuses on developing life-long, healthy eating habits in students.

Under new menu guidelines, the Child Nutrition Office has:

- greatly reduced the amount of fried food available to students;
- switched to a number of low-fat, reduced-fat and non-fat items, such as cheeses, milks, meats and dressings;
- modified many recipes to use turkey where possible;
- created a "lite" line which offers "lite" items daily, such as a yogurt plate, baked potato plate and chef salad plate;
- added a vegetarian option available at every school every day;
- offered fresh fruit, vegetables and juice at every meal;
- modified the traditional sack lunch to include turkey wraps and baked chips; and
- limited chip selection in all schools to baked chips and pretzels.

In the area of nutrition education, the Child Nutrition Office has:

- included nutritional information on all menus distributed in the district;
- used a cartoon-like nutrition mascot, Spike, to provide short, simple nutrition messages through school visitations and nutrition videos;

- provided classroom education classes for elementary and middle schools students that focus on proper eating habits and health risks associated with obesity;
- involved the community through district-sponsored health festivals; and
- hosted Nutrition Nights to invite the public to learn about child nutrition in HCISD and to sample foods served in the cafeterias.

In 2001, HCISD's Health Education Advisory Council (HEAC) formed a subcommittee to examine child nutrition issues and offer assistance to improve nutrition education in the district. Through ongoing meetings with parents, administrators and child nutrition employees, HEAC developed new and healthier menus for all schools.

COMMENDATION

HCISD offers nutrition education programs and healthy menu choices to proactively address obesity rates in children.

FINDING

Although the Food Services staff has done a good job of educating children in healthy eating habits, the district does not support sound nutrition with its related procedures concerning competitive food sales and vending contracts. For example, the district allows school organizations to provide competitive food offerings in the school cafeterias, such as pizza from an outside vendor, and other food items, which may not meet the nutritional requirements of the National School Lunch Program and School Breakfast Program. Regulations of the U.S. Department of Agriculture and TEA prohibit the serving of Foods of Minimal Nutritional Value (FMNV) in the food service area during meal periods. Violation of this regulation can result in TEA disallowing all meals served by the school on any day that a violation is observed, which means the district would not receive any reimbursement for free and reduced-price meals for those days.

In addition, competitive food sales reduce HCISD food service revenues by more than $130,000 per year. **Exhibit 8-17** shows that competitive pizza sales by PTA/PTO organizations during the lunch periods reduce food service reimbursable revenues by about $11,278 per year and a la carte revenues by about $70,950 per year for a total food service revenue loss of $82,228 per year.

Exhibit 8-17
Effect of Competitive Pizza Sales on HCISD Food Services Revenue
2002-03

| School | Days Per Year | Reimbursable Meals | | | A La Carte Meals | | |
		Meals Lost Per Day	Revenue Lost Per Day (1)	Revenue Lost Per Year (2)	Revenue Lost per Day	Revenue Lost Per Year (3)	Total Revenue Lost (4)
Hays High School	100	50	$67	$6,650	$600	$60,000	$66,650
Barton Junior High	9	40	$53	$479	$400	$3,600	$4,079
Wallace Middle School	9	100	$133	$1,197	$300	$2,700	$3,897
Dahlstrom Middle School	9	100	$133	$1,197	$425	$3,825	$5,022
Hemphill Elementary	33	40	$53	$1,755	$25	$825	$2,580
Total		330	$439	$11,278	$1,750	$70,950	$82,228

Source: HCISD, Food Services director.
(1) Revenue lost per day = meals lost per day times $1.33 average meal reimbursement.
(2) Reimbursable revenue lost per year = reimbursable revenue lost per day times days per year.
(3) A la carte revenue lost per year = a la carte revenue lost per day times days per year.
(4) Total revenue = reimbursable revenue lost per year plus the a la carte revenue lost per year.

Exhibit 8-18 shows the HCISD Food Services Department also loses at least $49,280 per year in revenue due to students purchasing items from vending machines located in or near the dining areas instead of purchasing items in serving lines.

Exhibit 8-18
Effect of Vending Machine Sales on HCISD Food Services Revenue
2002-03

School	Number of Vending Machines (1)	Daily Loss in Food Service Revenue per Vending Machine	Total Daily Revenue Loss	Total Annual Revenue Loss (2)
Hays High School	5	$20	$100	$17,600
Barton Junior High	2	$20	$40	$7,040
Wallace Middle School	2	$20	$40	$7,040
Dahlstrom Middle School	2	$20	$40	$7,040
Hemphill Elementary	1	$20	$20	$3,520
Elm Grove Elementary	1	$20	$20	$3,520
Fuentes Elementary	1	$20	$20	$3,520
Total	14	$140	$280	$49,280

Source: HCISD, Food Services director.
(1)The number of vending machines includes only the machines in the cafeteria or visible from the cafeteria.
(2)Total annual revenue loss = total daily revenue loss x 176 student days per year.

Besides reducing food service revenue, vending machines do not support proper nutrition and the development of healthy eating habits.

Data gathered from the 1994-1996 Continuing Survey of Food Intakes by Individuals reveal that the vast majority of children fail to meet the dietary recommendations for daily intake of saturated fat, total fat, fiber and sodium and fail to consume the recommended milk group serving. The data also show that teenagers drink more soda and fruit drinks than milk. Males consume more than three servings of soda and fruit drinks a day.

Competitive food sales create other problems for the district, including:

- students and parents serving the food do not always meet health code requirements for serving food, such as proper hand-washing, wearing gloves and hairnets and maintaining appropriate food temperatures;
- prices for the competitive foods often exceed those served in the lunch lines, resulting in complaints from parents about the high cost of food;

- allowing competitive food sales in or near the dining rooms places the district in non-compliance with its current food service contract with Aramark, which states, "District shall fully cooperate with Aramark to limit the expansion of competitive food sales in order to maximize the gross receipts and other non-cash sales of the food service program."

Los Fresnos CISD (LFCISD) has a policy that controls the sales of competitive food items by:

- prohibiting the sale of food of minimal nutritional value, as defined by USDA, during breakfast and lunch periods;
- prohibiting the sale of a la carte food items and nutritional snacks in the cafeterias by everyone except the Food Services Department;
- prohibiting the sale of competitive food in and near the school cafeterias;
- requiring all student group food fundraisers to be pre-approved by the administration and limiting those food sales to commercially prepared and packaged items, such as wrapped candy and cookies;
- restricting the location of vending machines in the schools and the hours of operations;
- prohibiting the sale of homemade food items in all schools; and
- prohibiting outside vendors, nonprofit organizations and church groups from selling food items during the school day.

Recommendation 36:

Establish a board policy to eliminate competitive food sales in the school cafeterias during breakfast and lunch periods.

Other options could include working with the Food Services contractor to cooperatively develop some fund-raising opportunities that meet all health requirements and provide revenue for both the school organizations and the Food Services contractor. HCISD administration should meet with the principals to explain the necessity of eliminating competitive food sales in the cafeterias.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent for Business and Operations meets with the Food Services director to identify all schools offering competitive food sales during breakfast and lunch periods.	October 2003
2.	The assistant superintendent for Business and Operations recommends a board policy to the superintendent that eliminates	November 2003

	competitive food sales during breakfast and lunch periods.	
3.	The superintendent recommends the policy to the board for approval.	December 2003
4.	The assistant superintendent for Business and Operations instructs the principals to eliminate competitive food sales during breakfast and lunch periods.	January 2004

FISCAL IMPACT

Assuming HCISD's Food Services Department could recover half of the sales lost to competitive food items, revenue would increase by about $65,754 per year ($82,228 lost revenue to competitive pizzas sales + $49,280 lost revenue to vending machines = $131,508 in total lost revenue). Savings are conservatively estimated to be half of the total lost revenue or $65,754. Since implementation will not begin until January 2004, first year savings are prorated to $32,877.

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Establish a board policy to eliminate competitive food sales in the school cafeterias during breakfast and lunch periods.	$32,877	$65,754	$65,754	$65,754	$65,754

Chapter 9
COMPUTERS AND TECHNOLOGY

This chapter reviews the computer and technology services of the Hays Consolidated Independent School District (HCISD) in the following sections:

A. Organization
B. Technology Policies, Procedures and Planning
C. Instructional Technology
D. Infrastructure, Hardware, Software and Telephones

School districts address technology in a variety of ways. Some districts have one Information Technology (IT) department with separate individuals responsible for hardware/software acquisition, network management and maintenance. Most small school districts generally do not have a formal IT department, but these districts do have staff responsible for computer-related equipment acquisition/maintenance and instructional technology training. Some districts divide technology responsibilities between administrative and instructional departments, while other districts manage the technology functions with one organizational structure.

Regardless of their size and organizational structure, most districts include the following technology functions: management and oversight of the entire district's instructional and administrative applications; hardware and software maintenance of these applications; planning, implementation and oversight of local area networks and a wide area network and training and technical support for computer applications and networks.

BACKGROUND

The development of an effective, integrated network of software, hardware and telecommunications is a major and technically complex endeavor. A successful information technology network requires visionary leadership, clear organizational goals, effective assignment of responsibilities and the commitment of sufficient resources, both financial and personnel. An imbalance in these key ingredients will result in the expenditure of substantial resources without achieving the intended improvement in student skills and knowledge, increase in staff skills or enhanced administrative efficiency.

HCISD chose the following school districts as peers for comparison purposes: San Marcos, Lockhart and Bastrop ISDs.

Exhibit 9-1 lists technology expenditures for the four-year period of 1999-2000 through 2002-03. The $265,014 spent in 2002-03 translates into $31 per student.

Exhibit 9-1
HCISD Technology Expenditures
1999-2000 through 2002-03

Year	Expenditures	Enrollment	Expenditures per Student
2002-03	$265,014*	8,663	$31
2001-02	$614,405	8,098	$76
2000-01	$529,199	7,408	$71
1999-2000	$313,678	6,713	$47

Source: Texas Education Agency (TEA), Public Education Information Management System (PEIMS), 1999-2000 through 2002-03.
*Budgeted.

Exhibit 9-2 lists the amount spent on technology per student among selected peer districts and the state average in 2002-03. HCISD's technology expenditures per student are the lowest per student among its peers and below the state average. Regional Education Service Center XIII Region 13, to which HCISD belongs, data was not available at the time of the release of the report.

Exhibit 9-2
Budgeted Technology Expenditures
HCISD, Peer Districts and State
2002-03

District	Total Expenditures	Enrollment	Budgeted Expenditures per Student
San Marcos	$751,635	7,064	$106
Lockhart	$314,389	4,469	$70
Bastrop	$455,024	7,254	$63
HCISD	**$265,014**	**8,663**	**$31**
State	**$348,481,432**	**4,259,864**	**$82**

Grants and local technology funds allowed the district to attain a 3.7:1 student-to-computer ratio for the entire district. In the 2002 update to the *Long-Range Plan for Technology 1996-2010*, TEA set short-term goals for 2003-04, mid-term goals for 2005-07 and long-term goals for 2008-2010. The plan's short-term goal is a student-to-computer ratio of four to one, while the mid-term goal and long-term goal is a student-to-computer ratio of one to one. Among its peers, HCISD's student-to-computer ratio for 2002-03 ranked last among the four districts (**Exhibit 9-3**).

Exhibit 9-3
Student-to-Computer Ratios
HCISD and Peer Districts
2002-03

	HCISD	San Marcos	Lockhart	Bastrop
Enrollment	**8,663**	7,064	4,469	7,254
Number of student computers	**2,345**	2,023	1,350	2,390
Student-to-computer ratio	**3.7:1**	3.5:1	3.3:1	3.0:1

TEA developed the Texas School Technology and Readiness (STaR) report around the four key areas of the Texas Long-Range Plan for Technology: Teaching and Learning, Educator Preparation and Development, Administration and Support Services and Infrastructure for Technology. The STaR Chart is designed to help districts determine their progress toward meeting the goals of the Long-Range Plan for Technology, as well as meeting the goals of the district. These goals have been identified at four proficiency levels: early tech (school with little or no technology), developing tech, advanced tech and target tech (a model for the integration and innovative use of education technology).

The STaR Chart levels of progress in Administration and Support Services includes the following descriptors for technical support:

- Early Tech: no technical support on-site; technical support call-in; response time greater than 24 hours;
- Developing Tech: at least one technical staff to 750 computers; centrally deployed technical support call-in; response time less than 24 hours;

- Advanced Tech: at least one technical staff to 500 computers; central technology support use remote management software tools; and
- Target Tech: at least one technical staff to 350 computers; centrally deployed and dedicated campus-based; central technology support use remote management software tools; technical support on-site; response time is less than four hours.

According to the director of Instructional Technology, HCISD is at the developing technology level for Infrastructure for Technology, Educator Preparation and Development Teaching and Learning and at the advanced level for Administration and Support Services.

HCISD has the second lowest ratio of field technicians for the number of computers served among selected peer districts, with an average of 469 student computers per technician (**Exhibit 9-4**). Only Bastrop has a lower ratio of computers to technicians.

Exhibit 9-4
Ratio of Student Computers to Technicians
HCISD and Peer Districts
2002-03

	HCISD	San Marcos	Lockhart	Bastrop
Number of student computers	**2,345**	2,023	1,350	2,390
Field technicians	**5**	2*	2**	6
Computers-to-field technician ratio	**469:1**	1,012:1	675:1	398:1

Source: Telephone survey of HCISD peer districts and TEA, PEIMS, 2002-03.
*San Marcos has two computer/network field technicians and 10 campus-based technology teachers (1 per campus) who receive a stipend to provide technical support. All campus technologists provide staff development for all staff and mentoring services.
**Lockhart has two district field technicians and six campus based-technology professionals (Technology Instructional Mentors (TIM). The TIMs replaced the one full-time district level Technology director and have the prime responsibility for training, motivating and helping teachers integrate technology into daily lessons with technical support (hardware and software) as a secondary responsibility.

Chapter 9
COMPUTERS AND TECHNOLOGY

A. Organization

A school district must have an organizational structure that creates an environment for using and supporting new technologies to achieve its technology-related goals. A school district is properly organized if it uses and supports existing and new technologies in its curriculum, learning activities, scholarship, research and district management. Effective organizations define a clear assignment of responsibilities, which in turn are supported by the authority and resources required to implement them.

The HCISD technology functions are distributed between two separate areas that report to the assistant superintendent for Curriculum and Instruction, the Technology Department and the Management Information Systems (MIS) Department. The Technology Department provides administrative computing in the district, including student and financial accounting, applications network, database support, computer maintenance for 2,477 networked computers and some instructional technology support for the district. The same department also develops and generates various management reports, runs reports for the Public Education Information Management System (PEIMS) and provides hardware and software support for all administrative computers. The MIS Department manages PEIMS reports. There are 14 positions (12 full-time and two part-time) in the Technology Department and three positions in the MIS Department.

Exhibit 9-5 shows the organization chart for the Technology Department and the MIS Department.

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Exhibit 9-5
HCISD Technology Department Organization

</div>

March 2003

Assistant Superintendent
Curriculum
and Instruction

Director
Instructional
Technology

Corrdinator
MIS
(PEIMS)

Coordinator
Technology
Proficiency

Assistant (2)

Coordinator
Workflow

Technical
Secretary

Clerk/
Technician

Coordinator
Wide Area Network/
Security

Network
Coordinator

Network Assistant

Technicians
1 - Lead
5 - Technicians
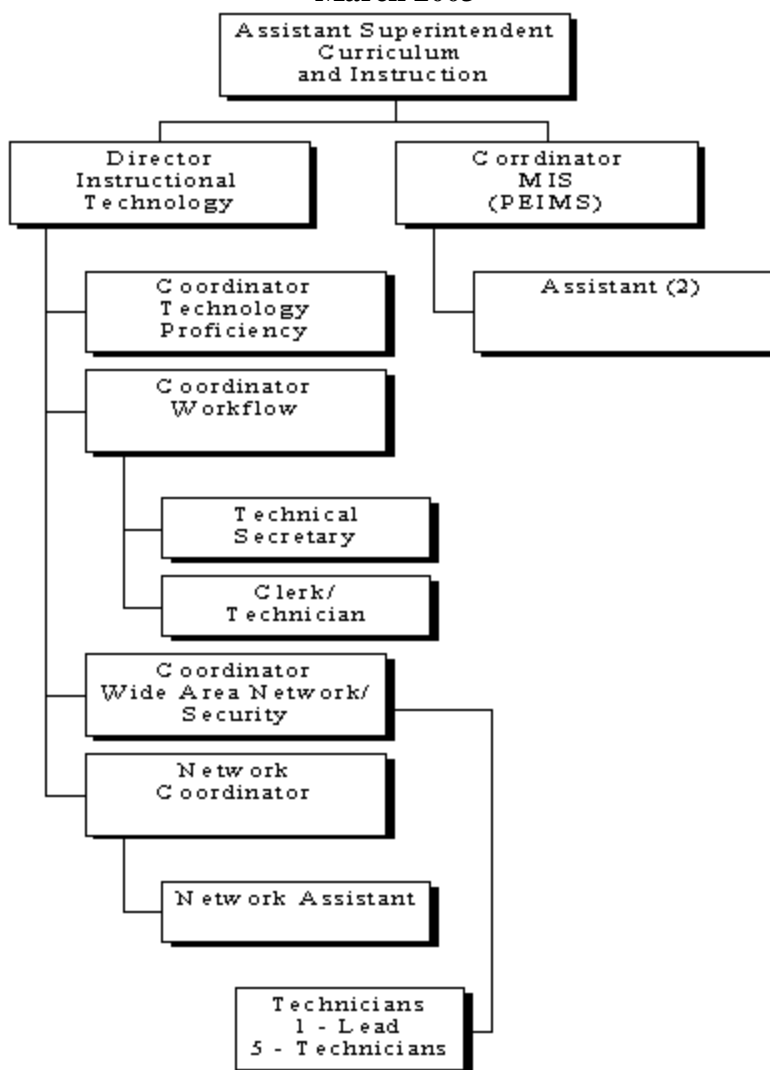
Source: HCISD, director of Instructional Technology.

The network coordinator coordinates all aspects of the district's network infrastructure. The WAN/Security coordinator handles network-related functions. The workflow coordinator manages technology administrative functions. The Technology proficiency coordinator provides campus-based training for professional staff and training for paraprofessionals and secretaries. The lead technician supervises five technicians who are dispatched from a central location and provide computer, intercom, telephone, security video surveillance, connectivity to portables and other technology-related support. The MIS coordinator handles PEIMS, data collection and information reporting.

Each school has a campus technologist, who reports to the principal. The district has a total of 12 campus technologists (two Buda elementary schools share a technologist). Campus technologists direct instruction of

students, staff development for teachers and assist with technical support. The director of Instructional Technology oversees instructional technology, but does not have direct responsibility for the activities of the campus technologists.

FINDING

HCISD's Technology Department is fragmented, resulting in inconsistent support of software applications and the schools. As a result, the department depends on outside consulting services for application support and is unable to provide support for integrating technology into the curriculum.

Exhibit 9-6 lists the primary job responsibilities of the director of Instructional Technology.

Exhibit 9-6
HCISD Director of Instructional Technology Primary Job Responsibilities
March 2003

Director of Instructional Technology Primary Job Responsibilities
• Assist schools and administrative departments with technology needs. • Develop and implement plans to address technology needs. • Evaluate hardware and software requirements. • Develop and implement district standards and specifications for hardware and software use. • Develop and implement a districtwide technology plan. • Coordinate support between the education service center and district staff, including programming, application support and end user support. • Assist with the implementation of staff development in the area of technology and information management. • Make presentations as needed. • Coordinate the development and implementation of a disaster recovery plan. • Develop and coordinate a continuing evaluation of information and technology services. • Coordinate campus technologists and facilitate monthly meetings and training sessions.

Source: HCISD, director of Instructional Technology.

HCISD's student services area, managed by the MIS coordinator, is not supervised by the director of Instructional Technology. The MIS

Department staff's duties include directing and managing the information systems and computer services for the district and ensuring efficient and effective access to information and related technology to all schools and administrative departments. **Exhibit 9-7** lists the job responsibilities of the MIS coordinator.

Exhibit 9-7
HCISD MIS Coordinator Primary Job Responsibilities
March 2003

MIS Coordinator Primary Job Responsibilities
• Serve as district PEIMS coordinator. • Assist schools and administrative departments to develop and implement plans to address management of information relating to attendance, grade reporting, scheduling, demographic data and budgetary information (payroll, finance and fixed assets). • Assist in development and implementation of district standards and specifications for software use. • Coordinate support between the education service center and district staff, including programming, application support and end-user support. • Ensure the timely and accurate reporting of PEIMS. • Assist with the implementation of staff development in the area of technology and information management. • Make presentations as needed. • Assist in development and implementation of a disaster recovery plan.

Source: HCISD, MIS coordinator.

The PEIMS system and HCISD administrative systems are the responsibility of the MIS coordinator. The administrative systems include accounting applications, payroll, inventory control, position control and personnel. The instructional applications and any data interfaces between a software application and the student information database are the responsibility of the director of Instructional Technology and include the following applications: Training Proficiencies, Curriculum Database, School Nurse Application Program (SNAP), Accelerated Reader, Library, Reading Counts, Gradebook, VistaNet, VistaNet Attendance and Food Services.

The separation of technology functions at HCISD causes inadequate information about application software capabilities, which results in ineffective use of the software applications. For example, the student information database, which is under the supervision of the MIS coordinator, does not interface effectively with application databases. The

director of Instructional Technology does not participate in vendor training sessions or vendor-provided information covering data interfacing functionality and capabilities of the student information database.

As a result of the lack of a coordinated effort between the two departments, the district had to hire an outside consultant to develop appropriate database interfaces. HCISD is paying an outside consultant more than $50,000 to develop computer file interfaces and develop new software applications with Lotus Notes. The network coordinator, who is familiar with Lotus Notes, has the ability to assess needs, define the requirements and can perform the same type of work currently outsourced to the independent consultant.

Exhibit 9-8 lists some of the interfaces between the student information database and other district databases and the issues causing inefficiencies and problems.

Exhibit 9-8
Selected Student Information and District Databases Interfaces
March 2003

Application Database	Data Interfaced	Issue	Problem
Training Proficiencies	Teacher data	ASCII file	Duplication of effort; creates difficulty in accessing information
Curriculum	Teacher data	ASCII file	
SNAP (nurses)	Student Immunizations	ASCII file	
Accelerated Reader	Student file	ASCII file	
Library	Student file	ASCII file	
Reading Counts	Student file	ASCII file	
Gradebook	Teacher classes/students	ASCII file	
Gradebook to VistaNet	Averages	ASCII file	
Attendance (VistaNet)	Re-enter data into system	Multiple/manual data entry	Increased opportunity for error

Source: HCISD, director of Instructional Technology.

The Technology Department has created an additional network management position (WAN/security coordinator) that has similar responsibilities and duties as the network coordinator.

The lead technician reports to the WAN/security coordinator. All district technicians report directly to the lead technician. The Technology Department does not have a system for managing trouble calls, determining the most effective technician use by school, tracking technician performance or knowing the type of work orders that could be handled by school personnel.

The district has one campus technologist at each school, with each campus technologist reporting to that school principal. Each principal defines the job function and the responsibilities of the campus technologist. The 12 campus technologists are certified teachers who provide varying levels of support, dependent on the work assignment from each principal.

The director of Instructional Technology expressed concern that the campus technologists are not consistently providing the same type of services for their campuses, which makes it difficult for the district office to provide the necessary training and support for the campus technologists. For example, four of the campus technologists facilitate and support technology staff development and integration, while eight campus technologists provide part-time or full-time direct technology instruction to students. This inconsistency of campus technologists supporting technology staff development and integration affects the integration of technology into the curriculum and limits first-line technical support at each campus.

Most of the elementary principals use the campus technologists to teach students in order to provide teachers a conference break (rotation). The director of Instructional Technology said there is no communication or relationship between campus technologists and technology technicians. As a result, there is very little coordination of district and campus technology planning and implementation efforts.

Exhibit 9-9 compares an example of standard industry technology job descriptions with the HCISD job functions.

Exhibit 9-9
Example of Technology Job Descriptions and Functions
HCISD and IT Standards
March 2003

Position	Examples of Technology	HCISD Technology Job Functions	HCISD Issues

	Job Functions		
Director of Instructional Technology	• Coordinate the development and implementation of short and long-range technology plans. • Manage the district and campus-based instructional technology resources. • Assist schools and administrative departments to develop and implement plans to address technology needs, including evaluation of hardware, software and management relating to attendance, grade	• Technology planning and implementation. • Oversee daily IT. • Support campus technologists. • Support curriculum software, as well district applications/databases. • Grant development, implementation and evaluation. • E-Rate. • Coordinate technical services with Region XIII. • Develop district standards for construction and planning. • Interact with other departments. • Work with vendors and negotiate contracts. • Develop and manage IT budget. • Secure bids for new procurements.	• HCISD Technology job functions do not include the managing of instructional technology resources. • HCISD Technology job functions do not include management of PEIMS.

	reporting, scheduling, demographic data and financial information.		
	• Develop and implement standards and specifications for hardware and software use.		
	• Manage, direct and assign priorities and personnel to major projects to ensure attainment of organization and department goals and objectives.		
	• Oversee the installation, maintenance and repair of all computer hardware and		

	software.		
	• Coordinate the development and implementation of an effective data network.		
	• Ensure the timely and accurate reporting of required data to the state of Texas.		
	• Develop and implement a disaster recovery plan that includes all key district data.		
	• Develop and coordinate a continuing evaluation of information and technology services and implement changes based on the finding.		

Instructional Technology Coordinator	• Coordinate the development and implementation of a comprehensive staff development plan for use in instructional technology. • Develop training options and improvement plans to ensure exemplary operations in the technology area. • Provide staff development to teachers and administrators in methods of involving technology in the delivery of curriculum. • Coordinate the writing of curriculum	• Technology Proficiency Initiative. • Teacher technology portfolios. • Online technology. • Proficiency assessment. • Online staff development registration.	HCISD Technology job functions do not include: developing methods of using technology to deliver curriculum, writing of technology curriculum, monitoring use of technology in content areas.

	for technology programs and monitor the instructional process in all content areas using technology. • Develop and implement a continuing evaluation of the instructional technology program and implement changes based on the findings.		
Elementary and Secondary instructional technologists	• Develop and provide curriculum and integration units based on Technology Application TEKS and core enrichment		

	TEKS. • Develop and provide a variety of staff development classes involving basic to intermediate to advanced technology skills, as well as integration topics. • Provide campus-based instructional technology support. • Assist with various curriculum-related software programs.		
Elementary computer technologists (paraprofessional position)	Provide students computer literacy instruction in a computer lab as part of the rotation schedule.		
Campus technology facilitator	• Provide communication link between campus and district office.		

	• Provide initial technical troubleshooting. • Provide minimal staff development and support.		
Workflow coordinator	• Manage the technicians; schedule technology work orders, assign priority, monitor work in process and quality control for completions. • Manage technology equipment and parts warehouse. • Maintain and document district/campus computer inventory. • Establish and manage a help desk function.	• Help Desk support (answer phones, troubleshoot) • District phone programming and upkeep. • Complete work orders for intercoms, bells and phones. • Inventory parts and order equipment as needed. • Use Quicken to oversee technology budgets. • Communicate with vendors for contracted services. • Create and maintain hardware inventories. • Manage software licenses and documentation.	HCISD Technology Job Functions do not include management of the computer technicians.

		function.	• Create First Class and Novell logins for district employees. • Maintain district database of logins and passwords.	
Lead technician		• Supervise technicians. • Evaluate work performances. • Facilitate work orders and process workflow for technicians. • Compile campus updates and follow up on work orders as needed. • Train technicians. • Create standard loads for campuses. • Inventory hardware needs.	• Supervise technicians. • Evaluate work performances. • Facilitate work orders and process workflow for technicians. • Compile campus updates and follow up on work orders as needed. • Train technicians. • Create standard loads for campuses. • Inventory hardware needs.	Lead technician has not developed a work order methodology including trouble types, technician performance data and problem occurrences by campus/computer.

Technology Services coordinator	Consult with schools and administrative departments to develop and implement plans to address technology needs, including evaluation of hardware, software and management relating to attendance, grade reporting, scheduling, demographic data and financial information.		

Source: HCISD, director of Instructional Technology and WCL ENTERPRISES.

Northside ISD developed an effective central office technology department that has one elementary, middle school and high school instructional technologist to manage, facilitate and support technology initiatives at schools. Northside ISD also developed and implemented an effective elementary computer technologist model that uses paraprofessionals to teach computer literacy skills during the rotation period.

Spring ISD implemented a "train the trainer" program by designating one or more teachers at each school as a computer liaison teacher. These stipend positions provide technical troubleshooting and software training support and a communication link with the central office.

Recommendation 37:

Consolidate HCISD technology-related functions.

The technology function should be consolidated under the assistant superintendent for Curriculum and Instruction. The director of Instructional Technology should coordinate all technology and instructional technology functions, which would eliminate the current coordination issues that exist with the MIS department and would enable an improved focus on technology integration at each schools.

The following HCISD Technology organization changes should be made:

- reassign the MIS coordinator position to report to the director of instructional Technology;
- transfer the campus technologists to report to the Technology Department;
- eliminate the lead technician position and expand workflow coordinator functions to include managing the technicians;
- eliminate the WAN/security coordinator position and reassign the coordinator as network coordinator responsible for supporting network functions including security issues; and
- reassign current network coordinator to the Technology services coordinator position. The outside consultant would be eliminated by eliminating network management responsibilities from the Technology services coordinator position and having the Technology services coordinator position perform all the functions of the outside consultant, including user assessments, requirements definitions and support to existing and new Lotus Notes databases.

Exhibit 9-10 shows how the different HCISD technology functions should be realigned.

Exhibit 9-10
Proposed HCISD Technology Organization
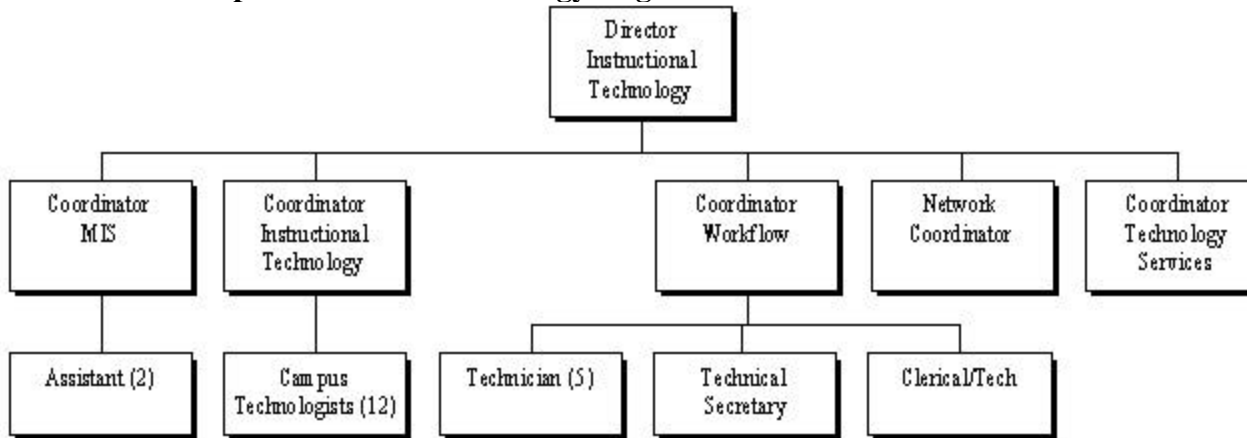
Source: WCL ENTERPRISES.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent reviews and approves the recommended organization, and submits the eliminated positions to the board for approval.	October 2003
2.	The superintendent assigns responsibility to the assistant	November

	superintendent for Curriculum and Instruction and the director of Instructional Technology to consolidate the organization and develop appropriate job descriptions for the positions.	2003
3.	The superintendent informs principals that the campus technologists will report to the director of Instructional Technology.	November 2003
4.	The director of Instructional Technology and the Technology Services coordinator review all database applications provided by consultant to determine what levels of support and staff development are required to continue use of these databases.	November 2003
5.	The director of Instructional Technology and Technology Services coordinator performs district assessment of present and future database needs and prioritizes them.	December 2003
6.	The director of Instructional Technology and the Technology Services coordinator transfers responsibilities of database application from consultant to Technology services coordinator.	December 2003
7.	The lead technician position is eliminated.	January 2004
8.	The assistant superintendent for Curriculum and Instruction and the director of Instructional Technology form a committee based on grade level, content area and technology expertise to develop technology applications and curriculum integration framework and begin developing exemplary lessons on the Web.	February 2004 and Ongoing

FISCAL IMPACT

The lead technician salary is $40,890 and has benefits of $3,762. Benefits are calculated with a fixed rate of $2,715 and a variable rate of 0.0256. First year savings from eliminating the lead technician position are prorated at eight of 12 months.

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Consolidate HCISD technology-related functions.	$29,768	$44,652	$44,652	$44,652	$44,652

FINDING

HCISD does not have a continuing position or committee to monitor and manage the district's technology plan. As a result, no focus exists to ensure

that the technology needs and goals identified in the plan are being managed and implemented.

The district's technology plan was developed in October 2001 by Professional Services Group, an information services firm. The plan had two primary goals:

- generate consensus among the stakeholders of the schools regarding the goals, priorities and procedures for implementing technology (All future technology initiatives are to be measured against this district "ideal."); and
- provide a realistic road map, which enables adequate funding and resources to ensure a successful implementation of professional development, aggressively paced in concert with implementation of technology systems, over the next five years.

The HCISD technology planning group consisted of technology representatives from school sites, campus technology support staff, administrators, teachers, architectural representatives and the outside consulting group.

HCISD lacks a coordinated implementation effort in supporting instruction, administration and business needs. As a result, the considerable investment in technology infrastructure and technical support services is not being maximized.

HCISD's district improvement plan and technology plan are two separate documents. The five goals in the district improvement plan consist of 43 initiatives and activities, with only four of these mentioning technology. The district technology plan focuses primarily on infrastructure; hardware and software standards; safe and secure computing environment and staff development, with minimal emphasis on integration. Neither document mentions Technology Applications TEKS, a required enrichment curriculum. In addition, there is only one reference in either document to administrative or business related needs involving technology. The campus improvement and technology plans follow the same disjointed format and often do not mirror the district improvement and technology plans.

In a response to a TSPR survey question, 50 percent of HCISD teachers disagreed or strongly disagreed with the statement "Students have regular access to computer equipment and software in the classroom."

The HCISD technology plan does not contain criteria for computer replacement and related funding considerations. The director of Instructional Technology said the district does not have a formal process

for replacement of computers. The HCISD technology plan does not include definitive work steps, responsibilities, specific implementation dates or the budget impact in meeting goals and as a result does not serve as a comprehensive implementation plan. The director of Instructional Technology said the technology plan was weak in defining an approach to the integration of technology into the curriculum.

The district considers a technology steering committee an appropriate and needed resource when developing a long range technology plan. However, the district does not use a technology steering committee on a continuing basis to manage and monitor the plan.

Exhibit 9-11 lists the responsibilities of a technology steering committee used in some school districts.

Exhibit 9-11
Example of Technology Steering Committee Primary Functions
March 2003

Technology Steering Committee Primary Functions
• Share information with district staff on how technology is being used. • Share technology problems or issues with district staff. • Research what other districts are doing with technology, including site visits, inviting guests from other districts. • Discuss district's technology needs, but focus on only one topic per meeting. Topics might include hardware, software, infrastructure, staffing and integration of technology in the curriculum, training, equity, funding, community access and administrative uses.

Source:WCL ENTERPRISES.

Dallas ISD created an interdepartmental technology steering committee to ensure that districtwide technology needs are addressed. The committee consists of key decision makers throughout the district. The committee was designed to assure that technology decisions are made only after considering the district's overall needs.

Northside ISD (www.nisd.net) developed a district improvement plan that integrates technology to support instructional objectives.

The Texas Technology Leadership Academy (TTLA), sponsored by the Texas Association of School Administrators (TASA), has been providing Texas school administrators technology leadership over the past several years. The four-day training covers the following topics: leader's role in

linking technology and student performance; communicating a vision for technology integration; technology trends; systems change; student, teacher and administrator technology standards; observing levels of technology use in classrooms; professional development best practices; total cost of ownership and hot topics, such as the digital divide. This training focuses on developing a shared vision that leads to technology planning. Information about the TTLA can be found at www.tasanet.org

Recommendation 38:

Create an ongoing technology steering committee to update and manage the technology plan and integrate technology planning efforts into the district and campus improvement plans.

The technology steering committee members should consist of teachers, principals, administrators, students, parents and community members, co-chaired by the assistant superintendent for Curriculum and Instruction and the director of Instructional Technology.

As a result of this recommendation, ongoing input from the teachers, principals and administrators, as well as students, parents and community members, will be available. The process of identifying the tasks, developing cost estimates and timeframes for each goal should be monitored and driven by an active technology steering committee, if the goals of the plan are to be realized.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent and assistant superintendent for Curriculum and Instruction determine the composition of the technology steering committee.	October 2003
2.	The superintendent and assistant superintendent for Curriculum and Instruction identify district personnel who could serve on the committee.	October 2003
3.	The superintendent and assistant superintendent for Curriculum and Instruction contact and enlist members for the technology steering committee.	November 2003
4.	The superintendent and assistant superintendent for Curriculum and Instruction establish and publish the agenda and meeting schedule for updating the technology plan and subsequent technology steering committee meetings.	December 2003
5.	The superintendent and committee members attend TTLA, a four-day training session involving development of shared vision on information technology.	May 2004

FISCAL IMPACT

The cost per attendee for 2003-04 is $725. This cost also includes the provision of a laptop computer. There will be 17 HCISD administrators (superintendent, deputy superintendent, two assistant superintendents and 13 principals) attending this training at a cost of $725 per attendee, for an estimated total one time cost of $12,325.

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Create an ongoing technology steering committee to update and manage the technology plan and integrate technology planning efforts into the district and campus improvement plans.	($12,325)	$0	$0	$0	$0

Chapter 9
COMPUTERS AND TECHNOLOGY

B. Technology Policies, Procedures and Planning

The Texas Education Code, Section 11.252, 3 (D), requires each school district's improvement plan to include provisions for integrating technology into instructional and administrative programs. Some districts compile these plans with few of the elements required to improve its technology effectively. For example, technology plans normally contain goals and strategies for instructional technology, but contain little about the effective use of technology to automate or streamline administrative functions. The best plans contain clear goals, objectives and action plans for technology projects, assign individual responsibility for implementation steps and identify milestone dates for completion.

Planning for the use of new technologies is particularly important for education due to these factors:

- **Student Learning:** To prepare students in the "Information Age," where technological advances occur daily and rapidly and where technology determines the ability to compete with the best.
- **Equity:** The level of technological resources available to each school in a district can vary. Poorly planned introductions of new technology can further increase inequities among and between schools. Careful planning at the district level ensures all schools receive adequate, appropriate and consistent support and helps guarantee that no student is excluded from the benefits of new technology.
- **Rapid Change:** The pace of technological change will continue to accelerate. The district must allow for an adequate time period of three to five years to implement new technology.
- **Funding:** Funding can be the greatest barrier to using technology effectively in the classroom. Unless planning and strategic leadership determine whether and how projects will be funded, limited funding will continue to have a greater impact than it should on the quality of public education.
- **Credibility:** A strategic and planned approach to technology theories, acquisitions, use and implementation will translate to professional credibility of the Computer Services Department.

A school district must have the following components to implement information technology in administrative offices or classrooms: an extensive computer network of modern computers; comprehensive, administrative and instructional software; up-to-date operating systems;

ongoing training; adequate technical support; and a professional staff capable of administering a technology-rich environment. Comprehensive technology plans include each of these components.

FINDING

The HCISD Technology Department has secured and implemented a variety of technology funds to provide both technology infrastructure (networked campuses and classrooms, computers and telephones in classrooms, video surveillance cameras at high school campuses) and technology staffing at the central office and campus level.

Exhibit 9-12 lists the funds used to provide technical and instructional support for the technology deployments at the schools during the past four years.

<div align="center">

Exhibit 9-12
HCISD Use of Local and State Technology Funds
1999-2000 through 2002-03

</div>

Period	Amount	Uses
1999-2000	$986,412	Technology funds used to cover the salaries of central office technology staff and campus instructional technologists and general operating expenses, including supplies and utilities and consulting services.
2000-01	$1,286,120	
2001-02	$1,496,698	
2002-03	$1,607,838	

Source: HCISD, director of Instructional Technology.

The technology component in the 2001 bond package provided $5 million for technology-related equipment over a two-year period. **Exhibit 9-13** lists the technology project bond expenditures through 2001-02.

<div align="center">

Exhibit 9-13
HCISD Technology Bond Expenditures
2001-02

</div>

Uses	Amount
Construction	$9,000
Consultant/management fees	$508,953
Hardware equipment	$324,555
Instructional technology (700 workstations)	$700,000

Infrastructure/cabling	$171,433
Software	$4,988
Total	**$1,718,929**

Source: HCISD, director of Instructional Technology.

Exhibit 9-14 lists the technology project expenditures that the district expects to complete by summer 2003.

Exhibit 9-14
HCISD Technology Bond Expenditures
2002-03

Uses	Amount
Upgrade district network switches	$1,188,000
Telephone PBX installation	$704,400
Security	$626,831
Building access	$270,000
Private fiber installations	$100,000
Instructional technology (projects, servers, proficiency incentives)	$150,000
Software upgrades (Microsoft 2000)	$200,000
Contingency	$41,837
Total	**$3,281,068**

Source: HCISD, director of Instructional Technology.

The federal E-rate program has provided HCISD additional funding that has been redirected to supplement the district's technology initiatives. The cost savings of telephone services covered by E-rate have gone to pay the salary of the Technology proficiency facilitator and provide the related hardware incentives for the technology proficiency initiative. **Exhibit 9-15** shows how much of the E-rate "savings" have been allocated to support the technology proficiency initiative.

Exhibit 9-15
HCISD E-rate Savings Allocated to Technology Proficiency Initiative
2002-03

Period	Funding	Technology	Technology	General

	Commitment	Proficiency Initiative Uses	Proficiency Initiative Costs	Fund Allocation
July 1, 2001 - June 30, 2002	$171,635	Technology Proficiency facilitator	$47,238	$99,397
		Workstations and equipment	$20,000	
		Proficiency incentives	$5,000	
July 1, 2002 - June 30, 2003	$275,526	Technology Proficiency facilitator	$47,238	$188,288
		Workstations and equipment	$20,000	
		Proficiency incentives	$20,000	

Source: HCISD, director of Instructional Technology.

HCISD has also obtained state-distributed Telecommunications Infrastructure Fund (TIF) grants to help supplement the technology infrastructure. The grants have provided HCISD schools increased technology access through wireless laptops.

Exhibit 9-16 lists TIF grants the district has received as of April 2003.

Exhibit 9-16
HCISD TIF Grants
April 2003

TIF Grant	Amount	Name	Uses	Period

PS 8	$400,000	Hays High School Barton Junior High School Wallace Middle Schools Alternative Impact Center Dahlstrom Middle School Green Elementary School Hemphill Elementary School Academy@Hays	Acquisition of wireless laptops, workstations and hubs.	October 2000-August 2002
PS 9	$200,000	Elm Grove Elementary School Fuentes Elementary School Buda Elementary School Kyle Elementary School	Acquisition of wireless laptops, workstations and hubs.	
PS 10	$250,000	Barton Junior High School Wallace Middle School Hays High School	Acquisition of wireless laptops, workstations and hubs.	May 2002-August 2003
PS 11	$35,000	Academy@Hays	Acquisition of wireless laptops, workstations and hubs.	

Source: HCISD, director of Instructional Technology.

COMMENDATION

HCISD uses a variety of technology funding sources to advance the infrastructure and integration of technology into the classroom.

FINDING

HCISD has not developed a complete set of documented policies and procedures for information technology-related functions. Without adequate policies, HCISD staff can implement functions in an inconsistent manner and increase the risk of data loss. The district has not documented policies for the following areas: defined computer requirements for purchasing, use of computer technicians, process for selecting and implementing software programs, technology review of technology-related purchase decisions, computer replacement and needs assessment.

Exhibit 9-17 lists the HCISD technology-related policies and procedures that are not documented.

Exhibit 9-17
HCISD Technology-Related Policies/Procedures Not Documented
March 2003

Policy/Procedure	Issue(s)
HCISD Technology does not provide clearly defined computer requirements to Purchasing.	Results in inadequate support from the suppliers.
HCISD does not have a policy for use of department computer technicians.	Results in computer technicians acting in a reactive mode; inefficient use of resources.
HCISD does not have a formal process for selecting and implementing software programs.	Individual campuses make decisions that may not be the most cost-effective for the district.
Individual departments are making decisions without consulting with the Technology Department.	• The HCISD Maintenance Department purchased Megamation (Canada) software, used by a San Antonio school district; the company promised converting data for free, provided a monthly charge without upfront charges; the problem has been a data exchange issue between two systems. • The director of Instructional Technology requested 5 Meg of space on a district server because high school teacher wants to try a Social Studies module.
HCISD does not have a formal computer replacement program.	Affects timely implementation of both hardware and software at the campuses.
HCISD does not perform a needs assessment for each technology project.	Results in not realizing the maximum value from each investment.

Source: HCISD, director of Instructional Technology.

The City of Galveston administration developed information technology policies that include personal computer technology, computer accounts and passwords, computer viruses, data protection, use of technology

resources, networks and electronic mail, electronic signatures and Internet use.

Exhibit 9-18 lists examples of information technology policies, scope and responsibilities.

Exhibit 9-18
Example of Information Technology Policies
March 2003

Policy	Scope	Responsibilities
City Information - Definition	Business information, documents, software, security measures.	Questions about information integrity or policies directed to Information Technology.
IT Protection Policy	Applies to all City and subsidiary employees, contractors, consultants, temporaries and other users, including those users affiliated with third parties who access City computer network.	• City employees must comply with all City policies and procedures contained and/or referenced in this document regarding computer and system security. • City Information Technology must establish, maintain, implement, administer and interpret citywide information integrity policies, standards, guidelines and procedures. • City management must ensure that information and information systems are protected by providing a budget and dictating enforcement of policies. • City departmental managers must ensure that appropriate computer and communication system security measures are

		observed.
Use of Technology Resources	The use of district technology resources for data processing, communication and electronic office systems.	Use of information and information systems is prohibited without written approval. Violations will subject employees to disciplinary action. Contractors will be subject to the terms of the Non-Disclosure and Confidentiality Agreement.
Networks and Electronic Mail	All information traveling over the City computer networks not specifically identified as the property of other parties is treated as a City asset.	No responsibility is assumed for the disclosure of information sent over city's systems and no assurances are made about the privacy of information handled by city internal networks.
Electronic Signatures	Approvals or authorizations are typically given in the form of a signature on a paper document. However, many documents that require approval are transmitted electronically. In these cases, a name, or some other unique and recognizable identification code can be considered if certain conditions are met.	The issuer, approver and recipient(s) of a document are aware that this action constitutes an approval or authorization. Sufficient security controls exist to prevent a person from initiating a document or transmitting an approval under a name other than his/her own. The system on which the electronic document is "signed" records the date and time of the transmittal. The electronic document is maintained on file to provide evidence of approval.
Internet Policy	City's use of the Internet revealed a need for guidelines to provide uniformity among the campus information users.	To communicate with district and non-district personnel, an employee must receive authorization to deal directly with personnel in the normal course of the workday and must have authorization for access to e-mail or the Internet.
Computer Accounts and Passwords	Computer accounts and passwords identify computer users and verify their	Computer accounts and the passwords to those accounts must be kept private and

	authorization to perform specific computer tasks.	confidential. Employees are responsible for the use of and actions performed by their computer accounts. Maintain passwords in accordance with the password guidelines.
Computer Viruses	A computer virus is an unauthorized program that replicates itself, attaches itself to other programs and spreads onto various data storage media and/or across a network.	To assure continued uninterrupted service for computers and networks, all computer users must keep approved virus screening software enabled on their computers. Users may not bypass scanning processes.
Personal Computer Technology	This policy governs the acquisition, use, maintenance security and data integrity of the district's personal computer technology.	The\Information Technology department of City is solely responsible for the acquisition of all personal computer hardware and software that is used by City. Ownership of personal computer hardware and software is vested in Information Technology. No other department is authorized to purchase hardware or software.
Data/Program Backup and Retention Periods	Any City information that is stored on the network and computers.	Information Technology department must perform automatic daily backups of all information stored on these systems. Information must be retained for as long as necessary.
Data Encryption	When City "critical" or "confidential" information, source code or information entrusted to City by a business partner is transmitted over any public communication network, it must be sent in encrypted form.	Any City information user must report the following situation immediately to the Information Technology department: if sensitive City information is lost, disclosed to unauthorized parties or suspected of being lost or disclosed to unauthorized parties.

Source: City of Galveston, director of Finance.

San Antonio ISD's Technology Department developed and circulated written memos outlining key technology-related policies. These memos documented Internet usage policy, information dissemination procedures, hardware purchasing standards and maintenance and upgrades of microcomputers and printers for faculty, staff and students.

Recommendation 39:

Develop and document district technology policies and procedures that include all information-related activities.

As a result of implementing this recommendation, HCISD will have a complete set of IT policies and procedures with clearly defined policy scope and management responsibilities.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Instructional Technology establishes a district IT protection policy that includes the following areas: use of technology resources, networks and electronic mail, electronic signatures, Internet use, computer accounts and passwords, personal computers, data/program backup and retention periods and data encryption.	December 2003
2.	The director of Instructional Technology presents the plan to the superintendent and board for approval.	March 2004
3.	The director of Instructional Technology communicates the plan to the appropriate personnel.	April 2004

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

HCISD does not use a work order system to manage trouble calls, which results in ineffective use of the technicians. The Technology technicians use the district e-mail and telephone systems to receive work orders. The technicians reported duplication of service, difficulty in keeping track of work orders and frustration that they do not have an online work order system.

The Technology Department does not have definitive data on the type of work orders that are received and serviced by the department. If data on the type of work orders serviced were known, the basic type of problems could be serviced by school personnel, who could reduce the technician

staff required or delay the hiring of additional field technicians. If the service time for every work order were known, the department could determine each technician's performance and help determine the need for training. For example, if a technician requires more time to fix a certain type of problem, it suggests a need for additional training.

The director of Instructional Technology reported that the district is contracting with a Lotus Notes programmer to develop an online work order system.

Recommendation 40:

Develop an online work order system to manage work orders and technicians.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Technology services coordinator works with the existing outside consultant to complete the online work order system.	November 2003
2.	The director of Instructional Technology and the Technology Services coordinator will review the online technology work order system and make it available for district use.	January 2004
3.	The director of Instructional Technology and the workflow coordinator uses the information provided by the online technology work order system to assess technician performance and staffing needs.	February 2004

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 9
COMPUTERS AND TECHNOLOGY

C. Instructional Technology

The impact of technology on student achievement revolves around how well technology is integrated to support student instructional objectives. This requires substantial staff development emphasizing both technology applications and its integration into the curriculum and classroom instruction. There is a need for teachers and administrators to have a clear vision of effective technology best practices and a clear path to achieve it.

FINDING

HCISD's Technology Proficiency initiative, implemented this year, requires all teachers to attend four levels of training tied to incentives. These required levels of training deal with basics through advanced technology integration skills. The basics include: grade reporting, voice messaging, Texas library connection overview, basic operating systems, e-mail and word processing. The integration component combines more advanced application technology skills, such as spreadsheet and databases, along with the development of lessons that integrate technology applications with core and enrichment area TEKS. All teachers will have approximately 1.5 years to meet the basic requirement and additional time to meet the other advanced technology proficiencies. These requirements are being tracked via a portfolio.

COMMENDATION

HCISD has an exemplary training model that addresses the state's Long Range Plan for Technology component for Educator Preparation and Development.

FINDING

HCISD's Career and Technology program provides students with multiple opportunities to meet their keyboarding requirements; allows students multiple choices in meeting their high school computer graduation credit requirement; ensures appropriate staff development for technology teachers on a multitude of software applications, such as the full range of Macromedia and Adobe products; and manages a state-of-the art technology center that consists of 10 recently deployed computer labs at the high school.

Students meet the keyboarding requirement through a middle school keyboarding objective course, a proficiency exam or the traditional high school keyboarding course.

The variety of courses students can take to meet their one computer credit requirement for graduation include Business Computer Information Systems I and II, Business Multimedia, Business Computer Programming, Business Computer Imaging, Computer Integrated Manufacturing, Technology Systems and the CISCO Academy.

COMMENDATION

The Career and Technology program provides students a varied and rich technology experience.

FINDING

HCISD is not in compliance with state law by offering only two of the four state-required Technology Applications courses at the high school. This is based on the TEA requirements found in Chapter 74, which provides state curriculum requirements for districts. According to the Career and Technology coordinator, HCISD only offers two of these courses. By not offering all four courses, HCISD is denying its students the opportunity to learn higher-end applications, which are crucial skills in today's work place and higher education.

Richardson ISD provides its students the full range of high school Technology Applications TEKS courses. In addition, the Texas Center for Educational Technology Web site (www.tcet.unt.edu) and the TEA's Web site (www.tea.state.tx.us/technology) provide information regarding curriculum and staff development opportunities for these courses.

Recommendation 41:

Offer the four state-required Technology Application courses at the high school.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Career and Technology coordinator offers two additional high school Technology Application TEKS courses for 2004-05.	January 2004
2.	The Career and Technology coordinator, if registration merits, prepares for teaching these courses in 2004-05.	March 2004 and Ongoing
3.	The Career and Technology coordinator identifies teachers to	June 2004

	teach selected courses, develops/modifies curriculum materials and provides training.	

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 9
COMPUTERS AND TECHNOLOGY

D. Infrastructure, Hardware, Software and Telephones

Technology infrastructure consists of cabling, phone lines, hubs, switches, routers and other devices that connect the various parts of an organization through local area networks (LANs) and a wide area network (WAN). A high-speed infrastructure allows users to access people and information inside and outside of the organization.

A WAN generally provides users with tools, such as e-mail systems and links to the Internet. WANs are usually "closed," meaning security measures prevent persons outside the WAN from obtaining information housed inside the WAN without proper user identification (ID) and a password.

A WAN connects LANs throughout an organization. A LAN connects users within a single building to one network. This is generally accomplished by running wires in ceilings throughout a building. The wires connect individual computers to each other through central computers, called file servers. The rooms containing the file servers and termination points for all of the wires are called telecommunication closets. By connecting the LAN to a WAN, all LAN users gain access to others in the organization. An organization that has every user connected must have the infrastructure necessary to take full advantage of both present and future telecommunications capabilities.

While the hardware infrastructure provides the connections that permit communications and the capability to retrieve process and disseminate information, the software makes these tools powerful resources. Software is a critical technology resource that requires close attention to serve an organization effectively. Productivity tools, such as spreadsheets and databases, make it possible for people with limited technical capabilities to perform sophisticated data manipulation that previously could only be performed on a larger mainframe.

Any analysis of a school district's technology must include the type of hardware available to staff, teachers and students. While computers are the predominant hardware resource, other resources include televisions, scanners, digital cameras, color printers, probes and calculators.

Computers used for instruction need to have sufficient speed to support recently developed multimedia courseware and also need access to the Internet. Computers used for administrative purposes need sufficient

memory and speed to use the advanced software tools available for data storage, manipulation and analysis. Administrative computers need to be networked. The speed and memory of a computer must be equal to the weight of its role.

HCISD has documented a disaster recovery plan that provides the district with a procedure to evaluate risks and to allow for recovery of computer and network systems from a disaster. HCISD has adequate control over its hardware and software. All HCISD computers and printers are tagged with barcode stickers. The warehouse/textbooks and fixed assets department inventory all fixed assets, including all hardware. The Technology Department also keeps an inventory of all the equipment by campus and the technician staff verifies the software licenses before they install any new hardware in the district.

FINDING

HCISD provides equitable technology distribution by campus. There are 2,345 computers in the district with a 3.7:1 ratio of students to computer, which is below the TEA's current ratio of 4:1. The technology breakdown is as follows:

- elementary: one computer in classroom, one computer lab of 26 computers, one wireless network cart with 15 laptops, 10-12 library computers and networked printers in pods;
- middle school: one computer in classroom, three computer labs of 26 computers, one wireless network cart of 15 laptops, 10-12 library computers and networked printers in pods; and
- high school: one computer in classroom, three computer labs of 26 computers for multipurpose use, 10 computer labs for Career and Technology, one wireless network cart of 20 laptops, 25 library computers and networked printers in pods.

COMMENDATION

HCISD provides equitable distribution of technology across the district.

Chapter 10
TRANSPORTATION

This chapter reviews the Transportation Department of the Hays Consolidated School District (HCISD) in the following sections:

A. Organization and Management
B. Routing and Scheduling
C. Safety
D. Fleet Maintenance and Management
E. Facilities
F. Opportunities for Outsourcing

The goal of a school district's transportation department is to transport its students in a safe manner. Secondary goals are on-time and efficient transportation. The cost per student is also a significant consideration.

BACKGROUND

The Texas Education Code (TEC) authorizes, but does not require, Texas school districts to provide student transportation to and from home, school, career and technology training locations and extracurricular and cocurricular activities.

The Texas Education Agency (TEA) requires each eligible school district that receives state reimbursement to provide two annual school transportation reports, the School Transportation Route Services report and the School Transportation Operations report. The School Transportation Route Services report documents miles traveled and the number of riders by program and subprogram. The School Transportation Operations report documents total miles, costs and fleet data. The mileage numbers that the review team uses in this chapter are from these TEA reports.

Regular transportation is the largest category and includes a number of different sub-programs: regular education, alternative, bilingual, gifted and talented, parenting, pre-kindergarten, year-round and desegregation. State transportation reimbursement is based upon students who either live two or more road miles from the school (standard two-mile eligible students) or live within two miles of the school but in areas designated as hazardous.

For the regular transportation program, the state reimburses districts for qualifying transportation expenses based on linear density. This is the ratio of the average number of regular program students transported daily on standard routes to the number of route miles traveled daily for those

standard routes. Standard route miles and riders are a subprogram of the regular program and do not include miles or riders for alternative, bilingual, desegregation, magnet, parenting, year-round or hazardous area services. TEA uses this ratio to assign each school district to one of seven linear density groups. Each group is eligible to receive a maximum allotment per mile. As linear density increases, so does the state allotment. **Exhibit 10-1** shows the state approved linear density groups and the related allotment per mile.

Exhibit 10-1
State Approved Linear Density Groups
2001-02

Linear Density Group	Allotment per Mile
2.40 and above	$1.43
1.65 to 2.40	$1.25
1.15 to 1.65	$1.11
0.90 to 1.15	$0.97
0.65 to 0.90	$0.88
0.40 to 0.65	$0.79
Up to 0.40	$0.68

Source: TEA, Handbook on School Transportation Allotments, revised June 2002.

For comparison purposes, HCISD chose Bastrop, Lockhart and San Marcos as peer districts.

Exhibit 10-2 shows 2001-02 enrollments for HCISD and selected peer districts, the number of students transported in all programs and the percentage of total students transported compared to total enrollment. HCISD had the highest percentage of students riding the bus.

Exhibit 10-2
Percentage of Total Enrollment Transported
HCISD and Peer Districts
2001-02

District	Enrollment	Average Daily Ridership	Percentage of Enrolled Students

			Riding the Bus (*)
HCISD	**8,098**	**5,461**	**67.4%**
Lockhart	4,537	2,773	61.1%
Bastrop	6,775	3,541	52.3%
San Marcos	7,103	3,457	48.7%

*Source: TEA, Public Education Information Management System (PEIMS), 2001-02,
TEA, Route Services Reports and WCL ENTERPRISES calculations.
(*)Includes regular and special programs.*

Exhibit 10-3 shows the linear density of HCISD and its peer districts. State reimbursement is based on the district's linear density for the previous year. HCISD's 2001-02 allotment based upon linear density for 2000-01 was $0.97 per mile. Based upon an increase in its linear density for 2001-02, HCISD's allotment is eligible to increase to $1.11 per mile, which is the same as two of the three peer districts and more than the third. According to the director of Transportation, the reason for the increase in linear density is the elimination and consolidation of regular education routes.

Exhibit 10-3
Linear Density and Eligible State
Transportation Allotment for Regular Transportation
HCISD and Peer Districts
2001-02

District	2000-01 Linear Density	2001-02 Allotment Per Mile (*)	2001-02 Linear Density	2002-03 Eligible Allotment Per Mile (*)
HCISD	**0.976**	**$0.97**	**1.159**	**$1.11**
Bastrop	0.680	$0.88	0.633	$0.79
Lockhart	1.385	$1.11	1.394	$1.11
San Marcos	1.566	$1.11	1.466	$1.11

*Source: TEA, 2000-01 and 2001-02 School Transportation Operations Reports and
Route Services Reports.
(*)Allotment rates are based on the previous year's linear density.*

Exhibit 10-4 summarizes HCISD's transportation costs from 1997-98 through 2001-02. The cost per mile increased by 73.6 percent in this period. According to the assistant superintendent for Business and Operations, the primary reason for the cost increase in 2001-02 was the purchase of 11 new regular education buses at a cost of $699,453, four special education buses at a cost of $241,827 and six used buses at a cost of $14,650.

Exhibit 10-4
HCISD Summary of School Transportation Operations Reports for
Regular Transportation
1997-98 through 2001-02

	1997-98	1998-99	1999-2000	2000-01	2001-02	Percentage Change, 1997-98 through 2001-02
Operations Costs						
Salaries and benefits	$1,248,989	$1,255,517	$1,390,490	$1,649,171	$2,064,863	65.3%
Purchased and contracted services	$47,803	$52,626	$47,668	$51,215	$124,017	159.4%
Supplies and materials	$166,985	$141,870	$199,151	$336,318	$268,382	60.7%
Other operating expenses	$26,127	$28,463	$23,355	$44,539	$36,789	40.8%
Debt service	$0	$0	$0	$0	$0	N/A
Capital outlay	$2,776	$92,965	$239,810	$92,057	$132,979	4,690.3%
Total operations costs	**$1,492,680**	**$1,571,441**	**$1,900,474**	**$2,173,300**	**$2,627,030**	**76.0%**
Mileage Summary						
Route Mileage	886,477	860,201	850,189	1,068,694	933,084	5.3%
Extra/cocurricular mileage	129,240	116,988	126,355	126,478	115,677	(10.5%)
Other mileage	23,589	2,940	2,938	3,093	3,355	(85.8%)
Total annual mileage	**1,039,306**	**980,129**	**979,482**	**1,198,265**	**1,052,116**	**1.2%**

Cost per mile	$1.44	$1.60	$1.94	1.81	$2.50	73.6%

Exhibit 10-5 shows the regular transportation operations costs for HCISD and the peer districts for 2001-02. As the largest of the districts, HCISD's costs are the greatest.

Exhibit 10-5
Comparison of Operations Costs for Regular Transportation
HCISD and Peer Districts
2001-02

District	Salaries and Benefits	Purchased and Contracted Services	Supplies and Materials	Other Operating Expenses	Capital Outlay	Total Operating Costs
HCISD	**$2,064,863**	**$124,017**	**$268,382**	**$36,789**	**$132,979**	**$2,627,030**
San Marcos	$1,429,304	$25,381	$326,374	$43,284	$568,791	**$2,393,134**
Bastrop	$1,358,446	$113,854	$245,421	$52,259	$160,795	**$1,930,775**
Lockhart (*)	$27,920	$879,989	$38,409	$263,510	$0	**$1,209,828**

The reimbursement from the state does not fully cover a district's cost of providing transportation. For HCISD, the state allotment covered 30.2 percent of operations costs for 2001-02 (**Exhibit 10-6**).

Exhibit 10-6
State Transportation Allotment for Regular Transportation
HCISD and Peer Districts
2001-02

District	Total Allotment (*)	Operation Costs	Allotment as a Percentage of Operation Costs

Bastrop	$798,510	$1,930,775	41.4%
Lockhart	$383,941	$1,209,828	31.7%
HCISD	**$793,382**	**$2,627,030**	**30.2%**
San Marcos	$596,021	$2,393,134	24.9%

Source: TEA, 2001-02 School Transportation Operations Reports and Route Services Reports and WCL ENTERPRISES calculations.
(*)State allotment is based on previous year's linear density.

Exhibit 10-7 shows the actual cost per mile for HCISD and the peer districts from 1997-98 through 2001-02. Compared to its peer districts, HCISD's cost per mile for regular education from 1997-98 through 2001-02 increased 73.6 percent, the highest in the group.

Exhibit 10-7
Comparison of Cost per Mile for Regular Transportation
HCISD and Peer Districts
1997-98 through 2001-02

	Cost per Mile					
District	**1997-98**	**1998-99**	**1999-2000**	**2000-01**	**2001-02**	**Percentage Change, 1997-98 through 2001-02**
HCISD	**$1.44**	**$1.60**	**$1.94**	**$1.81**	**$2.50**	**73.6%**
Bastrop	$1.48	$1.50	$1.77	$1.85	$1.75	18.2%
Lockhart	$3.17	$2.48	$2.62	$2.88	$2.84	(10.4%)
San Marcos	$4.30	$1.72	$1.94	$2.11	$2.83	(34.2%)

Source: TEA, School Transportation Operations Reports, 2001-02.

Special transportation is available for those students who have special needs as determined by the local district. The Federal Individuals With Disabilities Education Act (IDEA) requires a public school district to provide transportation to students with disabilities if it provides transportation for students in the general population or if its students with disabilities require transportation to special education services.

TEA does not base its reimbursements for special program transportation on linear density. The per mile allotment rate for special programs is set and capped by the Legislature. All transportation for special program students, except certain extracurricular trips, is eligible for state reimbursement at a maximum of $1.08 for each route mile. In 2001-02, HCISD's actual cost for special program transportation was $1.80 per mile, or 60 percent of its cost (**Exhibit 10-8**). Compared to its peer districts, HCISD's cost per mile for special education increased 45.2 percent from 1997-98 through 2001-02, the highest in the group.

Exhibit 10-8
Cost per Mile for Special Transportation
HCISD and Peer Districts
1997-98 through 2001-02

District	1997-98	1998-99	1999-2000	2000-01	2001-02	Percentage Change, 1997-98 through 2001-02
HCISD	**$1.24**	**$1.37**	**$1.74**	**$1.81**	**$1.80**	**45.2%**
Lockhart	$2.57	$2.28	$2.95	$2.71	$2.87	11.7%
Bastrop	$1.29	$1.28	$1.50	$1.45	$1.29	0.0%
San Marcos	$1.79	$1.85	$2.75	$3.13	$1.66	(7.3%)

Source: TEA, School Transportation Operations Reports, 2001-02.

From 1997-98 through 2001-02, HCISD's operating costs for special education transportation increased 30 percent (**Exhibit 10-9**). HCISD's special education student population increased from 238 students in 1997-98 to 356 in 2001-02. This is an increase of 49.6 percent.

Exhibit 10-9
HCISD Special Program Transportation Costs
1997-98 through 2001-02

	1997-98	1998-99	1999-2000	2000-01	2001-02	Percentage Change, 1997-98 through 2001-02
Operations Costs						

Salaries and benefits	$423,442	$452,222	$514,291	$482,967	$616,777	45.7%
Purchased and contracted services	$18,315	$19,466	$29,959	$15,299	$4,938	(73.0%)
Supplies and materials	$63,980	$52,473	$73,658	$100,459	$47,362	(26.0%)
Other operating expenses	$10,011	$10,627	$8,638	$13,304	$1,563	(84.4%)
Debt service	$0	$0	$0	$0	$0	N/A
Capital outlay	$0	$0	0	$27,498	0	N/A
Total operations costs	$515,748	$534,788	$626,546	$639,527	$670,640	30.0%
Mileage Summary						
Route mileage	413,482	388,187	358,817	351,786	370,585	(10.4%)
Extra/cocurricular mileage	580	330	321	632	1,022	76.2%
Other mileage	1,352	1,109	1,081	957	803	(40.6%)
Total annual mileage	415,414	389,626	360,219	353,375	372,410	(10.4%)
Cost per mile	**$1.24**	**$1.37**	**$1.74**	**$1.81**	**$1.80**	**45.2%**

Source: TEA, School Transportation Operations reports, 1997-98 through 2001-02 and WCL ENTERPRISES calculations.

HCISD's standard route mileage and total annual mileage for special program transportation both declined 10.4 percentfrom 1997-98 through 2001-02.

Exhibit 10-10 shows the special program transportation costs for HCISD and peer districts for 2001-02. HCISD's total costs are the highest of its peer districts.

Exhibit 10-10
Comparison of Special Transportation Operations Costs
HCISD and Peer Districts
2001-02

District	Salaries and Benefits	Purchased and Contracted Services	Supplies and Materials	Other Operating Expenses	Capital Outlay	Total Operating Costs
HCISD	**$616,777**	**$4,938**	**$47,362**	**$1,563**	**$0**	**$670,640**
Bastrop	$290,707	$22,626	$46,613	$9,935	$35,767	**$405,648**
Lockhart (*)	$0	$254,761	$11,119	$47,435	$0	**$313,315**
San Marcos	$254,341	$2,875	$19,302	$2,100	$0	**$278,618**

Source: TEA, School Transportation Operations Reports, 2001-02.
(*)Lockhart contracts with an external vendor for its transportation service.

The reimbursement from the state does not fully cover a district's cost of providing transportation. For HCISD, the state allotment covered 59.2 percent of operations costs for 2001-02, the second highest percentage among the peer districts (**Exhibit 10-11**).

Exhibit 10-11
Percentage of Special Transportation Costs Covered by State Allotment
HCISD and Peer Districts
2001-02

District	Total Allotment	Operation Costs	Percentage of Operation Costs
Bastrop	$325,173	$405,648	80.2%
HCISD	**$397,026**	**$670,640**	**59.2%**
San Marcos	$118,238	$278,618	42.4%
Lockhart	$110,789	$313,315	35.4%

Source: TEA, School Transportation Operations Reports and Route Services Reports, 2001-02 and WCL ENTERPRISES calculations.

Career and Technology Education (CATE) program transportation is for students enrolled in those programs between their respective residences and their respective schools of regular attendance, beginning at the first school served and ending at the last school served. It is divided into two

categories for reporting purposes: regular, for regular education students; and special, for special education students. The funding for this program is determined on the basis of the reported total annual mileage and the cost per mile of the transportation system for providing regular transportation services for the preceding fiscal year. There is not a maximum amount in this group since this is the only program for which the state allocation is based upon actual cost.

In 2001-02, HCISD provided CATE transportation for 34 students for 8,746 miles. HCISD received $15,830, or $1.81 per mile, in state reimbursements.

Private program transportation is provided by the parents or their agents when they furnish transportation in an isolated area two or more miles from the nearest available school bus route and their student's assigned campus of regular attendance. These may be regular or special students. The amount provided is 25 cents per mile up to a maximum of $816 per year per student. HCISD does not provide home to school private transport.

Hazardous transportation reimbursement is for students living within the two-mile regular service area where hazardous walking conditions exist. Examples of hazardous areas include areas in which there are no sidewalks, no formal crosswalks, no traffic control signals, heavy traffic and other circumstances creating a hazard for pedestrian traffic. The state pays districts a maximum of 10 percent of the regular program allotment for a given fiscal year for hazardous transportation reimbursement.

Exhibit 10-12 summarizes HCISD's total students transported, annual mileage and state allotment by the regular, special and CATE programs from 1997-98 through 2001-02. Regular program information includes hazardous route information. While regular program and CATE ridership and mileage increased, special program ridership increased and mileage decreased. Total state allotment also decreased 2.6 percent.

Exhibit 10-12
HCISD Ridership, Mileage and State Allotment by Program Category
1997-98 through 2001-02

	1997-98	1998-99	1999-2000	2000-01	2001-02	Percentage Change, 1997-98 through 2001-02
Regular Program						

Total Daily Ridership	4,277	4,534	4,527	4,645	5,071	18.6%
Total Annual Mileage	1,039,306	980,129	979,482	1,198,265	1,052,116	1.2%
Special Program						
Total Daily Ridership	238	278	362	343	356	49.6%
Total Annual Mileage	415,414	389,626	360,219	353,375	372,410	(10.4%)
CATE Program						
Total Daily Ridership	12	21	20	36	34	183.3%
Total Annual Mileage	7,596	7,809	4,044	10,095	8,746	15.1%
State Allotment						
Regular Program	$852,746	$929,070	$856,603	$980,043	$793,382	(7.0%)
Special Program	$375,211	$399,196	$414,111	$359,375	$397,026	5.8%
Career and Technology Program	$10,558	$11,245	$6,470	$19,584	$15,830	49.9%
Total Allotment	**$1,238,931**	**$1,339,714**	**$1,277,184**	**$1,359,002**	**$1,206,238**	**(2.6%)**

Source: TEA, School Transportation Operations Reports and Route Services Reports, 1997-98 through 2001-02 and WCL ENTERPRISES calculations.

Exhibit 10-13 shows the cost per daily rider of providing regular program transportation services in HCISD and its peer districts and the number of riders per route mile. HCISD has the second lowest cost per daily rider and is 12.4 percent below the average cost per rider for peer districts. HCISD has the second fewest riders per route mile and is 18.3 percent below the average riders per route mile.

Exhibit 10-13
Comparison of Cost Per Rider and
Riders per Route Mile for Regular Transportation
HCISD and Peer Districts
2001-02

District	Total Annual Operating Costs	Daily Ridership	Cost Per Rider Per Day	Total Annual Miles (*)	Riders per Route Mile
Lockhart	$1,209,821	2,671	$453	426,083	0.9
HCISD	**$2,627,030**	**5,071**	$518	**1,052,116**	**1.1**
San Marcos	$2,393,134	3,327	$719	846,804	1.4
Bastrop	$1,930,775	3,365	$574	1,105,576	1.8
Peer district average	$1,844,577	3,121	$591	792,821	1.4
HCISD difference from peer district average			(12.4%)		(18.3%)

Source: TEA, School Transportation Operations Reports and Route Services Reports, 2001-02 and WCL ENTERPRISES calculations.
(*)Includes deadhead miles.

Exhibit 10-14 shows the daily cost per rider of providing special program transportation service in HCISD and its peer districts and the number of riders per route mile. HCISD has the second lowest cost per rider per day and is 43.8 percent below the daily average cost per rider for the peer districts. HCISD has the fewest riders per route mile and is 41.2 percent below the average riders per route mile.

Exhibit 10-14
Comparison of Cost per Rider and
Riders per Route Mile for Special Transportation
HCISD and Peer Districts
2001-02

District	Total Annual Operating	Annual Ridership	Cost Per Rider	Total Annual Miles	Riders per Route

	Costs		Per Day	(*)	Mile
HCISD	**$670,640**	**356**	**$1,884**	**372,410**	**5.8**
Lockhart	$313,315	69	$4,541	109,011	8.8
San Marcos	$278,618	94	$2,964	167,847	9.9
Bastrop	$405,648	159	$2,551	313,300	10.9
Peer district average	$332,527	107	$3,352	196,719	10.0
HCISD difference from peer district average			(43.8%)		(41.2%)

Source: TEA, School Transportation Operations Reports and Route Services Reports, 2001-02 and WCL ENTERPRISES calculations.
(*)Includes deadhead miles.

Chapter 10
TRANSPORTATION

A. Organization and Management

The Transportation Department is headed by the director of Transportation who reports to the assistant superintendent for Business and Operations at the central office. HCISD's Transportation Department has three components: regular education lead drivers and regular drivers, who report to the route coordinator; special education lead drivers, regular drivers and monitors who report to the driver trainer/safety coordinator; and vehicle maintenance staff, who report to the shop foreman (**Exhibit 10-15**).

Exhibit 10-15
HCISD Transportation Department Organizational Structure
2002-03
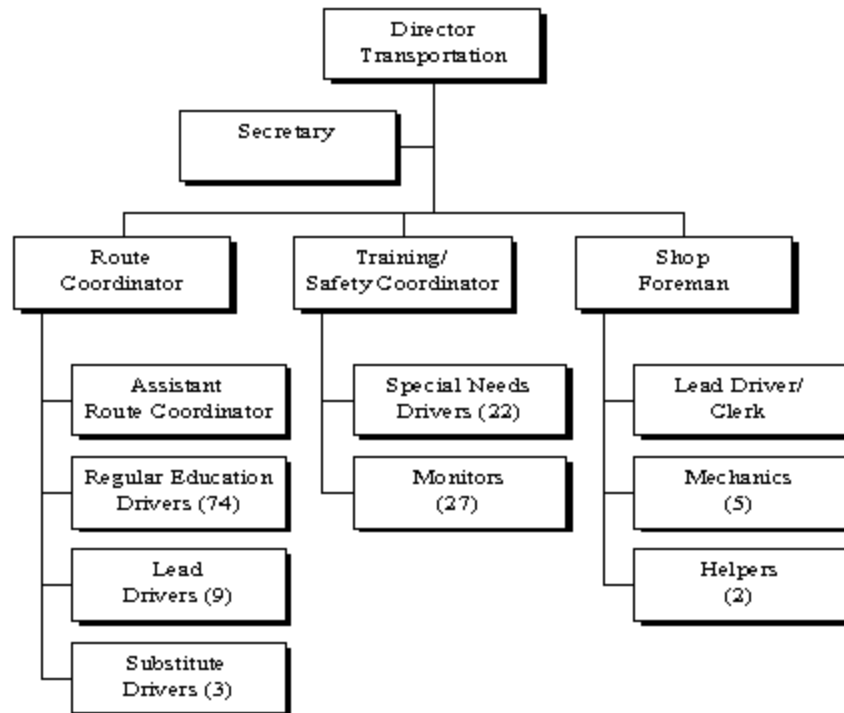
Source: HCISD Transportation Department.

The department has 149 employees and is staffed with one director, one secretary, one route coordinator, one training/safety coordinator, one shop foreman, one assistant route coordinator, nine lead drivers, 74 regular education drivers, 22 special needs drivers, 7 regular education and 20 special needs monitors, seven mechanics/helpers and three substitute drivers.

The director of Transportation manages the transportation and vehicle maintenance program. Key responsibilities include approving and updating bus routes and schedules for all schools; approving transportation for extracurricular activities and special programs; reviewing rates charged for extracurricular or cocurricular transportation; enforcing safety standards; developing training options and improvement plans; and approving payroll data.

The secretary assists with daily operations and provides clerical support to the director. The secretary also maintains accurate department records, compiles data to prepare various state and district reports, maintains files on bus incidents and trips, prepares the payroll for the department, processes purchase orders and serves as a substitute dispatcher as needed.

HCISD has several types of bus drivers. Nine drivers serve as lead drivers and work 40 hours per week. The district pays these lead drivers an extra $6 per day. They do not have assigned daily regular or special education bus routes. Instead, they perform special duties including training new bus drivers, serving as substitute drivers, conducting patrols of routes in bad weather, identifying whether there are any hazardous aspects to new routes and measuring routes for inclusion in the annual report to TEA.

The district assigns regular drivers to regular or special education routes and to extracurricular trips. HCISD uses three substitute drivers and the lead drivers to cover routes when regular bus drivers are not available.

The route coordinator logs driver time and attendance, conducts a visual check of each driver when the driver arrives to ensure that the drivers are drug-free, arranges coverage for all regular and special education routes, schedules buses and records driver absences.

The training/safety coordinator conducts initial screening interviews, organizes and implements the district's training programs, works with insurance companies after accidents and investigates accidents.

Certain lead drivers have additional duties that are not the same as the other lead drivers noted above. One lead driver assists the training/safety coordinator in training drivers and implementing the ongoing safety program. The assistant route coordinator assigns drivers for extracurricular trips and submits bills for extracurricular trips to the Finance Department, where the funds are transferred from user accounts to the Transportation Department's account. The lead driver/clerk performs office duties to assist the shop foreman.

The shop foreman and mechanics perform maintenance on the buses and other district vehicles.

The monitors serve as bus attendants and monitor student behavior on the bus. They report disciplinary infractions to the route coordinator, who forwards the information to the principal at the appropriate school.

HCISD guarantees bus drivers 20 hours per week. The drivers are eligible to receive health insurance benefits. **Exhibit 10-16** shows that HCISD's compensation for drivers is competitive with its peer districts.

Exhibit 10-16
Comparison of Bus Driver Benefits
HCISD and Peer Districts
2002-03

| | Hourly Salary Range | | | | |
District	Minimum	Maximum	Hours Guaranteed Per Week	Health Insurance Availability and Employee Cost	Other
HCISD	**$10.00**	**$15.00**	20	yes, $291-$313	**$25 per month for perfect attendance; $2 per day for five years or more of service**
Lockhart	$8.85	$12.05	20	N/A - contract	Social security and unemployment insurance
San Marcos	$10.50	$13.50	20	yes, $200	Three paid holidays
Bastrop	$9.55	$14.23	20	yes, 80% of full premium	District-provided daycare at reduced cost

Source: HCISD director of Transportation and telephone interviews with the peer school districts.

Exhibit 10-17 shows that the Transportation Department's budget increased 34.2 percent from 2000-01 to 2002-03. The largest area of

increase was in the capital outlay. The district budgeted $665,000 in this category in 2002-03 for the purchase of new buses.

Exhibit 10-17
HCISD Transportation Department Expenditure Analysis
2000-01 through 2002-03

	Actual		Budgeted	
Budget Category	**2000-01**	**2001-02**	**2002-03**	**Percentage Change**
Salaries and benefits	$2,132,138	$2,681,640	$2,566,449	20.4%
Purchased and contract services	$66,514	$128,955	$106,120	59.6%
Supplies	$436,777	$315,744	$398,528	(8.8%)
Other operating expenses	$57,843	$38,352	$38,883	(32.8%)
Capital outlay	$119,555	$132,979	$665,000	456.2%
Total	**$2,812,827**	**$3,297,670**	**$3,774,980**	**34.2%**

Source: TEA, Operational Costs, 2000-01 and 2001-02 and HCISD, Transportation Department budget, 2002-03.

Exhibit 10-18 shows the overtime paid in the Transportation Department for 2000-01, 2001-02 and 2002-03. In each year, HCISD budgeted $18,209 for overtime and exceeded that amount by 701 percent in 2002-03, 654 percent in 2001-02 and 677 percent in 2000-01.

Exhibit 10-18
HCISD Transportation Department Overtime Costs
2000-01 through 2002-03

Year	Budgeted Overtime Costs	Actual Overtime Costs	Percentage Over Budget
2002-03	$18,209	$145,873 (*)	701%
2001-02	$18,209	$137,341	654%
2000-	$18,209	$141,534	677%

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According to a March 5, 2003 memorandum from the director of Transportation to the assistant superintendent for Business and Operations, two senior positions-the dispatcher and the driver trainer/safety coordinator-were assuming supervisory responsibilities "far beyond their job description, and both have to be present during the opening and the closing of the route day." As a result of these additional responsibilities, the district converted these positions from non-exempt hourly positions, which are eligible to receive overtime, to exempt salaried positions, which are not eligible for overtime, effective May 2003. The director estimated the estimated savings in overtime would be $42,000 annually. The district re-titled the dispatcher position as the route coordinator and refers to the driver trainer/safety coordinator as the training/safety coordinator.

FINDING

The Transportation Department has comprehensive policies and procedures, with an employee handbook that it updates annually. The handbook contains clear expectations and evaluation procedures for employees, including bus drivers, bus attendants, dispatchers and shop employees. Policies on reporting absences and accidents and filing a complaint are clear. Sections on safety spell out specific general safety rules such as applying the parking brake before loading or unloading students. The handbook also contains general procedures for staff to follow during emergencies such as severe weather and school bus evacuations.

COMMENDATION

The Transportation Department maintains well-documented policies and procedures that provide guidance to employees on attendance, accident reporting and safety/emergency procedures.

FINDING

The Transportation Department charges other departments for maintaining their vehicles, maintaining district grounds and warehouses and extracurricular trips. The district charges the cost of parts and labor directly to the specific departments when Transportation Department technicians fix their vehicles. The district charges parts at cost and labor at the hourly rate of the technician performing the work.

The Transportation Department charges extracurricular trips to the appropriate school or department. For 2002-03, the department charged a rate of $2.50 per mile. This was the district's reported cost per mile for 2001-02. The director of Transportation reviews these rates annually and changes them as appropriate.

This process helps to ensure that the Transportation Department is not being unduly charged for its services to other areas of district operations. Transportation departments have an easier time operating as a cost effective operation when they are reimbursed for their services from other departments in the district.

COMMENDATION

The Transportation Department operates as an internal service cost center.

FINDING

The Transportation Department uses route assignments to reward employees for longevity, work history and attendance. According to the director of Transportation, the department posts vacant routes after the beginning of school each year. Drivers can request routes at this time. If more than one driver requests the same route, the route coordinator, with assistance from the director, awards the route to the driver with the most seniority, best work history and best attendance. The department also awards extracurricular and summer routes based upon these same three criteria.

Bus drivers also receive a $25 incentive payment for each month in which they have perfect attendance. A driver with a perfect attendance record can make as much as $250 annually in incentive pay. This helps provide high quality service as it encourages attendance for regular bus drivers and minimizes the use of substitute drivers.

These two incentive programs reward hard work and good attendance. These policy serves as a motivating factor to increase employee performance while rewarding the drivers for their efforts.

COMMENDATION

The Transportation Department provides compensation incentives to employees for length of service, work history and attendance.

FINDING

The Transportation Department is not effectively organized and lacks sufficient supervisory personnel. This situation creates a duplication of responsibilities between bus drivers and monitors. The department has lead drivers who have a title that implies a supervisory role but with no supervisory responsibility and also has positions that it does not require.

Even though they are called lead drivers, the lead drivers are not used as first-line supervisors who are expected to monitor and evaluate the performance of regular drivers.

Monitors, who serve as bus attendants for disciplinary purposes on regular education bus routes, perform activities that the district also assigns to bus drivers, i.e., monitoring behavior of students and reporting disciplinary infractions.

The district maintains three substitute drivers on its staff and pays them even when they are not needed. School districts typically use substitute drivers like substitute teachers, i.e., they are not paid until they are used.

Recommendation 42:

Reorganize the Transportation Department, redefine the responsibilities of key positions and eliminate unnecessary positions.

Exhibit 10-19 shows the recommended organization.

Exhibit 10-19
Recommended HCISD Transportation Organization
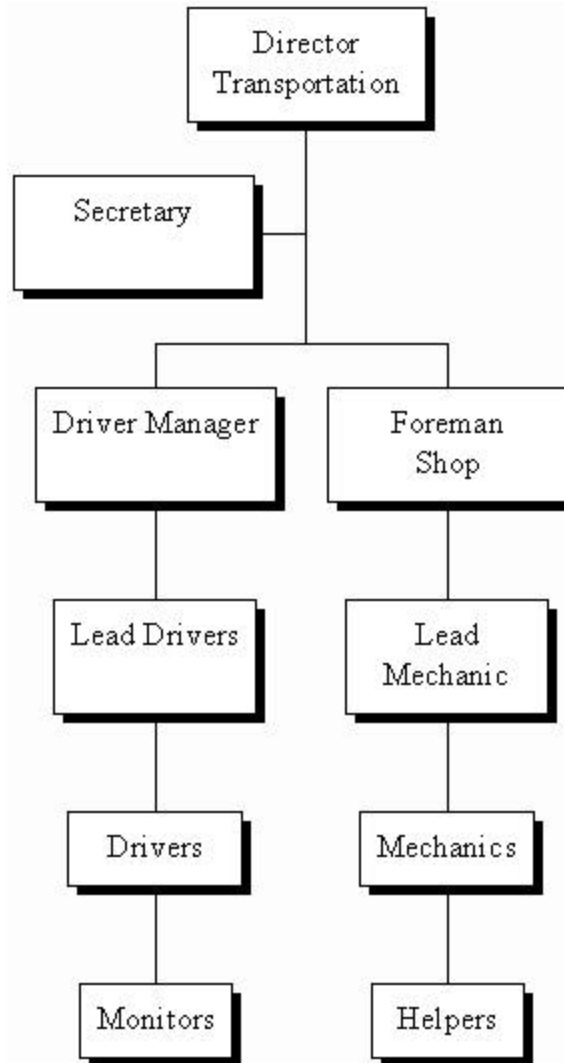
Source: WCL ENTERPRISES

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The staffing for this organization would be: one director, one secretary, one driver manager, one shop foreman, six lead drivers, 96 regular and special needs drivers, 20 special needs aides, one lead mechanic, and six mechanics/helpers. The recommended organization would require 16 fewer personnel (**Exhibit 10-20**).

Exhibit 10-20
Comparison of Current HCISD Transportation Department
Staffing to Recommended Organization

Position Title	Current Organization	Recommended Organization
Director	1	1
Secretary	1	1
Route Coordinator	1	0
Training/safety coordinator	1	0
Assistant route coordinator	1	0
Driver manager	0	1
Shop foreman	1	1
Trainers	10	6
Regular and special needs driver	96	96
Monitor	27	0
Special needs aide	0	20
Mechanic/helper	7	7
Substitute driver	3	0
Total	**149**	**133**

Source: WCL ENTERPRISES.

Also, this reorganization could accomplish the following:

- creates two lines of management instead of three;
- creates a driver manager or foreman responsible for supervising the lead drivers, assigning routes with input from the lead drivers and ensuring that lead drivers conduct driver evaluations (This position would replace the route coordinator position in the current organization.);
- eliminates the assistant route coordinator position (The district can transfer the primary functions of this position-computing bills for extracurricular and cocurricular activity trips -to the secretary.);
- eliminates the training/safety coordinator position (The department will shift training responsibilities to the lead drivers.);
- eliminates the lead drivers with specific extra duties: three lead driver/trainers and lead driver/clerk;
- redefines the role of the remaining lead drivers: serve as first-line supervisor of drivers and aides, evaluate field performance of both groups of employees, conduct community contact, conduct bus

driving training, conduct safety training, serve as substitute driver and act as rotating dispatcher in the morning and afternoon;
- redefines the secretary position, adding the responsibilities of computing and submitting charges to the Finance Department for extracurricular and cocurricular trips taken by schools to responsibilities for handling payroll and general clerical duties;
- eliminates seven regular education bus monitor positions;
- facilitates performance evaluations by lead drivers of all drivers and aides; and
- eliminates the three substitute bus drivers.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Transportation and the assistant superintendent for Business and Operations adopt the reorganization and develop an implementation schedule.	October 2003
2.	The superintendent approves the reorganization and implementation schedule.	November 2003
3.	The director of Transportation begins implementation of the new organization by announcing the redefined organizational structure.	November 2003
4.	The superintendent announces that the new organization becomes effective.	January 2004

FISCAL IMPACT

The route coordinator and the training/safety coordinator positions both have annual salaries of $41,119 for a total base salary of $82,238 between the two positions. Adding benefits of $7,535, [($2,700 health insurance + $15 unemployment insurance) + ($41,119 salary x 0.0256 in retirement, workers comp and Medicare benefits = $3,768 in total benefits x 2 positions = $7,535)] savings would be $89,773.

The new driver manager position would be added at the salary of the route coordinator position, or $41,119, with benefits of $3,768. The total annual cost of this position is $44,887 ($41,119 salary + $3,768 benefits).

The lowest four paid trainers have salaries of $15,750, $16,525 (two positions) and $17,445 or a total of $66,245. Adding employee benefit costs of $17,518, [($2,700 health insurance x 4 positions = $10,800 health insurance) + ($15 unemployment insurance x 4 positions = $60 unemployment insurance) + ($66,245 salary x 0.1005 in retirement, workers comp and Medicare benefits = $6,658) total benefits equal

$17,518] the annual savings from eliminating four lead driver positions would be $83,763 ($66,245 + $17,518 = $83,763).

The three substitute driver positions have annual salaries of $7,080 (two positions) and $9,293 for a total of $23,453. They do not receive benefits.

The seven bus monitor positions make a total salary of $53,366. Adding employee benefit costs of $24,368, [($2,700 health insurance x 7 positions = $18,900 health insurance) + ($15 unemployment insurance x 7 positions = $105 unemployment insurance) + ($53,366 salary x 0.1005 in retirement, workers comp and Medicare benefits = $5,363) total benefits equal $24,368] the annual savings from eliminating seven bus monitor positions would be $77,734 ($53,366 + $24,368 = $77,734).

Total annual savings from eliminating all the positions would be $229,837 (Deletions: route coordinator, training/safety coordinator, four lead drivers, three substitute drivers and seven bus monitor positions = $89,773 + $83,763 +$23,453 + $77,734 = $274,723 - addition of one driver manager at $44,887 = $229,837).

Given the recommended implementation timing of January 2004, the first year savings would be two-thirds of a year or $153,224 ($229,837 x 2/3 = $153,224).

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Reorganize the Transportation Department, redefine the responsibilities of key positions and eliminate unnecessary positions.	$153,224	$229,837	$229,837	$229,837	$229,837

FINDING

The Transportation Department has not realized the potential of recently purchased technology for employee timekeeping and fleet maintenance. As a result, the operation of the department is not as efficient as possible and requires more manual procedures than necessary.

Employee timekeeping accountability provides increased reliability of employee time records for payroll processing and reduces the time to process the payroll. Fleet maintenance applications provide cost accounting, recordkeeping and forecasting of vehicle repair.

The department purchased Kronos for employee timekeeping. The system is yet to be merged with the district's mainframe payroll system, resulting in manual preparation of employee time and attendance sheets for payroll.

Fleetmax-Vision, the vehicle maintenance system that was purchased, is being used to track maintenance as it is performed on vehicles. The system is designed to prompt the department when vehicles need preventive or scheduled maintenance. As a consequence, the department is not taking full advantage of the capabilities of the system to increase efficiency and lower costs.

By using a computerized maintenance tracking system, the Fort Bend ISD Transportation Department provides shop personnel with information that allows them to efficiently perform work and track vehicle history. The process provides a systematic review of work to be performed on each vehicle and lists all the work the district has done on the vehicle since date of purchase. The district reviews the system to measure personnel productivity. The troubleshooting and tracking system results in less downtime and increases vehicle longevity.

Recommendation 43:

Use existing software to increase efficiency in the Transportation Department.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Transportation and the assistant superintendent for Business and Operations develop a plan to implement use of the vehicle maintenance and employee timekeeping software.	October 2003
2.	The assistant superintendent presents the plan to the superintendent for review and modification.	December 2003
3.	The superintendent approves the plan and directs the Transportation director to implement it.	December 2003
4.	The Transportation director implements the plan.	February 2004

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 10
TRANSPORTATION

B. Routing and Scheduling

HCISD's Transportation Department serves 219.78 square miles with a fleet of 116 buses and 149 employees. HCISD operates buses from a terminal located on Interstate 35 (between exits 214 and 215).

In 2001-02, the latest year for which data is available, the Transportation Department transported 5,071 regular program riders, 356 special education program riders and 34 CATE program riders. These 5,461 riders represented 67.4 percent of the 8,098 students (**Exhibit 10-21**). From 1997-98 through 2001-02, ridership in all programs increased 20.6 percent.

Exhibit 10-21
HCISD Students Transported by Category
1997-98 through 2001-02

Ridership Category	1997-98	1998-99	1999-2000	2000-01	2001-02	Percentage Change, 1997-98 through 2001-02
Total daily regular program ridership	4,277	4,534	4,527	4,645	5,071	18.6%
Total daily special program ridership	238	278	362	343	356	49.6%
Total daily CATE program ridership	12	21	20	36	34	183.3%
Total ridership in all programs	**4,527**	**4,833**	**4,909**	**5,024**	**5,461**	**20.6%**

Source: TEA, School Transportation Operations and Route Services Reports, 1999-2002 and WCL ENTERPRISES calculations.

FINDING

The Transportation Department does not use its existing routing software to efficiently schedule routes. As a result, it may not be maximizing its linear density and not receiving the maximum state reimbursement.

The automated routing software is designed to provide optimum routing and scheduling of a district's buses-including run times, routing directions and cost reduction opportunities. The district could input information about ridership, route length (both time and distance), bell schedule and number of buses; the software develops optimal routes for the district to consider.

However, HCISD is not using the software to model routes. Instead, the department's use of the software is constrained by several factors. First, the district's current bell schedule allows for only limited time between the bells that signal the start of the school day. **Exhibit 10-22** lists the district's bell schedules by school level. The start times in the current bell schedule are very close together for a district of the geographic size of HCISD. The scheduling does not permit the Transportation Department the flexibility of using a full double or triple bell schedule.

Exhibit 10-22
HCISD Route Start Times and Bell Times
2002-03

Grade Level	Morning Route Start Time	Morning Bell Time	Afternoon Route Start Time	Afternoon Bell Time
Elementary schools	5:16 - 7:02 am	7:45 am	1:15 - 2:30 pm	2:45 pm
Middle schools	6:13 - 7:44 am	8:15 am	1:15 - 3:30 pm	3:15 pm
High school	6:35 - 8:01 am	8:40 - 8:50 am	3:08 - 4:02 pm	3:48 - 3:58 pm

Source: HCISD executive assistant to the superintendent.

As a result of the current bell schedule, 24 buses of the 71 regular education routes serve a single school, 40 buses serve two schools and seven buses serve three schools.

Second, instead of being able to model optimum time lengths for each route, district policy limits student time on the bus to 30 minutes per route. TEA recommends a maximum of one hour of actual ride time and that students should not be on the bus for periods in excess of 60 minutes. Considering that the loading/unloading of the bus alone may require 15 minutes of the allotted time, the actual drive time is limited even further.

Third, the capacities per bus are district-imposed averages of three to a seat for elementary, two-plus for junior high and two for senior high.

The use of routing software to plan new routes and evaluate existing routes helps ensure that districts design and implement the most efficient routes. Operating costs decline as districts revise and eliminate inefficient routes.

To improve the efficiency of Wimberly ISD's bus routing and scheduling, the district is working with the Hays County Planning and Geographic Information System (GIS) to help plan bus routes. The primary product of the pilot will be 100 CD-ROMs, each containing names, addresses and zip codes for Hays County residents. The disks will also provide street center lines, point data for location of buildings and other GIS coverage available at local, state and national levels.

Using staggered school hours, i.e., a multiple bell schedule, has enabled United ISD to operate with approximately 50 fewer buses than would be required if all schools started at the same time.

Kingsville ISD uses different starting times for its elementary schools, middle school, junior high and high school to reduce the number of buses needed to transport students. The staggered starting times are spaced with enough time to allow each bus to make multiple trips on most routes, thereby saving money while providing timely transportation for students. This reduces the overall number of buses needed by the district.

By coordinating bell times to allow multiple trips on most routes, Socorro ISD achieves lower cost of service and greatly improves the productivity of each bus route. Of its 53 regular education bus routes, only five serve a single school.

Recommendation 44:

Use the existing automated routing software to model bus routes for maximum efficiency and state reimbursement.

The district should modify its policies and procedures to provide the Transportation Department maximum flexibility in applying the routing software. Bell times should be modified to provide adequate time for the district to evaluate the application of a two-bell or three-bell schedule.

The district should change its student ride time policy to the TEA recommended maximum of one hour. This will allow the district to evaluate its routes for higher ridership and greater state reimbursement.

The seating ratios should be relaxed for planning purposes to averages of three-plus students per bench for elementary, three for junior high and two-plus for senior high.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Transportation and the assistant superintendent for Business and Operations develop a comprehensive and binding implementation plan to address these strategies.	November 2003
2.	The assistant superintendent for Business and Operations presents the plan to the superintendent for review and modification.	December 2003
3.	The superintendent presents the plan to the board for approval.	December 2003
4.	The director of Transportation implements the revised bell schedule and length of routes beginning with the 2004-05 year.	August 2004 and Ongoing

FISCAL IMPACT

Some school districts have shown a 7 to 15 percent reduction in the number of routes needed when moving from a manual to a computer routing system. HCISD operated 1,052,116 regular program miles during 2001-02 at a cost per mile of $2.50, and 372,410 special program miles at a cost per mile of $1.80. Using a conservative estimate of a 5 - percent reduction in operating miles, by fully implementing routing software, HCISD could save $165,032 per year (1,052,116 miles x $2.50 cost per mile x 5 percent = $131,515 for regular program plus 372,410 miles x $1.80 cost per mile x 5 percent = $33,517 for special program = $165,032), beginning in 2004-05.

Recommendation	2003-04	2004-05	2005-06	2006-2007	2007-2008
Use the existing automated routing software to model bus routes for maximum efficiency and state reimbursement.	$0	$165,032	$165,032	$165,032	$165,032

FINDING

The Transportation Department did not maximize its potential reimbursement from the state for hazardous routes. As a result, HCISD received about $22,000 less than the district was potentially eligible to receive.

The board policy adopted by the district for hazardous route definition is what is contained in the Texas Education Code (42.155d). However, the district does not aggressively pursue designation of routes as hazardous, thus limiting potential reimbursement. According to the TEC, "the Board or its designee shall provide to the Commissioner the definition of hazardous conditions applicable to the District and shall identify the specific hazardous areas for which the allocation is requested." In other words, school transportation departments have great flexibility in determining what is a hazardous condition for their district.

State transportation reimbursement is based upon students who either live two or more road miles from the school (standard route miles and riders) or live within two miles of the school but in areas designated as hazardous. Standard route miles and riders are a subprogram of the regular program and do not include miles or riders for alternative, bilingual, desegregation, magnet, parenting, year-round or hazardous area service. **Exhibit 10-23** lists HCISD's state reimbursement amounts by rider category.

Exhibit 10-23
HCISD State Reimbursement by Rider Category
2001-02

Rider Category	Mileage	Allotment Rate	Allotment
Standard	633,366	$0.97	$614,365
Hazardous	40,104	$0.97	$38,901
Alternative	83,952	$0.97	$81,433
Pre-K	32,328	$0.97	$31,358
Parenting	18,990	$0.97	$18,420
Bilingual	9,180	$0.97	$8,905
Gifted and talented	0	$0.97	$0
Desegregation	0	$0.97	$0
Total	**817,920**		**$793,382**

Source: TEA, School Transportation Route Services report, 2001-02.

Districts are eligible to receive an additional allotment for hazardous transportation of up to 10 percent of their standard route miles and riders allotment received for the standard ridership category. Based upon the 2001-02 allotment of $614,365 for standard routes and riders, HCISD could have received $61,437 (10 percent x $614,365) in reimbursement for hazardous routes versus the $38,901 it received, or an additional $22,536 ($61,437 - $38,901).

Recommendation 45:

File for the full reimbursement for hazardous routes.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Transportation evaluates all standard routes to identify conditions that would qualify a route for hazardous designation.	October 2003
2.	The director of Transportation reviews the information with the assistant superintendent for Business and Operations.	November 2003
3.	The director of Transportation completes a new submission to TEA to recoup the additional hazardous route reimbursement.	November 2003
4.	The director of Transportation monitors new routes and standard route miles and riders to ensure that the hazardous route designation is fully applied.	Ongoing

FISCAL IMPACT

It is estimated that HCISD would recover $22,536 per year with the full reimbursement, which was the amount the district would have received if they had filed for full reimbursement in 2003-2004.

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
File for the full reimbursement for hazardous routes.	$22,536	$22,536	$22,536	$22,536	$22,536

Chapter 10
TRANSPORTATION

C. Safety

Above all else, the safety of students on the bus should be the paramount concern of a transportation department. According to the National Highway Traffic and Safety Administration, school buses are the safest vehicles on the road. This safety record is the result of the coordination of several factors: the design and construction of school buses, the operating condition of the buses, the planning of school bus routes, the location of loading zones and the safety of school bus drivers.

A well-trained bus driver can safely operate a bus and effectively manage student behavior on the bus. Safety-conscious districts regularly provide refresher training for drivers. Safety-conscious districts treat both bus discipline and school campus discipline with equal seriousness.

FINDING

HCISD bus loading zones at schools do not have a student walk zone that separates the buses from the students. As a result, students may be exposed to unsafe bus boarding conditions.

When getting on or off a school bus, students are not always aware of the danger of being close to the bus and a monitor/teacher may not always be watching as buses are boarded. The likelihood of a student being injured by a moving bus increases the closer students are to the buses during the loading and unloading processes.

Curbs provide an indication of where a student should stop before preparing to enter a bus. However, not all schools in HCISD have curbs at the bus loading and unloading areas. As a result, there is no way to indicate a safe distance from the bus.

Round Rock ISD has similar conditions at some of its schools. To tell students where they should wait for buses, it paints four-inch wide yellow safety lines six to eight feet from the edge of the school building. Students know to stay inside these lines while waiting to board a bus.

Recommendation 46:

Paint a safety line on the school-loading zone at applicable schools to keep waiting students away from buses.

The use of safety lines will assist the building staff in separating students and moving buses and decrease the opportunity of injury or death.

The safety line would be painted on the road surface approximately six feet from the school building. Buses would load and unload outside the yellow safety line. Students would stay between the yellow safety line and the building, except to load and unload.

IMPLEMENTATI0N STRATEGIES AND TIMELINE

1.	The director of Transportation and the director of Maintenance identify the paint schedule by school and date, with a completion date by January 1, 2004.	October 2003
2.	The director of Maintenance assigns maintenance staff to paint the lines and provides a weekly report of the completion of the safety-painting project.	October 2003 - January 2004

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

HCISD owns and operates one 15-passenger commuter van to transport students that does not meet safety standards established by the U.S. National Highway Traffic Safety Administration (NHTSA). According to the NHTSA in an advisory issued in April 2002, "...a school or school district may be liable for damages for not using a school bus to transport students and a crash occurs in which students are killed or injured."

Texas restricts the use of passenger vans to activity trips or non-home to school transportation of students. HCISD uses its vans only for activity trips. However, according to NHTSA, school buses are required to have flashing lights and stop arms and vans are not; school buses provide greater rollover protection; and school buses have increased body joint strength, seating crash protection, cross-view mirrors and greater crash protection to the fuel tank and fuel system than vans.

Recommendation 47:

Discontinue use of the commuter van to transport school students for any reason.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent issues a memorandum discontinuing use of commuter vans for any reason associated with transporting students.	October 2003
2.	The director of Transportation implements the memorandum.	October 2003

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

There is no formalized safety program that provides information and instruction to student bus riders in early elementary grades. As a result, these younger students may endanger themselves when riding the bus by not following safe procedures.

There is no safety instruction provided at HCISD schools. The district cannot assume that young elementary students have an understanding of the potential hazards associated with the loading, riding and unloading of school buses.

Katy ISD has an extensive student rider instruction program. The program address proper loading, riding, unloading and emergency practices and behaviors. The district uses less than one hour of class time to teach the program at elementary schools.

Recommendation 48:

Implement student bus rider safety programs for pre-kindergarten through grade 3 students.

Bus drivers can provide a series of entertaining and actual practiced processes and behaviors aimed at the specific grade levels.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Transportation creates a bus-safety instruction team of two drivers.	October 2003
2.	The director trains the safety team to deliver a bus-safety class.	November 2003
3.	The director informs elementary principals of the program.	November 2003

4.	The director and elementary principals agree to an instructional schedule for each school.	November 2003
5.	The safety team provides the instruction.	November 2003 and Annually

FISCAL IMPACT

Katy ISD pays an hourly wage of $10, two instructors per session, supplies, use of a bus and one hour of instruction per classroom for pre-kindergarten to third grade totaling $100 per elementary school. For seven HCISD elementary schools, the total annual cost would be $700.

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-2008
Implement student bus rider safety programs for pre-kindergarten through grade three students.	($700)	($700)	($700)	($700)	($700)

Chapter 10
TRANSPORTATION

D. Fleet Maintenance and Management

The HCISD bus fleet consists of 116 buses, including 83 regular education buses and 28 special education buses (**Exhibits 10-24** and **10-25**). HCISD also has five buses for transporting students in the alternative education and federal programs. Four additional buses purchased in 1981 and 1982 are included in the fleet listing but are considered unavailable for regular use due to their age.

Seventeen regular education buses and four special education buses have been ordered for delivery and use in 2003-04 and will be paid for with unobligated interest from bond funds from the February 2001 bond issue.

Exhibit 10-24 lists the age and model of each HCISD regular education bus.

Exhibit 10-24
HCISD Regular Education Bus Fleet
2002-03

Bus	Year Built	Capacity	Model
17 total (on order)	2004	71	International
104	2003	71	International
105	2003	71	International
106	2003	71	International
107	2003	71	International
108	2003	71	International
109	2003	71	International
110	2003	71	International
111	2003	71	International
112	2003	71	International
113	2003	71	International
114	2003	71	International
115	2003	71	International

5	2002	71	Bluebird
6	2002	71	Bluebird
23	2000	75	Amtran
99	1999	72	Gen/Amtran
100	1999	72	Gen/Amtran
95	1998	72	Gen/Amtran
96	1998	72	Gen/Amtran
83	1995	72	Gen/Ward
84	1995	72	Gen/Ward
85	1995	72	Gen/Ward
86	1995	72	Gen/Ward
87	1995	72	Gen/Ward
88	1995	72	Gen/Ward
90	1995	72	Gen/Ward
91	1995	72	Gen/Ward
4	1994	72	Gen/Ward
7	1994	72	Gen/Ward
10	1994	72	Gen/Ward
16	1994	72	Gen/Ward
30	1994	72	Gen/Ward
32	1994	72	Gen/Ward
76	1994	72	Gen/Ward
77	1994	72	Gen/Ward
78	1994	72	Gen/Ward
79	1994	72	Gen/Ward
80	1994	72	Gen/Ward
81	1994	72	Gen/Ward
82	1994	72	Gen/Ward
67	1991	72	Carpenter
68	1991	72	Carpenter

69	1991	72	Ward
70	1991	72	Ward
71	1991	72	Ward
72	1991	72	Ward
73	1991	72	Ward
74	1991	72	Ward
22	1990	72	Carpenter
15	1989	71	Carpenter
18	1989	71	Carpenter
61	1987	71	Thomas
62	1987	71	Thomas
63	1987	71	Thomas
3	1986	71	Thomas
8	1986	71	Thomas
9	1986	71	Thomas
11	1986	71	Thomas
12	1986	71	Thomas
13	1986	71	Thomas
17	1986	71	Thomas
59	1986	71	Thomas
20	1985	71	Ward
43	1985	71	Wayne
44	1985	71	Wayne
45	1985	71	Wayne
46	1985	71	Wayne
47	1985	71	Wayne
48	1985	71	Wayne
49	1985	71	Thomas
50	1985	71	Thomas
51	1985	71	Thomas

52	1985	71	Thomas
53	1985	71	Thomas
54	1985	71	Thomas
75	1985	71	Ward
101	1985	71	Ward
102	1985	71	Ward
103	1985	71	Ward
39	1983	71	Bluebird
40	1983	71	Bluebird
41	1983	71	Bluebird
42	1983	71	Bluebird

Source: HCISD director of Transportation.

Exhibit 10-25 lists the age and model of each HCISD special program bus.

Exhibit 10-25
HCISD Special Education Bus Fleet
2002-03

Bus	Year Built	Capacity	Model
2 total	2004	47	International
2 total	2004	16	International
57	2003	47	International
116	2003	16	International
117	2003	16	International
118	2003	16	International
38	2001	12	Bluebird
60	2001	12	Bluebird
1	2000	8	Collins
93	1997	12	USBus/Ward
94	1997	12	USBus/Ward

97	1997	10	MidBus
98	1997	10	MidBus
26	1995	12	Amtran
27	1995	10	Amtran
28	1995	10	Amtran
92	1995	12	Amtran
33	1994	22	Ward
34	1994	22	Gen/Ward
55	1991	7	Carpenter
66	1991	34	Carpenter
25	1990	10	Carpenter
29	1990	10	Wayne
19	1989	10	Wayne
21	1989	13	Carpenter
2	1988	16	Thomas
65	1988	38	Thomas
14	1986	8	N/A
24	1986	23	Ward
58	1986	23	Ward

Source: HCISD director of Transportation.

FINDING

HCISD has not adopted a bus replacement plan and, instead, buys large numbers of new buses in nine-year intervals: 18 in 1985, 16 in 1994 and 21 in 2003. These infrequent, large-number purchases create budgetary problems by concentrating needed funds in a few years, increase maintenance costs due to large numbers of the fleet reaching maximum useful life at the same time and reduce management's ability to plan for growth.

In order to purchase 21 buses in 2003-04, HCISD had to budget $665,000 in operating funds and allocate $1.2 million in unobligated interest earned from the bonds sold as a result of the February 2001 bond issue. These are

funds that could have been used to construct needed classrooms (bond interest) or to reduce position cuts made by the district.

On May 23, 2002, the director of Transportation delivered a memorandum to the assistant superintendent in which he stated, "a realistic bus replacement plan must account for both growth and replacement factors. Based upon projected growth alone, HCISD would have to purchase an additional 62 buses from 2002-03 through 2006-07. For the same period, replacement of aging buses would require an additional 44 buses."

TEA recommends districts use a 10-year useful life for buses when considering replacement. Based on the information on bus ages in Exhibits 10-24 and 10-25, almost one-third of HCISD regular education buses and almost 40 percent of HCISD special education buses are 11 years old or older (**Exhibit 10-26**).

Exhibit 10-26
Age of HCISD Bus Fleet
2002-03

	Regular Program		Special Program	
Age of Bus	**Number of HCISD Buses**	**Percentage of Total Fleet**	**Number of HCISD Buses**	**Percentage of Total Fleet**
Five years or less	17	21.5%	7	25.0%
6-10 years	22	27.8%	10	35.7%
11-15 years	11	13.9%	6	21.4%
More than 15 years	29	19.0%	5	17.9%
Total	**79**	**100.0%**	**28**	**100.0%**

Source: HCISD director of Transportation and WCL ENTERPRISES calculations.

This older fleet also requires additional maintenance cost. Although complete data for all buses was not available, the review team randomly selected four buses, two less than 11 years old and two older than 11 years, and computed the maintenance costs incurred in 2002-03 on all four buses (**Exhibit 10-27**). The two buses older than 11 years required 46.5 percent more maintenance costs than the buses less than 11 years old.

Exhibit 10-27
Comparison of HCISD Maintenance Costs on Buses Greater and Less

Than 11 Years of Age
2002-03

Category	Year Purchased	Year-to-Date Maintenance Costs	Difference in Maintenance Cost	Percentage Difference
Buses less than 11 years old	1994	$1,143		
	1997	$2,095		
	Subtotal	**$3,238**		
Buses older than 11 years	1989	$2,526		
	1991	$2,217		
	Subtotal	**$4,743**	$1,505	46.5%

Source: HCISD director of Transportation and WCL ENTERPRISES calculations.

According to a February 11, 2002 memorandum from the assistant superintendent for Business and Operations delivered to the superintendent, "Hays CISD is in a state of fiscal and managerial urgency in the transportation department due to never developing or implementing a formal fleet replacement and additions plan."

Later in the same memorandum, the assistant superintendent for Business and Operations states that HCISD "has made one-year fleet purchases of this proportion or greater; but it has done so in nine-year intervals (e.g., 18 buses purchased in 1985; 16 buses purchased in 1994). The 21 buses planned for purchase in 2003 continues this trend. This shows that the district has never implemented a formal fleet replacement plan."

In a memorandum from the assistant superintendent for Business and Operations on April 29, 2002, "the fleet is in very poor shape and for several years has not been adequately addressed to meet the needs of students in special education, increased extracurricular activities, field trips, growth and routine replacement. With the small mechanic staff currently on board and the age of the fleet, maintenance of buses is sub-standard."

In a May 23, 2002 memorandum, the director of Transportation recommended a bus replacement plan with certain provisions (**Exhibit 10-28**).

Exhibit 10-28
Features of a Bus Replacement Plan Recommended in May 2002

Provision	Description
Annual review	Each spring or summer a review of the routes should be made to monitor the aging process and adjust the bus assignment for the coming school year. This review should be used to ensure an equitable accumulation of miles on the different categories of buses.
Procurement schedule	New buses should be ordered no later than the first week of February so they will be available in early August.
Trip buses	An adequate number of buses in the 4-5 years old group should be designated as trip buses and made available for use by schools or departments for field trips.
Reserve buses	Older buses should be place in a reserve capacity until they reach their full life expectancy or become unsuitable for further service. The reserve fleet should be approximately 10 percent of the active fleet of buses.
Midpoint refurbishment	The vehicle maintenance shop at Huntsville State Prison provides a refurbishing service for school buses. To achieve maximum return on investment, buses should be sent to Huntsville at about the ninth or tenth year.
Special needs buses	Small buses will adequately meet the needs for some low-density programs. The 47-passenger buses are the most flexible for most other programs.
Safety and comfort features	Safety and comfort features include: automated door openers, air-ride suspension, front loading gate and seat belt ready seats in the first two rows of regular buses and all seats in special needs buses.
Retirement of buses	The annual review should also be used to identify and designate vehicles to be sold at the end of the coming school year.

Source: HCISD director of Transportation, May 23, 2002 memorandum.

No action was taken on the recommended replacement plan.

At its April 2003 meeting, the Board of Trustees approved the purchase of 21 additional buses from unobligated interest on bonds at a cost of $1,164,267. At the same time, the interim superintendent recommended that the board adopt a bus replacement plan (**Exhibit 10-29**). This plan incorporated the provisions of the May 2002 memorandum from the director of Transportation and added one additional provision.

Exhibit 10-29
Features of a Bus Replacement Plan Recommended in April 2003

Provision	Description
Annual review	Same as May 2002 recommendation.
Establishing need	The demographer's report provides growth figures necessary to establish the number of additional elementary, middle and high school routes needed. This and existing overloaded conditions in the spring will determine the number of new routes needed due to growth.
Procurement schedule	Same as May 2002 recommendation.
Trip buses	Same as May 2002 recommendation.
Reserve buses	Same as May 2002 recommendation.
Midpoint refurbishment	Same as May 2002 recommendation.
Special needs buses	Same as May 2002 recommendation.
Safety and comfort features	Same as May 2002 recommendation.
Retirement of buses	Same as May 2002 recommendation.

Source: HCISD director of Transportation, March 24, 2003 memorandum

While the decision to purchase new buses was approved by the board, no action was taken on the bus replacement schedule.

Comal ISD adopted a vehicle replacement plan designed to replace buses every 11 to 15 to coincide with the average 10- to 15-year bus life cycle. The plan is designed to maintain the necessary fleet size and concurrently reduce bus hazards by replacing buses once they reach the end of their life cycle. The plan also allows staggering of replacement costs.

Recommendation 49:

Adopt a bus replacement plan.

This cycle could be phased in over four years using various funding methods of bond funds, lease/purchase and/or general operating funds.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Transportation develops a bus replacement schedule and reviews it with the assistant superintendent for Business and Operations.	October 2003
2.	The assistant superintendent for Business and Operations recommends the plan to the superintendent.	November 2003
3.	The superintendent instructs the assistant superintendent for Business and Operations to develop a financing plan that begins with the 2004-05 budget.	December 2003
4.	The assistant superintendent develops a plan and incorporates it into the budget beginning with 2004-05.	January 2004
5.	The board approves the plan and authorizes the director of Transportation to initiate purchases for the 2004-05 year.	February 2004

FISCAL IMPACT

Adoption of a plan does not require any resources. However, once a plan has been adopted, the board and superintendent should identify the sources and timing of use of funds to purchase the necessary buses.

FINDING

HCISD uses the Texas Building and Procurement Commission to purchase school buses and uses a bid process for parts and supplies. However, other purchasing processes have not been explored such as cooperatives.

Some Texas school districts have formed purchasing cooperatives (or co-ops) to consolidate their purchasing power without increasing overhead costs. As an example, the Harris County Department of Education (HCDE) provides leadership for the Commercial Driver's License Drug Testing Co-op. The co-op has a very large user base and most of the school districts located in Harris County are members. The Spring ISD Tire Purchasing and Reclamation Co-op is a very successful school-sponsored co-op operating in the Houston area.

Recommendation 50:

Explore the use of purchasing cooperatives.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Transportation contacts Region 13, HCDE and other districts to discuss the concept of purchasing cooperatives and identify potential cooperatives.	October 2003
2.	The director of Transportation presents the idea of a purchasing cooperative to area transportation directors at the area meeting of the Texas Association of Pupil Transportation.	November 2003
3.	The director of Transportation volunteers to head a working committee of interested districts.	December 2003
4.	The working group determines product and/or service co-op goals, identifies vendors for products and begins the implementation of a cooperative.	February 2003

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

HCISD does not have a program or process that encourages the vehicle mechanics to stay current with changing truck and bus technology. The introduction of computer/electronic technology to the automotive field requires the mechanics to be current to the technology or be unable to repair the vehicles. Staying current to technology requires both instruction and verification through independent testing.

The only nationally recognized certification/training program is the National Institute for Automotive Service Excellence (ASE). The seven tests to certification cover diesel and gasoline engines, transmissions, electronics, etc. The tests demand that the mechanic is knowledgeable and current to technology. To retain certification, the battery of tests must be retaken every three years.

Some districts pay additional compensation for mechanics achieving the ASE certification.

Recommendation 51:

Provide incentive for the mechanics to obtain professional certification in vehicle maintenance.

Qualified mechanics are necessary to maintain the HCISD fleet. The only nationally recognized certification/training program is ASE. The seven tests to certification cover diesel and gasoline engines, transmissions, electronics, etc. The tests demand that the mechanic is knowledgeable and

current to technology. To retain certification, the battery of tests must be retaken every three years.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Transportation recommends the ASE certification program and funding of the program to the assistant superintendent for Business and Operations.	January 2004
2.	The assistant superintendent for Business and Operations includes the program in the district's 2004-05 budget.	March 2004
3.	The director of Transportation informs the mechanics of the incentive program and the mechanics begin studying for the series of ASE tests.	April 2004

FISCAL IMPACT

A possible incentive would be 50 cents per hour or $1,040 per year (50 cents x 2,080 work hours) per mechanic. The fiscal impact assumes one mechanic would qualify beginning in 2004-05, two in 2005-06 and three in 2006-07 and beyond.

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Provide incentive for the mechanics to obtain professional certification in vehicle maintenance.	$0	($1,040)	($2,080)	($3,120)	($3,120)

Chapter 10
TRANSPORTATION

E. Facilities

FINDING

The Transportation Department's physical site- vehicle parking areas, maintenance and operations buildings and lighting- is substandard. HCISD's Transportation facility is a used farm-tractor repair site not intended for school bus operations. The review team noted several important problems with the district's current facility.

The Transportation Department's physical facility is on the side of a hill. This makes secure parking and walking very difficult. The site's administrative buildings are at the extreme end of the property. This requires bus drivers to walk up to100 yards to board certain buses. These buses are in the dark at certain times of the year and the paths to them are on a slippery, uneven surface.

It is difficult to access the Transportation Department's facility because it is located on a narrow two-lane feeder of I-35.The wide turning radius of the buses and the very narrow feeder road require the buses to turn into oncoming traffic to enter the road to the site. The road connections to the west of the site must contend with an approach to narrow bridges crossing I-35. When the I-35 feeder roads become one-way, access for southbound buses will become very difficult.

The site also does not lend itself to resolving the lack of additional automobile or bus parking along with the expansion of the operations complex and vehicle maintenance facility. The review team observed that automobiles were parked in areas of intended bus parking and on the unimproved perimeter. Buses were parked in unimproved areas. The parking lot lighting is substandard.

The vehicle maintenance facility shop bays do not have capacity beyond 4 buses. The limitations of the facilities force maintenance of the district's other vehicles offsite. The only space available for vehicle maintenance parts is the area left when often-used parts-air/oil filters, belts, hoses-are not stocked. This slows preventive maintenance. The TSPR review team found the tire maintenance area without an operative door for vehicles and no heat for the workers. The facility's vehicle wash station is a hand-operated pressure wash. The administrative and operations offices are portable buildings that do not provide workspace for the staff and drivers.

By improving the conditions of the Transportation Department's physical site, HCISD could increase safety for its Transportation Department employees, improve security and reduce the potential for vandalism.

Recommendation 52:

Develop a long-range plan to address the need for a transportation facility designed for school bus operations and vehicle maintenance on a site better intended for the parking of vehicles.

The district should consider location and timing of construction while developing the plan for a new Transportation facility. Secondly, the design of the new facility needs to take into account aspects such as maintenance bays, offices, parking areas, appropriate parking for buses, lighting, automated bus washing and the possible expansion of the facilities over the next 20 years.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Transportation and the director of Facilities and New Construction develop a plan for a new facility for the Transportation Department.	October 2003 - February 2004
2.	The director of Facilities and New Construction reviews the plan with the director of Finance and prepares a cost estimate.	March 2004
3.	The director of Finance, the director of Transportation, the director of Facilities and New Construction and the school architect prepare a schematic of the facility and the probable cost.	April - June 2004
4.	The superintendent presents the plan to the board for inclusion of a transportation facility in the next bond issue.	December 2003

FISCAL IMPACT

There is no fiscal impact associated with developing the plan; however, there will be a construction cost and land acquisition cost to implement the plan, but these costs cannot be estimated at this time.

FINDING

The department's physical site has experienced deterioration and disrepair, which makes safety a major concern. Some of the major safety issues are simply in need of short-term repairs.

The review team noted some issues with the existing transportation facility. The parking lot surface is mostly dirt and some gravel which creates a large amount of dust or mud depending on the weather. The review team observed the transportation facility during dry, windy conditions, such that the interior and exterior of the buses could not be kept clean. Drivers had to dust the seats both morning and afternoon. The dirt/gravel mix also created holes due to the washout of the dirt.

The parking lot lighting consists of a single row of lights (110 volts) running through the parking area. The actual light does not provide adequate lighting, particularly in the early morning when drivers have to walk a long way to buses in near-dark conditions. The tire maintenance area needs a new door since the old one rotted away. This also forces tire repairs in winter months to be performed with no heat for the workers. Also, at the time of onsite work, the vehicle wash facility was inoperable due to a backed-up floor drain clogged with mud.

HCISD recently completed updates to its transportation facility. The interior of one of the portable buildings was updated and a second building was moved next to the original portable building to help alleviate immediate space needs.

The above listed issues could be fixed with minor repairs and could result in improved safety conditions for HCISD Transportation Department staff. Many could be repaired at minor cost to the district.

Recommendation 53:

Complete immediate short-term repair needs until long-term facilities needs can be addressed.

The district should:

- use limestone gravel to fill potholesand to expand the parking lot;
- replace the current lights with high intensity floodlights (at least 220 volts);
- repair the tire shop door by replacing rusted panels;
- unplug the bus wash drain; and
- join the portable buildings with an enclosed walkway.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Transportation and the director of Facilities and New Construction develop a plan to address the conditions of the current Transportation Department facility.	October 2003

2.	The assistant superintendent for Business and Operations approves the plan and identifies funds in the budget to address the needs.	November 2003
3.	The assistant superintendent reviews the plans and financing with the superintendent, who approves the plan and funding sources.	December 2003
4.	The director of Transportation and the director of Facilities and New Construction initiate the repairs.	January 2004 and Ongoing to completion

FISCAL IMPACT

Most of the identified repairs can be made with existing materials available through HCISD's Maintenance and Operations Department. The only purchases would be the high-intensity light bulbs. The fiscal impact recommends a one-time cost of $5,000 for the purchase and replacement of bulbs.

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Complete immediate short-term repair needs until long-term facilities needs can be addressed.	($5,000)	$0	$0	$0	$0

Chapter 10
TRANSPORTATION

F. Opportunities for Outsourcing

In addition to providing their own transportation services, districts can establish a cooperative with one or more other districts to provide those services or contract some or all of these services with a private transportation provider.

Outside contractors offer many advantages, including the following:

- competition between private contractors can help reduce costs;
- contractors often have a broad range of experience with the challenges of providing student transportation (This experience may allow a contractor to solve a district's transportation problems quickly and effectively.);
- districts can include performance clauses in their contracts to ensure quality of services (For example, districts can require a private contractor to meet a standard for on-time performance.);
- districts can incorporate incentive clauses in the contract to increase efficiency (For example, the district can include a clause that allows savings resulting from route reductions proposed by the contractor to be shared between the district and the contractor.);
- districts can require a private contractor to establish an appropriate cost-accounting system to monitor cost-efficiency and cost-effectiveness and to better monitor and control costs by function and service categories;
- a private contractor may be more flexible in adopting personnel management practices to recruit and retain drivers. For example, a private contractor may offer a convenient payroll schedule (weekly or biweekly pay);
- a private contractor can react quickly to market conditions to set competitive wage rates and conduct a more aggressive recruitment program to fill vacant driver positions;
- a private contractor may provide better fleet management, driver safety training and automated routing and scheduling programs (A contractor may offer these services more cost-effectively due to economies of scale.);
- by privatizing the ancillary function of school transportation, district administrators can focus attention on core educational functions; and
- if a contractor provides the district with school buses, the district no longer faces large capital outlays to replace the school bus fleet.

Possible disadvantages to private-sector contracting include the following. If a contractor provides the school buses, the cost of providing vehicles will be amortized as operating costs over the term of the contract. The annual impact of the cost of vehicles will vary by the length of the contract and the required average age of the school bus fleet. If competition is inadequate, the contractor's price may be too high.

A contractor may under-price a bid to receive the contract and then attempt to raise prices after the contract is awarded. If the contract terms are not complete (for example, if they do not address all the services the district will need during the length of the contract), the cost of additional services can result in higher-than-expected expenditures. The district may have less control of day-to-day operations and procedures if it privatizes its transportation services.

Student transportation services may be in jeopardy if the contractor defaults or if a contract disputes arise. Existing district employees may feel uneasy about the transition to a new employer. Wages and benefits may or may not be comparable. Efforts to protect the benefits of long-term district employees may defeat the contractor's ability to manage and control costs.

FINDING

HCISD's Transportation Department does not rate favorably against key success factors, as indicated in the list below.

HCISD's Transportation Department is overstaffed by 16 positions costing the district almost $250,000 annually.

From 2000-01 through 2002-03, overtime in the department exceeded the department's budget by 654 percent to 701 percent. HCISD has the second lowest number of student riders per mile when compared to its peers.

From 1997-98 through 2001-02, HCISD's cost per mile in both the regular and special education transportation programs increased at the highest rate compared to its peer districts, 73.6 percent for the former and 45.2 percent for the latter. From 1997-98 through 2001-02, annual operation costs for the regular transportation program rose by 76 percent while the number of miles that HCISD buses travel has increased only 1.2 percent.

HCISD's Transportation Department is not fully using management information systems for routing and scheduling, which results in lost state reimbursement of $165,032 annually. Other management information systems for vehicle maintenance, fuel tracking and employee timekeeping.

This results in lack of management information and a lack of efficiency in department operations.

The district does not have a fleet management and replacement plan and, as a result, one-third of the regular education fleet and almost 40 percent of the special education fleet exceed state guidelines for useful life.

According to the district's own internal memoranda, "the fleet is in very poor shape and for several years has not been adequately addressed to meet the needs of students in special education, increased extracurricular activities, field trips, growth and routine replacement. With the small mechanic staff currently on board and the age of the fleet, maintenance of buses is sub-standard."

In April 2002, HCISD solicited proposals from vendors to outsource its transportation function; however, due to the costs in each of the vendor responses, which ranged from $4.2 to $4.7 million (**Exhibit 10-30**), the district decided not to accept them because they exceed the projected 2002-03 budget of $3.2 million.

Exhibit 10-30
HCISD Transportation Outsourcing Proposal Bids
April 2002

Firm	Bid
Laidlaw Transportation	$4,183,735
Durham Transportation	$4,290,820
Stock Transportation	$4,705,464

Source: HCISD assistant superintendent for Business and Operations.

The review team used the federal government's approach to comparing the cost of contracted services versus the cost of maintaining the service in-house. This approach is defined in the Office of Management and Budget's (OMB) Circular A-76. The comparison is presented in **Exhibit 10-31**.

According to the assistant superintendent for Business and Operations, the contractor most likely to be selected if HCISD had outsourced the transportation function was Durham Transportation. As a result, the Durham bid of $4,290,820 is used for the comparison. The HCISD budget for 2002-03 is $3,774,980.

From these totals, purchase of new buses was removed to compare operating costs. For the Durham bid, $2,000,000 in new buses was included. For HCISD, $665,000 for new buses was removed.

Exhibit 10-31
Comparison of HCISD In-House and Contractor Costs for Transportation

In-house			Contract	
Cost Item	**Amount**		**Cost Item**	**Amount**
Personnel (salary and benefits)	$2,566,449		Contract price	$2,290,820
Materials and supplies	$381,528		Contract administration (one FTE at coordinator salary plus benefits)	$49,542
Other costs:	$0		One-time conversion (transfer of employee benefit costs, if contractor to will employ all current personnel)	$433,295
• Depreciation (only assets greater than $5,000)	$419,221			$0
• Cost of capital (3.1% x purchases of new assets of any value, e.g., computers, buses, furniture)	$465			$0
• Maintenance and repair	$77,000		Federal income taxes (0.4% x contract price)	$91,633
• Insurance	$98,323			$0
• Travel (e.g., car allowance)	$17,650			$0

• Contracted services	$29,120				$0
• Other (e.g., capital outlay such as buses, equipment, vehicles and non-depreciated items such as furniture)	($60,000)				$0
Overhead (12% x personnel cost)	$307,974		10 percent additional cost to ensure sufficient difference with in-house cost to make outsourcing worthwhile		$286,529
Total	**$3,837,730**		**Total**		**$3,151,819**
Difference					$685,911

Source: HCISD Transportation Department 2002-03 budget, OMB Circular A-76 and WCL ENTERPRISES calculation.

At its April meeting, HCISD's Board of Trustees unanimously approved purchasing 21 new buses at a cost of $1,164,267 with the money coming from unobligated interest earned from bonds. Combined with the $665,000 already included in the 2002-03 operating budget, the total to be invested by HCISD in new buses is $1,829,267, or nearly the equivalent of the two million dollars included in the Durham bid.

Wimberly ISD contracts its entire transportation operation to Durham Transportation Inc. The district's operation has proven to be efficient and cost-effective.

Recommendation 54:

Conduct a study to determine the feasibility of outsourcing transportation services.

Should the district decide to pursue outsourcing transportation services, TSPR encourages the district to ensure that all of the various areas of concern be addressed in the contract for services.

IMPLEMENTATION STRATEGIES AND TIMELINES

1.	With the assistance of the Transportation director, the assistant superintendent for Business Operations and determines the full cost of student transportation and determines if the local market is competitive.	October 2003
2.	The assistant superintendent for Business and Operations and the Transportation director analyze the advantages and disadvantages of purchasing versus contracting for school buses.	November 2003
3.	The assistant superintendent for Business and Operations and the deputy superintendent for Human Resources and Administration compare the advantages and disadvantages of different employee policies under a private contract.	November 2003
4.	The assistant superintendent for Business and Operations and the deputy superintendent for Human Resources and Administration compare the advantages and disadvantages of retaining ownership of the school buses.	November 2003
5.	The assistant superintendent for Business and Operations submits the results of the feasibility study to the superintendent and board.	January 2004

FISCAL IMPACT

This recommendation can be implemented with existing resources, but could result in significant savings to the district if contract and market factors are favorable.

Chapter 11
SAFETY AND SECURITY

This chapter reviews the safety and security functions of the Hays Consolidated Independent School District (HCISD) in the following sections:

A. Organization
B. Safety
C. Security
D. Crisis Management
E. Discipline Management
F. Wellness

One of the most critical issues facing school districts is the need to provide safe and secure schools. Children have a fundamental right to be free from harm as they learn. Teachers and other school employees deserve to know that they can count on a safe environment and can concentrate on preparing children for the future. All members of the community, administrators, teachers, school staff, students and parents share the responsibility to work together to create a positive and safe environment for all.

BACKGROUND

In Texas and throughout the country, there has been a steady progression of changes to laws governing the safety and security of students in public schools. In 1994, Congress reauthorized the Safe and Drug-Free Schools and Communities Act, which requires school systems to institute a comprehensive safe and drug-free schools program. The funding to state and local governments promotes the development of violence prevention programs.

In 1997, Congress reauthorized the Individuals with Disabilities Education Act with some notable changes. The revisions require school systems to provide appropriate education services to students with disabilities and make it easier to remove dangerous or violent students with special needs from the classroom. The law also permits the removal of students from regular education programs if they are involved with drugs or bring weapons to school.

Safety and security programs must include elements of prevention, intervention and enforcement. These programs require districts to cooperate with all local law enforcement agencies. Discipline management and alternative education programs (AEP) are key tools in this process.

Data released jointly by the U.S. Department of Education's National Center for Education Statistics and the Justice Department's Bureau of Justice in a report entitled *Indicators of School Crime and Safety 2001* states:

> "The report on school crime and victimization released today offers promising evidence that the efforts of communities, schools, law enforcement officials, faith-based and youth-serving organizations and other local partners can lead to reductions in school violence. Better awareness of the need for safe schools, stronger programs based on research and tougher policies all have made a difference in our classrooms.
> While the school crime trend is moving in the right direction and the number of students bringing weapons to school in particular has dropped by 42 percent, we cannot let up on our efforts. Our young people cannot learn if they do not feel safe and our teachers must be able to teach in classrooms free of violence and disruption. We must continue to work hand in hand with local law enforcement agencies, parents and community and religious groups to ensure that our schools are safe havens for our children and their teachers."

During the past decade, urban crime problems such as gangs have spread to many of the nation's schools. In the past, school districts relied upon existing law enforcement agencies to provide assistance. Those agencies do not always have adequate personnel to effectively patrol city streets in and around schools or to provide the level of service needed to safeguard students, employees and district property. To address the growing crime problem, many districts have established their own security forces or collaborated with local law enforcement.

Keeping Texas Children Safe in School-a Texas School Performance Review (TSPR) report issued in January 2000-provides common sense solutions to help address the safety issues and challenges facing most public school districts today. The report's findings describe a model safety plan that includes ways to reduce the potential for violence in schools. According to the report, "Prevention is the foundation laid to deter crime and violence."

Exhibit 11-1 outlines the 10 steps of TSPR's safety plan. TSPR organized the plan around three key areas: prevention, intervention and enforcement.

Exhibit 11-1
Keeping Texas Children Safe in School
January 2000

Element	Measures
Prevention	• Know your goals and objectives: where your district is going and what you want to accomplish. • Establish clear expectations for students, parents, teachers and administrators. • Address warning signs before they turn into trouble.
Intervention	• Look for trouble before it finds you. • Recognize trouble when you see it. • Have individuals in the right place and at the right time to intervene. • Have a plan of action appropriate for the occasion and practice it.
Enforcement	• Leave no room for double standards. • Ensure that discipline management extends inside and outside the classroom. • Alternative programs are not just a matter of compliance with the law; they are many students' last chance at success.

Source: TSPR, "Keeping Texas Children Safe in Schools," January 2000.

HCISD's 2002-03 District Action Plan (DAP) links board-approved district goals with key activities for each HCISD department to perform. The District Leadership Team (DLT) reviews the plan on a monthly basis and makes regular presentations on the status of implementation to the HCISD Board of Trustees. Goal 3 of the DAP is to "Provide a safe school environment that is responsive to students' physical, emotional and social well-being." The objective is "to ensure that the basic needs of all students are met." The district notes that formative assessment is "Student discipline records, number of counseling referrals by campus, qualitative data on campus initiates to create a positive school climate, hours of social work time devoted to specific campus on a monthly basis, health instruction curriculum document and teacher lesson plans."

Exhibit 11-2 shows the safety and security-related initiatives and activities of the DAP.

Exhibit 11-2
HCISD District Action Plan
2002-03

Initiatives/Activities
3.1.1 Develop a comprehensive plan for delivering school-based health care.
3.1.2 Engage in activities that enhance positive school climate.
3.1.3 Develop a district-wide behavior management (K-12) framework.
3.1.4 Provide all staff members with three hours of professional development on preventing/recognizing bullying, alcohol and other drugs and violence prevention.
3.1.5 Coordinate the implementation of health instruction through the Health Education Advisory Council.
3.1.6 Develop methods for addressing needs of students for special groups such as suicide prevention, conflict resolution, peer mediation and violence prevention.
3.1.7 Research and select an appropriate K-12 character enrichment program.
3.1.8 Develop and implement initiatives through Campus Leadership Teams that address the overall emotional and social needs of students.

Source: HCISD 2002-03 District Action Plan.

To complement its safety and security efforts, HCISD began paying for a portion of the salaries and benefits of the four School Resource Officers (SROs) that Hays County stations in its schools. Part Q of Title I of the Omnibus Crime Control and Safe Streets Act of 1968, as amended in 1998, (2) section 1709, defines SROs as follows: "a school resource officer means a career law enforcement officer with sworn authority, deployed in community oriented policing, and assigned by the employing police department or agency to work in collaboration with school and community-based organizations." An SRO program places law enforcement officers in schools as a proactive strategy designed to bring prevention and intervention into the schools.

The Office of Community Oriented Policing Services (COPS) in Schools provides grants to help school districts pay for SROs. This federal grant program allows for a gradual sharing of SRO expenses up to 75 percent responsibility of the district. The district currently pays Hays County for 75 percent of the SROs' salary, FICA and Medicare, Retirement, Medical insurance, worker's compensation insurance and monthly uniform allowance through an invoicing system.

Exhibit 11-3 lists HCISD's safety and security expenditures from 1998-1999 through 2002-03. Because HCISD has not completed its 2002-03 at

the time of this report, the exhibit presents the district's budgeted expenditures for 2002-03 and its actual expenditures for 2002-03 as of April 2003. HCISD's commitment to the SRO program is largely responsible for the 180 percent increase in safety and security expenditures between 1998-1999 and 2002-03.

Exhibit 11-3
HCISD Safety and Security Expenditures
1998-1999 through 2002-03

Category	1998-1999	1999-2000	2000-01	2001-02	2002-April 2003	2002-03 Budgeted
District security salaries (athletics)	$8,378	$8,443	$4,948	$12,180	$16,070	$16,356
Contract SROs	$0	$28,738	$31,731	$34,500	$34,034	$45,500
Hourly Pay	$0	$0	$23,111	$38,352	$35,897	$35,223
Para-professional Salary	$18,977	$32,949	$13,260	$0	$0	$266
Medicare	$247	$445	$517	$628	$492	$511
Group Health Insurance	$1,430	$2,961	$6,447	$7,599	$5,332	$9,426
Workman's Compensation	$215	$204	$1,028	$1,258	$1,261	$1,577
Unemployment Compensation	$24	$14	$63	$44	$0	$51
Professional Services	$29,045	$31,338	$31,731	$35,500	$34,034	$36,000
Contracted Services (drug dogs)	$0	$0	$0	$0	$5,215	$9,850
Miscellaneous	$960	$1,906	$1,615	$111	$325	$11,450
Total	**$59,276**	**$106,998**	**$114,451**	**$130,172**	**$132,660**	**$166,210**

Source: HCISD, acting director of Finance.

The safety and security budget is increasing each year and will continue to increase as the district assumes a larger share of the SRO expense.

Chapter 11
SAFETY AND SECURITY

A. Organization

Administration, organization and responsibility are critical in reaching the goal for safety and security in the schools and communities. Each school district has to choose the programs and plans that best meet their goals and philosophies. According to the National Education Association (NEA):

"Students learn best and achieve their full potential in safe and orderly classrooms. This positive academic environment begins with safe families and safe communities. Statistically, schools continue to be one of the most secure places for our children. ...Some of us argue for "hard" responses such as metal detectors, added security personnel and zero-tolerance for weapons possession. Others favor "soft" solutions that include more counseling, conflict-resolution programs and better communications between school and home. It will take a combination of both approaches-administered with reason and centered in respect-to keep our children from harm."

All areas that share responsibility for a safe and secure school are critical in delivering effective, clearly communicated initiatives and selecting an approach appropriate to their environment and strategies.

FINDING

HCISD has no single strategic point of contact for the district's safety and security programs.

Safety and security responsibilities in HCISD reside in multiple areas. **Exhibit 11-4** gives the organizational chart for safety and security services.

<p align="center">Exhibit 11-4
Safety and Security Services
2002-03</p>

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                              │  Superintendent │
                              └─────────────────┘
        ┌──────────────────────────┬──────────────────────────┐
┌──────────────────┐    ┌──────────────────────┐    ┌──────────────────────┐
│ Deputy Superint. │    │ Assistant Superint.  │    │ Assistant Superint.  │
│  for Human Res.  │    │   for Curriculum     │    │   for Business       │
│ and Administ.    │    │   and Instruction    │    │   and Operations     │
└──────────────────┘    └──────────────────────┘    └──────────────────────┘
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Director of Personnel Services	Director of Administrativive Services	Principals	Director of Secondary Curriculum	Director of Facilities
Safety and Security Training	District Crisis Plans	School Resource Officers (SRO)	Grants	Repair of safety and security equipment
Health Fest	Expulsions and Appeals	Campus Crisis Plans		Issuing Keys
Risk Management coordination	SRO Coordination	Drills and Lockdowns		
Workers' Compensation districtwide		Code of Conduct		
Monthly principal safety topic meeting		Discipline Management		
District Liaison for Counselors		Cameras and Surveillance Equipment		
Nurses		Night Watch Patrol		
Wellness Programs		Director of Technology		
		Digital Security System		

Source: HCISD, director of Administrative Services, March 2003.

Although the number of people who are involved with safety and security appears vast, 10 separate managers, most safety and security functions are just a small part of the overall job responsibilities of the different positions. For example, principals are responsible for the SROs but do not give a great emphasis given to that function in the scope of their day.

Exhibit 11-5 shows HCISD's assignment of safety and security responsibilities by department and position.

Exhibit 11-5
HCISD Safety and Security Services
Responsibility by Department and Position
2002-03

Department	Position	Responsibility
Human Resources and Administration	Deputy superintendent, Human Resources and Administration	Supervision of direct staff
	Director of Personnel	• Safety and Security Training • Health Fest • Coordinates Risk Management and assists worker's compensation • Assist deputy superintendent with monthly assistant principal meetings - safety topic • Assume responsibility as district liaison for counselors. • Nurses: Wellness Programs
	Director of Administrative Services	• District Crisis Plan • Hearing officer for student appeals and expulsions • Coordinate SROs. • Oversee Health Services • Address parent concerns for safety and security. • Coordinate safety and security training. • Develop and update Board Policies, administrative procedures and address concerns in these areas. • Develop Student Handbook and Discipline Management Plan
Curriculum and Instruction	Assistant superintendent for Curriculum and Instruction	Supervision of direct staff

	Principals	• SROs at extracurricular events • Campus Crisis Plans • Drug Dogs • Drills and Lockdowns • Code of Conduct • Discipline Management • Cameras and Surveillance Equipment • Night Watch Patrol • Golf Carts
	Director of Secondary Curriculum	Grants
	Director of Technology	Digital Security System
Business and Operations	Assistant Superintendent for Business and Operations	• Supervision of direct staff • Fire extinguisher inspection • Issuing keys

Source: HCISD, interviews with assistant superintendent for Curriculum and Instruction.

The division of responsibilities for safety and security into multiple areas delays quick responses to inquiries from staff, students and community members. The district's current organization of safety and security responsibilities reduces accountability, eliminates spending and financial reporting controls, creates communication problems and reduces coordination among sections. Although several positions have important safety-related duties to perform, HCISD does not have a single position that is responsible for planning and prioritizing districtwide safety initiatives.

This division of responsibilities between 10 separate managers also results in incomplete budget analysis. With no clear assignment of responsibility or authority to implement districtwide initiatives, individuals focus on their own safety and security requirements without considering districtwide efficiencies. For example, individual principals can purchase security and surveillance cameras if they think they have a need.

Although it is not unusual for smaller districts to share responsibilities among available staff, safety and security issues affect the entire district, not just one school or department. Many districts designate one person as the coordinator for all districtwide planning, communications and prioritization of resources. This central person is responsible for accomplishment of safety and security planning, goals and budget planning.

In Robstown ISD, the director of Risk Management has responsibility for districtwide safety and security. The Laredo ISD board moved the responsibility for occupational safety, emergency preparedness and environmental compliance directly under the superintendent.

Recommendation 55:

Consolidate all safety and security functions under the deputy superintendent for Human Resources and Administration.

The district should review its safety and security programs and designate one position to oversee and coordinate the district's safety planning and implementation process. Assigning this responsibility to one employee does not require creating a new position.

The deputy superintendent for Human Resources and Administration could coordinate all safety and security programs, monitor school security needs and coordinate the modification of crisis management plans, both districtwide and by school, in concert with changes in security requirements. This is a coordination role based on a matrix management structure and does not result in staff transfers. Matrix management creates a dual reporting relationship. All staff members responsible for any issue related to district safety, security, crisis management, discipline management and wellness would report to the deputy superintendent for Human Resources and Administration for those issues.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent reviews the recommended organization and assigns responsibility for safety and security to the deputy superintendent for Human Resources and Administration.	October 2003
2.	The deputy superintendent for Human Resources and Administration revises the job description to reflect the responsibility and authority to plan and coordinate districtwide safety and security initiatives.	October - November 2003
3.	The superintendent reviews and approves the revised job description.	December 2003
4.	The superintendent announces the organization change to the district.	December 2003
5.	The deputy superintendent for Human Resources and Administration assumes the duties included in the new job description.	January 2004

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 11
SAFETY AND SECURITY

B. Safety

All students deserve a safe learning environment and district employees should be afforded a safe environment in which to work. It is the responsibility of principals, security personnel and district administrators to collaborate in an effort to effectively manage their resources and aggressively plan for potential dangerous situations in order to ensure a safe district.

Portable fire extinguishers throughout the district were checked. Only one unit was missing and all had their yearly inspection tags clearly visible. All units were accessible and visible, the operating tags of the extinguishers were facing out, the tamper seals were intact and the extinguishers felt full, the shells were in good condition and the discharge nozzle free of clogging. Several of the custodians pointed out to the review team that they physically inspected and signed each unit on a monthly basis. These techniques address any possibility of equipment losses.

HCISD contracts with a canine detection service to maintain a drug-free campus and a safe workplace environment. Contracted canine visits occur ten times each year during August through May. In the case of a bomb threat, the service can provide four to six dogs within one hour. Specialized dogs are trained to locate explosives.

HCISD administration discusses safety and security issues at assistant principal's monthly meetings. Assistant principals then return to report the issues at their own faculty meetings.

FINDING

HCISD sent 35 district administrators, principals, Support Services directors, Sheriff's Department staff, Red Cross director and two counselors, to a 3 1/2 hour training session on Safe School Planning on April 3, 2003. Training assists each school and community to develop its own strategies for addressing a safe school environment. The training was presented by the director of the Texas School Safety Center located at Southwest Texas State University's Texas School Safety Center (TxSSC). The Governor's Office awarded a grant in 1999 to the University to create the center as a resource to provide training and technical assistance to reduce youth violence and promote safety.

Topics at the 2003 training session included specific roles, responsibilities and contents of the District Crisis Management Plan and the Campus Crisis Management Plan. Other areas discussed at the training were sample forms, safety checklists and additional information such as school safety Internet resources.

HCISD held the following security programs to train district administrators, principals, Sheriff's Department staff, Red Cross director, counselors and teachers:

- Safe School Planning on April 3, 2003;
- American Red Cross Shelter Management Training on April 9, 2003 for administrators, SROs and District Crisis Team presented by Southwest Texas State University; and
- Domestic Crisis Preparation and Response in Texas Schools Training on June 5, 2003 presented by "Signature Science" from the Texas School Safety Center at Southwest Texas State University.

These training programs address District Action Plan 3.1.4. "Provide all staff members with three hours of professional development on preventing/recognizing bullying, alcohol and other drugs, and violence prevention." This program is pending. If the program cannot occur at the district, HCISD will request participants attend the Region 13 program.

COMMENDATION

HCISD provides safe school training opportunities to principals and district staff.

Chapter 11
SAFETY AND SECURITY

C. Security

Providing a secure environment for students, teachers and other school
district employees is a critical task for any district. Because of recent
instances of school violence in the United States, parents, educators,
taxpayers and lawmakers are focusing more attention than ever on security
in public schools.

Enforcement of state and local laws and school rules must be fair,
consistent, appropriate, rapid and clearly communicated to administrators,
teachers, parents and students.

Located in Hays County with small portions in Caldwell and Travis
counties, HCISD encompasses 219.78 square miles with 8,663 students at
13 schools. It shares overall resources with other districts in the county:
San Marcos, Wimberley, Kyle, Buda and Dripping Springs. Interstate
Highway 35 divides the district physically and creates unique challenges
for HCISD.

In May 2000, HCISD signed an agreement with the Hays County Sheriff's
Office for SROs under the Office of Community Oriented Policing
Services (COPS) in Schools grant program. The SRO is a police officer
first, acting under the authority given through his commission with the
police department and the State of Texas. The SRO is a fully
commissioned peace officer who must meet all minimum requirements of
a beginning Hays County Sheriffs Officer Deputy and must have a
minimum experience of two consecutive years as a Certified Texas Peace
Officer. The COPS grant program requires SROs to attend crime
prevention training school.

The Hays County Sheriff's Office assigned four SROs to HCISD schools
in 2002-03. There are two at Hays High School, one at Dahlstrom Middle
School who responds to the Impact Center and one shared between Barton
Junior High and Wallace Middle School. This COPS in Schools federal
grant allowed for a gradual sharing of expenses up to 75 percent
responsibility of the district. The sheriff's office pays for cars and training
and requires its officers to take a 16-hour class on restraint. The sheriff's
office also has six traffic units that rotate over 15 zones.

Exhibit 11-6 shows thelocations for the school resource officers who are
all under the jurisdiction of the Hays County Sheriff.

Exhibit 11-6
HCISD School Resource Officers
2001-02

School	Number of School Resource Officers
Hays High School	2
Barton Junior High School Wallace Middle School	1
Dahlstrom Middle School Impact Center	1
Total	**4**

Source: Hays County Sheriff's office, administrative sergeant, SRO supervisor.

Kyle Elementary, Hemphill Elementary, Fuentes Elementary, Wallace Middle School and the HCISD's central administration offices are located in the city of Kyle. When these locations require police assistance due to a criminal charge, school administration, or an SRO, contacts the Kyle Police Department who are also dispatched by the County. The Kyle Police chief indicates they do not receive many calls from the district. The planned, new Lehman High School, located in the city of Kyle, may alter that and will require additional resources.

In addition, HCISD contracts the Hays County Sheriff to provide security at its extracurricular activities.

FINDING

The SRO program in HCISD provides the police with an opportunity to instill lasting and positive impressions on students and to clarify any misconceptions they may have about law enforcement. By establishing a rapport with the officers, students gain a positive role model and develop an understanding of the SROs' roles as educators and counselors as well as law enforcement officers.

SROs conduct in-class training on the following topics: Driving while Intoxicated (DWI) prevention, drug and alcohol abuse, personal safety, gang awareness, family violence, career in law enforcement, criminal law and the court system, search and seizure, teenage suicide, traffic safety, juvenile law and other topics as approved by the police department or HCISD. SROs also speak at adult group meetings such as Parent Teacher Association (PTA) meetings, faculty/staff meetings and community group meetings. Officers talk to students on topics such as consequences of

criminal activity, family issues and relationships with students, parents, friends and relatives.

SROs are not school disciplinarians. SROs may participate, when requested by the principal, in enforcement of school rules when the safety of school faculty, staff, administration or other students may be affected. However, SROs are not there to administer the actual rules but help develop school based security plans and provide physical security on school property. SROs provide assistance in custody matters and deter crime in and around the school through enforcement of local, state and federal laws.

HCISD addresses their DAP goal "to provide a safe school environment that is responsive to students' physical, emotional and social well-being" through their SRO program's goal of "creating and maintaining safe, secure and orderly learning environments for students, teachers and staff." **Exhibit 11-7** notes the general characteristics of HCISD's SRO programs.

Exhibit 11-7
General Characteristics of SRO Programs

Category	Sample Characteristics
Goals	Reduce delinquent behavior.
	Form better communication between youth and law enforcement.
	Develop respect for law and order.
	Obtain assistance to divert delinquent behavior.
	Create a more positive concept of the legal and judicial system.
	Demonstrate proactive reactive aspects of law.
	Provide counseling and referral services.
Related Results	Patrol officers have a better understanding of youth.
	Good cooperation and working relationship between youth and law enforcement.
	More accurate account of illegal activities in schools.
Most Important Tasks of the SRO	Communication with students.
	Interaction with students.
	Creating a positive role model and relationship.

	Counseling Students.
	Campus Security.
	Providing a law enforcement presence on campus.
	Providing a safe learning environment of for students and faculty.
	Investigation of crimes and law enforcement actions.
	Intelligence gathering.
	Preventing children from using drugs and gang involvement and intervention.

Source: HCISD, School Resource Officer Program Guide and SRO Job Description, revised May 2001.

The Hays County Sheriff's Office pays the officers but HCISD reimburses the County for 75 percent of their salaries and benefits. The county supplies the SROs with equipment and autos.

Administration notes the willingness of the SROs to take initiatives. One officer invites students to stay with him and talk during their free time. Students who were initially reluctant now think it is cool to spend time with the sheriff. During one site visit by the review team, students dropped in to the SROs office just to say hello.

Both the chief of Kyle Police and Hays County Sheriff patrol captain compliment the district's communication with them and note that HCISD's proactive stance is a deterrent.

COMMENDATION

HCISD works closely with area police to provide proper security at all schools.

FINDING

HCISD is collaborating with external organizations on districtwide security initiatives. The installation of a digital camera system will permit SROs, sheriffs and the Kyle Police Department to access surveillance equipment on their laptops or personal data assistants via wireless connections.

The Hays County Sheriff's Office, Texas A&M's Mobile Integration Solutions Lab and the Sheriff's Association of Texas are working to

provide technical support, application development, research and training to support the local law enforcement officers. A COPS *Making Officer Redeployment Effective* federal technology grant is funding the purchase of hardware for this project. The BORDER=1 Research and Technology Center is funding the project's testing and research. ALERRT-the Advanced Law Enforcement Rapid Response Training-is a joint educational and training effort of the Hays County Sheriff's Office, the San Marcos Police Department and Southwest Texas State University. The training center will provide cost-effective, comprehensive tactical training for initial responders to help prevent and combat violent crimes and afford the district with a unique opportunity for local high-level professional training. HCISD is providing the center's infrastructure.

COMMENDATION

HCISD takes a proactive position to create cost-effective, state-of-the-art security programs.

FINDING

HCISD does not require high school students to wear their identification (ID) badges in a campus that spans 15 acres and has seven separate buildings. Without identification, staff cannot quickly identify people who are in the school buildings without authorization or ensure that HCISD students provide accurate information in response to staff questions.

Hays High School consists of multiple stand-alone buildings that are all fully accessible to non-students; this makes determination of student status more difficult without identification. Recognition of all high school students is difficult due to the school size, type of transportation and varying arrival times. HCISD makes a badge for each student that includes the student's class picture. Page 26 of the High School Handbook states, "students shall be in possession of their school ID at all times." This policy does not require these badges to be visible. While the badges are not worn they are required to be in the student's possession.

The district requires all school administrators, central administrators, teachers and district auxiliary personnel to wear badges or uniforms with name identification. District staff creates these badges with equipment already on-site.

Student identification badges help ensure proper access to school facilities. School officials can determine at a glance who belongs in a school and who does not. Police officers can immediately stop any youth without a badge. The SROs believe that addressing students by name is a valuable deterrent to inappropriate behavior, provides an opportunity to challenge

trespassers and escort them from the building and eliminates false information while identifying violators. Page seven of the District Crisis Management Plan 2002-04 lists ID badges under suggestions for campus safety and crisis plans.

Cedar Hill ISD began a program in 2001 to encourage staff and students to wear picture identification badges. One of the issues raised during meetings with both Campus Resource Officers (CROs) and district administrators was the difficulties school-based officers face in identifying individuals who should not be on campus. In the Cedar Hill High School, it was difficult to determine whether an unfamiliar adult or youth on school grounds was a possible intruder, a parent or substitute teacher. Intruders at the school locations could provide inaccurate identification when asked their names and those without a driver's license could simply say they had no identification. CROs believed this was a deterrent to inappropriate behavior.

During 2001-02, Cedar Hill High School students who did not wear their badges were subject to a dress code violation that included a detention. In 2002-03, they received a Level II safety violation that includes a conference with the principal or designee. Cedar Hill's student badges have names and student identification numbers but no social security numbers. The district charges five dollars for replacement badges.

Rockwall ISD also uses a successful identification badge system. Rockwall High School's picture identification badges enhance student and staff awareness of unauthorized adults or students. This improves school security. The school does not just use the ID badges for security purposes. Because the ID badge contains a bar code, students use the badge to check out library books. The cashiers in the cafeteria use the student ID badge to track student meal purchases and debit pre-paid meal plans. Some classes-such as the Technology Infrastructure Fund (TIF) Lab-use the student ID's to track which students are using the labs. If students forget their ID badge, they can request to use a temporary badge, but only one time each month. Students caught not wearing their ID badge are subject to assignment to Saturday school. Students who lose their ID badge may purchase a replacement for five dollars.

Recommendation 56:

Require students at the high school to wear identification badges.

While keeping up with the badge can be an inconvenience at times for the students, the badge provides a sense of security for students, parents, teachers and administrators. Replacement badges can be issued at a cost of five dollars as an incentive for students to track their initial badges.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent directs the principal of Hays High School to begin issuing identification badges for students.	October 2003
2.	The superintendent requests the board to approve a dress code violation for any student who does not wear an identification badge.	October 2003
3.	The principal communicates the enforcement plan to high school teachers, staff and students.	November 2003
4.	The principal implements the approved plan and directs teachers and staff to issue a dress code violation to any student who does not wear an identification badge.	December 2003
5.	The principal monitors the success of the plan, conducts a periodic walk-through of the building and monitors teachers and staff to ensure that all are assisting with these efforts.	January 2004 and Ongoing

FISCAL IMPACT

The following table **Exhibit 11-8** provides HCISD's enrollment projections for Hays High School.

Exhibit 11-8

Fall 2003-04	Fall 2004-05	Fall 2005-06	Fall 2006-07	Fall 2007-08
2,768	3,076	3,356	3,731	4,141

Source: HCISD, facility master plan, 2002-03.

The fiscal impact assumes Hays High School will issue a new card each year for each student. The cost of each badge is $1.00 per card, which includes supplies. For example, in 2003-04, the cost will be $2,768 or $1.00 x 2,768 students. The high school currently owns the necessary photo equipment and uses it to make teacher and staff badges. The existing equipment is adequate to use for the additional numbers.

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Require students at the high school to wear identification badges.	($2,768)	($3,076)	($3,356)	($3,731)	($4,141)

FINDING

HCISD does not have a uniform method for reviewing and improving the physical security in its schools on a regular basis and certain locations pose a security threat. As a result, the district may not catch a problem until a security breach occurs.

Exhibit 11-9 shows the results of the external security assessment of HCISD's secondary schools. The review team found that:

- The high school can lock gates and they have panic buttons in each classroom.
- The high school does not consistently lock external doors.
- SROs and maintenance staff at the high school use golf carts to move around campus.

The district recently replaced the high school's 11 surveillance cameras with a new support system and 26 new and improved cameras. The district installed cameras in all the school's new and existing buildings and all high school staff has hand held radios.

- Although there is security on the grounds, parking lots and sports area, there is insufficient coverage for a 15-acre campus with seven separate buildings.
- Many classrooms are portable or temporary due to construction.
- Community members who live near the high school keep alert to intruders and notify the school when they see unknown visitors.
- Students cut through parking lots that have moving cars while walking to classes.
- The district transferred responsibility for fire alarms from Technology to Maintenance.
- Drills are up to each individual school.
- Barton Junior High and The Academy are physically connected through a hallway.
- Wallace Middle School has excellent yellow mercury external lights.
- The district re-keys all exterior doors when staff loses a master key.

Exhibit 11-9
HCISD Secondary Schools External Security Assessment Results
June 2003

Area	Hays High School	Barton Junior High	Dahlstrom Middle School	Wallace Middle School	The Academy at Hays	Impact Center
External						

security - general						
Exterior lighting	Y	Y	Y-front N-back	Y-good	Y	Y
Protective screens or window guards	N	N	N	N	N	N
Grounds	S	S	S	S	S	N
Student common areas	N	Y	Y	N	Y	N
Portable buildings	N	Y--1 for storage	N/A	Y	Y--1 for storage	Center is portable
Sports or play areas	N	Y	Y	Y	Y	
Surveillance - parking areas						
Student Parking						
Attendant	S	N	N/A	N/A	N	N/A
Cameras	Y	N	N/A	N/A	N	N/A
Fenced	N	Y	N/A	N/A	Y	Y
Gated	N	N	N/A	N/A	N	Y
ID card entry	N	N	N	N	N	N
Security - patrol constantly or periodically	Y	N	Y	Y	N	N
Staff Parking						
Attendant	N	N	N	N	N	N
Cameras	Y	N	N	N	N	N
Fenced	N	N-on 3	N	N	N-on 3	N

		sides			sides	
Gated	N	N	N	N	N	N
ID card entry	N	N	N	N	N	N
Security - patrol constantly or periodically	N	N	N	N	N	N
Visitor Parking						
Attendant	N	N	N	N	N	N
Cameras	N	N	N	N	N	N
Fenced	N	N	N	N	N	N
Gated	N	N	N	N	N	N
ID card entry	N	N	N	N	N	N
Security - patrol constantly or periodically	Y	N	N	N	N	N
Deliveries						
School office	Y	Y	Y	Y	Y	Y
Individual department (e.g., band, athletics)	Y	N	N	N	N	N/A
Kitchen	Y	Y	Y	Y	Y	Y
Parking roads and signs						
Entrance	N-construction	Y	N-entrance-First turn is wrong way	Y	Y	Y
Exit	Y	Y	Y	Y	Y	Y
Visitor	N	Y	N-visitors all park in buses only	Y	Y	Y

Buses	Y	Y	Y	Y	Y	N
Fire lane(s)	Y	Y	Y	Y	Y	N
Safety lines for students riding buses	N	N	Y	Y	N	N

Source: WCL ENTERPRISES, physical evaluation of each school, March 2003.
Codes: Y=yes; N=no; S=some; B=both; P=permit required; A/D=during student arrival and dismissal times.

Exhibit 11-10 shows the results of the internal security assessment of HCISD's secondary schools. The review team found that:

- Most schools have signs on exterior doors telling visitors to report to the office, but the office at two schools was difficult to locate;
- one middle school entrance door opened up to construction and then allowed visitors to walk throughout school in an attempt to locate the office; and
- a hallway connects two schools (only a sign tells students not to move from one building to the other).

Exhibit 11-10
HCISD Secondary Schools Internal Security Assessment Results
March 2003

Area	Hays High School	Barton Junior High	Dahlstrom Middle School	Wallace Middle School	The Academy At Hays	Impact Center
Internal security - general						
ID badges						
Staff	Y	Y	S	Y	Y	S
Visitor	S-only if they can find the office	Y	Y	Y	Y	N
Emergency notification system (e.g., PA, panic button. two-way	Y	Y-intercoms	Y	Y	Y-intercoms	Y

telephone)						
Fire						
Extinguishers - location/inspections up-to-date	Y - one in cafeteria- missing	Y- checked monthly	Y-checked monthly	Y	Y- checked monthly	Y
Drills - held on periodic basis?	Y-not documented	Y- monthly fire	S	Y- monthly	S-up to school	N
Stairway access control	Y	N/A	N/A- closed	N/A	N/A	N/A
Monitors assigned	N	Y- teachers come out	Y-teachers	Y	N	N
Maps showing evacuation routes in case of fire	N	Y	Y	Y	Y	Y
Fire alarm boxes	Y	Y-extra boxes look like phone box- empty	Y	Y	Y	Y
Controlled areas - evacuation						
Alternate site evacuation	Y	Y	Y	Y	Y	Y
Weather	Y	Y	Y	Y	Y	Y
Bomb	Y	Y	Y	Y	Y	Y
Fires	Y	Y	Y	Y	Y	Y
Hostage	Y	Y	Y	Y	Y	Y
Building signs/locations						
Entrances - denoting primary entrance or where primary entrance is located	N- not clearly visible	Y	N-no window to see who comes in	Y	Y	Y

Exits	Y	Y	Y	Y	Y	Y
Alarms	Y	Y	Y	Y	Y	Y
Visitors - where to report, etc.	N	Y	N	S	N-no sign	Y
Buses	Y	Y	Y	Y	Y	N
Property						
Inventory current	Y	Y	Y	Y	Y	N/A
Secure file storage for records	Y	Y	Y	Y	Y	N/A
Building security						
Access control to hallways- gates	N	N- overhead doors can be pulled down during basketball games	Y	Y	N	N/A
Moveable partitions to seal off unused hallways or prevent access by facility users after school hours or on days when school is not open (e.g., YMCA, church groups)	N	N- large hallway access to The Academy is open	N	N	N- large hallway access to Barton Junior High is open	N/A
Doors - automatic or manual lock	B	B	M	B	B	B
Doors - locked when room not in use	N	Y	N	Y	Y	N
Storage rooms - locked when room not in use	Y	Y	Y	Y	Y	Y
Rest rooms - locked when room not in use	N	N	S	S	N	N

Custodial locations and supplies - locked and access restricted	Y	Y	Y	Y	Y	Y
Kitchen - locked and access restricted	Y	Y	Y	Y	Y	Y
Alarm system						
Automatic or manual	N	Y	Y	Y	Y	N
Centrally located	N	Y	Y	Y	Y	N
Fire/smoke detector(s)	Y	Y	Y	Y	Y	Y
Burglar detector	N	N	Y	N	N	N
Maintenance/ testing of alarm systems periodically	N	Y	Y	Y	Y	N/A
Emergency lights						
Battery	N	Y	Y	Y	Y	N
Alternative electrical supply	N	N	N	N	N	N
Communication						
Two-way system in all rooms	Y	Y	Y	Y	Y	Y
Public address system	Y	Y	Y	Y	Y	Y
Video cameras	N	N	N	N	N	N
Student supervision						
Hallways	N	Y	Y	Y	N	Y
Corridors	N	Y	Y	Y	N	Y
Internal common areas	N	Y	Y	Y	S	Y
External gathering	N	Y	Y	Y	N	Y

places						

Exhibit 11-11 shows the results of the external security assessment of HCISD's elementary schools. The review team found that:

- elementary schools have no protective screens or window guards;
- elementary schools do not have security patrols (two elementary schools share resources and children move between buildings unimpeded);
- two elementary schools are completely open to unwanted visitors (Classroom doors face the street and remain open when rooms are empty);
- lighting at night is a problem at several schools; and
- a playground behind one school is located on a high hill and does not have a restraint to prevent children from falling down the hill.

Exhibit 11-11
HCISD Elementary Schools External Security Assessment Results
March 2003

Area	Kyle	Green	Buda Primary	Buda Elementary	Hemphill	Fuentes	Elm Grove
External security - General							
Exterior lighting	N	Y	N	N	Y	Y	Y
Protective screens or window guards	N	N	N	N	N	N	N
Grounds	N	N	N	N	N	N	N
Student common areas	N	N	N	N	N	N	N

Portable buildings	N	N- opens to lot	N	N	N	N	N/A
Sports or play areas	N	N	N	N	N	N	N
Surveillance -parking areas							
Staff Parking							
Attendant	N	N	N	N	A/D	A/D	A/D
Cameras	N	N	N	N	N	N	N
Fenced	N	N	N	N	N	N	N
Gated	N	N	N	N	N	N	N
ID card entry	N	N	N	N	N	N	N
Security - patrol constantly or periodically	N	N	N	N	N	N	N
Visitor Parking							
Attendant	A/D	A/D	A/D	A/D	A/D	A/D	A/D
Cameras	N	N	N	N	N	N	N
Fenced	N	N	N	N	N	N	N
Gated	N	N	N	N	N	N	N
ID card entry	N	N	N	N	N	N	N
Security - patrol constantly or periodically	N	N	N	N	N	N	N
Deliveries							
School office	Y	Y	Y	Y	Y	Y	Y

Individual department (e.g., band, athletics)	N	N	N	N	N	N	N
Kitchen	Y	Y	Y	Y	Y	Y	Y
Parking roads and signs							
Entrance	Y	Y	Y	Y	Y	Y	Y
Exit	Y	Y	Y	Y	Y	Y	Y
Visitor	Y	Y	Y	Y	Y	Y	Y
Buses	Y	Y	Y	Y	Y	Y	Y
Fire lane(s)	Y	Y	Y	Y	Y	Y	Y
Safety lines for students riding buses	N	Y	N	N	N	N	N

Source: WCL ENTERPRISES, physical evaluation of each school, March 2003.
Codes: Y=yes; N=no; S=some; B=both; P=permit required; A/D=during student arrival and dismissal times.

Exhibit 11-12 shows the results of the internal security assessment of HCISD's elementary schools. The review team found that:

- some evacuation maps were missing at one school due to construction;
- all classrooms have either intercom buttons or alarms;
- the computer room at one school was open to the main street and staff left the room unlocked when empty; and
- classrooms at one school are open to a courtyard; staff left doors open when empty.

Exhibit 11-12
HCISD Elementary Schools Internal Security Assessment Results
March 2003

Area	Kyle	Green	Buda Primary	Buda Elementary	Hemphill	Fuentes	Elm Grove
Internal security -							

general							
ID badges							
Staff	Y	S	Y	Y	Y	Y	Y
Internal security - general							
Visitor	Y-front desk empty at times	Y	Y-If you ask	Y-front desk empty at times	Y	Y	Y
Emergency notification system (e.g., PA, panic button, two-way telephone)	Y	Y	Y	Y	Y	Y	Y
Building compliance							
Fire							
Extinguishers - location/inspections up-to-date	Y-yearly	Y-none visible in library	Y-one missing in kitchen	Y	Y	Y-none visible in cafeteria	Y
Drills - held on periodic basis?	Y	S	S	S	Y	Y	N
Stairway access control	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Monitors assigned	Y	Y	Y	Y	Y	Y	Y
Maps showing evacuation routes in case of fire	Y	Y	S	Y	Y	Y	Y
Fire alarm boxes	Y	Y	Y	Y	Y	Y	Y
Controlled areas - evacuation							
Alternate site evacuation	Y	Y	Y	Y	Y	Y	Y

Weather	Y	Y	Y	Y	Y	Y	Y
Bomb	Y	Y	Y	Y	Y	Y	Y
Fires	Y	Y	Y	Y	Y	Y	Y
Hostage	Y	Y	Y	Y	Y	Y	Y
Building signs/locations							
Entrances - denoting primary entrance or where primary entrance is located	Y	Y	Y	Y	Y	Y	Y
Exits	Y	Y	Y	Y	Y	Y	Y
Alarms	Y	Y	Y	Y	Y	Y	Y
Visitors - where to report, etc.	Y	Y	Y	Y	Y	Y	Y
Buses	Y	Y	Y	Y	Y	Y	Y
Property							
Inventory current	Y	Y	Y	Y	Y	Y	Y
Secure file storage for records	Y	Y	Y	Y	Y	Y	Y
Building security							
Access control to hallways- gates	N	N	N	Y	N	Y	N
Moveable partitions to seal off unused hallways or prevent access by facility users after school hours	N	N	N	N	N	N	Y
Doors - automatic or manual lock	B	B	B	B	B	B	B
Doors - locked when room not in use	Y	N	N	N	Y	Y	S
Storage rooms -	Y	Y	Y	N-work	Y	Y	Y

				room with paper cutters open			
locked when room not in use							
Custodial locations and supplies - locked and access restricted	Y	Y	Y	Y	Y	Y	Y
Kitchen - locked and access restricted	Y	Y	Y	Y	Y	Y	Y
Alarm system							
Automatic/manual	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Centrally located	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Fire/smoke detector(s)	Y	Y	Y	Y	Y	Y	Y
Burglar detector	N	N	Y	Y	N	Y	N
Maintenance/ testing of system periodically	Y	Y	Y	Y	Y	Y	Y
Emergency lights							
Battery	Y	N	N	N	Y	Y	Y
Alternative electrical supply	N	N	N	N	N	N	N
Communication							
Two-way system in all rooms	Y	Y	Y-one sub did not know where it was	Y	Y	Y	Y
Public address system	Y	Y	Y	Y	Y	Y	Y
Video cameras	N	N	N	N	N	N	N
Student supervision							
Hallways	Y	Y	Y	Y	Y	Y	Y
Corridors	Y	Y	Y	Y	Y	Y	Y

Internal common areas	Y	Y	Y	Y	Y	Y	Y
External gathering places	Y	Y	Y	Y	Y	Y	Y

Many HCISD schools are open to access by unauthorized visitors. A review of the Texas Department of Public Safety (DPS) Web site reveals that more than 60 sex offenders live in the 78610 and 78614 zip codes that cover the HCISD area. This Web site serves as the official Internet source for sex offender registration. This open-record information is extracted from the DPS Sex Offender Registration Database. The DPS maintains files based on registration information submitted by criminal justice agencies and provides specific information regarding a sex offender's home telephone number, social security number, driver's license number, alias information and the nature of the offense. The nature of the offense indicates whether children were involved and gives the age of the victim.

The superintendent receives reports from the Sheriff's Department on sex offenders and sends it to the Communications director for review. The Communication staff determines if the person is an employee, substitute, volunteer or living near a school. If so, the Communications staff would notify the school principal.

In addition, interior classroom doors are open when empty and exterior classroom doors remain open even when they face the street at several elementary schools. Fences do not surround the schools. External lighting around some campuses does not provide adequate illumination to detect loiterers. At some schools the office is not manned to issue visitor ID's if the school secretary is on an errand.

Many districts with schools that have open access directly to a road, avoid the potential for serious issues including violence from external sources, drug sales, truancy, kidnapping and runaways by using community and parent volunteers as monitors. Cedar Hill ISD uses volunteers to provide a safe environment for students in the driveways at school each morning. Their "Smiling Dads" program provides a unique opportunity for volunteering. Dads volunteer each morning at the elementary, intermediate, middle and high schools to meet the students as they arrive

at school and greet the parents. The dads open car doors and welcome the students to school with a smile and positive greetings. Additionally, the volunteers contribute to the safety of students in the driveway by ensuring cars or buses do not hit students while crossing the road on their way into the school.

Parents, students and staff of Cedar Hill are very enthusiastic about the program. Parents appreciate the positive tone and indicate in interviews that the program promotes a positive final interaction between parents and child.

Recommendation 57:

Consider the use of volunteers to monitor locations that could pose a security threat.

The district has not had problems with violators however, this is a good safety measure to ensure that all students remain safe. The use of volunteers is also a cost effective deterrent that does not show overreaction to the situation.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent directs the deputy superintendent for Human Resources and Administration to determine the feasibility of using volunteers to man security tables at schools.	October 2003
2.	The deputy superintendent for Human Resources and Administration meets with parent association representatives and principals and determines interest.	October 2003
3.	The deputy superintendent for Human Resources and Administration reports the results to the superintendent.	November 2003
4.	The deputy superintendent for Human Resources and Administration directs the director of Administration to work with the parent association volunteers and principals on a schedule.	December 2003
5.	The deputy superintendent for Human Resources and Administration reviews the success of the program.	April 2004 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 11
SAFETY AND SECURITY

D. Crisis Management

School safety and security have become important issues at the national, state and local levels. Media coverage has heightened the concerns of parents, teachers, school administrators and the public following incidents at schools throughout the country. TSPR has suggested districts develop a plan for handling crisis situations. Staff and students should test the effectiveness of a district's emergency plan until their responses become automatic and consistent.

Early Warning, Timely Response: A Guide to Safe Schools, published by the U.S. Department of Education in 1998, notes that crisis intervention plans should include certain topics. **Exhibit 11-13** lists these topics.

Exhibit 11-13
U.S. Department of Education's
Suggested Topics for Crisis Intervention Plans
2002-03

Topic	Explanation
Training	For teachers and staff in a variety of skills, ranging from dealing with escalating classroom situations to responding to a crisis.
Procedures	Reference to district or state procedures. Many states now have recommended crisis intervention manuals available to their local education agencies and schools.
Community Involvement	Involvement of community agencies-including police, fire and rescue, hospital, health, social welfare and mental health services. The faith community, juvenile justice and related family support systems also have been successfully included in such team plans.
Meetings	Provision for the core team to meet regularly to identify potentially troubled or violent students and situations that may be dangerous.

Source: Early Warning, Timely Response: A Guide to Safe School, U.S. Department of Education, 1998.

Schools in Texas routinely practice fire drill procedures. They should also practice responding to the presence of firearms and other weapons, severe

threats of violence, hostage situations and other emergencies. Any crisis commonly causes confusion that can disrupt even the most carefully written plan. Practice leads to automatic, orderly and rational responses in critical situations.

FINDING

HCISD has a clear, complete, comprehensive crisis management and emergency plan specifically designed for each facility. As a result, HCISD schools have the basis for consistent performance when conducting practice drills.

Each plan includes a clear index, lists the members and contact numbers for the school crisis team, guidelines for media and parent communications and details on roles and responsibilities.

Each school currently has its own emergency management plan that provides emergency phone numbers, guidelines for responding to a school emergency, site evacuation locations, lockdown procedures, guidelines for specific crises, emergency procedures and staff assignments for securing the building. Each teacher receives a copy of the plan and yearly training on plan implementation.

Two schools put their plans into action during actual emergencies with flawless results. Dahlstrom Middle School experienced a boiler room explosion and immediately conducted a lockdown in preparation for a potential evacuation, which then became unnecessary. Buda Primary and Buda Elementary both had a lockdown when an informant notified the police that a visitor to their campus was a potential threat.

Exhibit 11-14 reflects the results of the review team's findings about HCISD's crisis management plan. The exhibit lists the elements of an acceptable crisis management plan in the far left column. The next column indicates whether the review felt that HCISD addressed that standard in their crisis management plan. A "Yes/No" indicates that the district addresses the standard, but not completely. The Observations column reflects the comments of the review team based upon a review of documents and interviews with HCISD personnel.

Exhibit 11-14
HCISD District Crisis Management Plan Evaluation
2002-03

District Crisis Management Plan	Yes/No	Observations

Crisis Plan (Campus Model)		
Board approved	Y	
Chain of command	Y	District team listed and suggestions made for individual school plans.
Before and after school hours	N	
Communication	Y	Two-way radios-located with key personnel in each quadrant of the campus; P.A. system uses special codes.
Transportation	Y	Number of buses arranged and alternate route planned.
Evacuation	Y	Sites are widely known.
Civil defense	N	
Emergency medical and fire	Y	
Law enforcement	Y	Clear identification of when to call police is made.
Technology support	N	
HAZMAT	Y	
Poison Control/Dept. of Health	Y	Appropriate internal and external contact numbers are cited.
Natural disasters	Y	
Chemicals	Y	
Bomb	Y	
Fire	Y	
Violence	Y	
Medical	Y	
Transportation (accident)	Y	
Utility outages	Y	
Statistical information	N	
Coordinator	Y	
Public information	Y	Director of Communications
Training	N	Responsibility for training not identified.

Transportation	N	Director of Transportation
Food service (emergency supplies)	N	Member of District Crisis Team, but no role defined.
Counselor (crisis management)	Y	
Monitors (on-site)	N	
Monitors (off-site)	N	
Relocation	N	
Statistical information process	N	
Security operations	N	
Training/drills	Yes/No	Crisis management drills are mandated, but type of drill is not specified.
School physical plans	N	
Physical barriers	N	
Utilities (water, electric, gas, phone)	Y	
Inventory	Y	School plans state that teachers need to carry class rosters, necessary medication being used by students and some say emergency phone numbers.
Security countermeasures	N	
Entry routes	N	
Exit routes	Yes/No	Identified in individual school plans.
Emergency routes	Yes/No	Identified in some school plans.
Evacuation plan	Y	Identified in individual school plans.
On-site	Y	Identified in individual school plans.
Off-site	Y	Identified in individual school plans.
Training	Yes/No	Training, but not . xxxxxxxxxxxxxx
School crisis team	Y	
Technology	N	
Mechanical plan	N	

Crisis categories		
Situational		
Fire	Y	
Gas leak	Y	
Explosion	Y	
Toxic fumes (chemical release)	N	
Train derailment	N	
Chemical spill	Y	
Radiation	N	
Airplane crash	Y	
Bomb/bomb threat	Y	
Manmade		
Hostage situation	Y	
Arson	N	
Biological agent	N	
Bomb threat	Y	
Weapons	Y	
Gang activity	Y	Listed under civil disturbance
Theft	N	Listed under threat of violence
Rioting	Y	Under civil disturbance
Sit-in	Y	Under civil disturbance
Shooting/sniper	Y	Under civil disturbance
Kidnapping	Y	Listed as abduction
Sexual harassment	Y	Listed under physical assault and unwanted attention
Bus accident	Y	
Drugs	Y	Listed as substance abuse
Natural	Y	Listed as severe weather
Hurricane	Y	Listed as severe weather
Tornado	Y	Listed as severe weather

Flood	Y	Listed as severe weather
Winter warning	N	Listed as severe weather
Crisis categories (continued)		
Situational		
Medical	Y	When incident exceeds first aid
Heart attack/stroke	N	Not identified separately
Death	Y	
Drug overdose	N	Not identified separately
Seizures	N	
Bus accident/breakdown	Y	Accidents are explained, not breakdowns.
Rape	N	
Mechanical		
Boiler	N	
Heater	N	
Air conditioner	N	
Prevention plan/countermeasure		
Post event plan	Y	Crisis Management Procedures flip chart is available to all employees.

Source: TSPR survey.

Review and comparison of each school crisis plan showed that the information is consistent and complete. An index in each manual is clear and easy to understand. The review team questioned teachers in classrooms at each campus about their understanding of the plan and the location of their document. All teachers were aware of the plan and were quickly able to locate their copies.

Exhibit 11-15 shows each the name of the crisis document for each HCISD school, the date it was last updated and whether it lists specific topics.

Exhibit 11-15
HCISD School Crisis Management Plan
By Location and Type
2002-03

Location	Document	Updated	Chain of Command Listed	On /Off School Evacuation Plans	Bomb Threat
Elementary					
Kyle Elementary School	Crisis Management Plan	2002-2003	Yes	No/Yes	Yes
Tom Green Elementary School	Crisis Management Plan	2002-2003	Yes	Yes/Yes	Yes
Buda Primary School	Crisis Management Plan	2002-2003	Yes	Yes/Yes	Yes
Buda Elementary School	Crisis Management Plan	2002-2003	Yes	Yes/Yes	Yes
Hemphill Elementary School	Crisis Management Plan	2002-2003	Yes	Yes/Yes	Yes
Fuentes Elementary School	Crisis Management Plan	2002-2003	Yes	Yes/Yes	Yes
Elm Grove Elementary School	Crisis Response Manual	2002-2003	Yes	Yes/Yes	Yes
Middle Schools					
Dahlstrom Middle School	Crisis Management Plan	2002-2003	Yes	Yes/Yes	Yes
Wallace Middle School	Crisis Management Plan	2002-2003	Yes	Yes/Yes	Yes
High Schools					
Jack C. Hays.	Crisis Management Plan	2002-2003	Yes	Yes/Yes	Yes
Barton J.H.	Crisis	2002-	Yes	Yes/Yes	Yes

	Response	2003			
Other					
The Academy at Hays	Crisis Response Manual	2002-2003	Yes	Yes/Yes	Yes
Impact Center	Crisis Management Plan	2002-2003	Yes	Yes/Yes	Yes

Source: HCISD, Crisis Management Plan, 2002-03.

COMMENDATION

HCISD's crisis management plan creates a solid basis for rapid response during an emergency.

FINDING

HCISD does not conduct regularly scheduled and centrally reported drills for fire, inclement weather drills and any other crisis management drill that may occur. Without knowing how teachers and students will implement the written plan, the district cannot be sure how they will conduct themselves in a true emergency. The district allows schools to determine when they conduct drills. The schools do not report the results of the drills to a central location or point-of-contact to confirm compliance and quality. Some schools have failed to conduct one lockdown/crisis drill during the current school year. Staff at other schools could not remember when they conducted a fire drill.

Local police and sheriff departments are willing to assist whenever needed and told the review team that they have offered to conduct training.

Rockwall ISD (RISD) has unannounced, yearly lockdown drills with the cooperation of the local police departments and Citizens on Patrol. The district holds frequent practice drills.

Cedar Hill ISD (CHISD) created a comprehensive crisis plan in cooperation with the Cedar Hill Police Department. The plan ensures that all team members know their individual roles during the four levels of heightened alert: Shelter in Place, Alternative Shelter, Building Evacuation and Site Evacuation. The plan explains the purpose of each level explains, when to use a particular alert level, the particular commands or signals associated with each level, when to practice drills for each level and when to complete a checklist.

Del Valle ISD's Crisis Management Plan contains guidelines to ensure the safety of students and employees in the event of crises within the district. The district's plan is a model for other districts and includes such useful tools as crisis-day checklists, emergency procedures, staff assignments for securing buildings and specific plans for each type of crisis.

Recommendation 58:

Conduct regular crisis management and fire drills at each school.

Preparation prior to any emergency provides both staff and parents with a sense of confidence that the district is able to respond quickly in any crisis.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent instructs the director of Administrative Services to initiate regularly scheduled drills at each school.	October 2003
2.	The director of Administrative Services communicates the schedule to each principal and implements the plan.	November 2003
3.	The director of Administrative Services collects the data on the result of each drill and reports results to the superintendent.	December 2003 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 11
SAFETY AND SECURITY

E. Discipline Management

Discipline management includes student discipline polices, procedures and programs developed and managed by the school district. Policies and procedures include the student code of conduct and delinquency prevention and intervention programs.

Texas Education Code (TEC) Chapter 37 requires every Texas school district to adopt a code of conduct that establishes standards for student behavior and complies with the other provisions of the TEC.

Keeping Texas Children Safe in Schools states that the student code of conduct is only useful when districts use it consistently for all students and at all locations. The HCISD Student Code of Conduct assigns a consequence to each violation. The district believes they enforce the consequences for misbehavior consistently.

Senate Bill 1724, amending TEC Section 11.253, Education Code and passed during the 1999 Legislature, requires each school district to annually report, beginning with 1999-2000, the number, rate and type of violent and criminal incidents occurring at each school. The legislation also requires the districts to include a violence prevention and intervention component in their annual campus improvement plans.

A juvenile probation officer is on site at the Impact Center and visibly works with schools to assist with truancy prevention.

In 1994, HCISD created a disciplinary alternative school called the Impact Center, for students whose behavior interfered with their own education and that of others and have not responded to other disciplinary measures such as in-school suspension or suspension. This school serves students in grades 7 to 12. Principals assign students to the Impact Center as an alternative to expulsion. The school has a maximum capacity of 75 students.

HCISD keeps a juvenile probation officer at the Impact Center. The probation officer visibly works with schools to assist with truancy prevention.

The Juvenile Justice Alternative Education Placement Center (JJAEP) is a cooperative project between several school districts and the Hays County Juvenile Probation Department that serves 65 students in grades 6 to 12.

JJAEP member districts place student in the program due to expulsion. The program is located at the Impact Center; a military-style drill instructor and two instructional assistants who are employees of the Juvenile Probation Department compose the program's staff.

The Rebel Respect program, initiated at Hays High School during the 2001-02 school year, offers students the chance to stay at school while working on their behavior problems. By staying at school instead of being sent to the Impact Center, they are able to continue their education program and keep on track for graduation.

HCISD uses an In-School Suspension (ISS) program to manage discipline problems that classroom teachers cannot resolve. The principal or another appropriate administrator determines the number of days of a student's suspension by considering the nature of the violation. The suspensions do not exceed three school days. Students in the ISS program continue to receive their class assignments under the supervision of a teacher or aide. **Exhibit 11-16** shows the ethnic composition of students who spent time in ISS in 2000-01 and 2001-02.

Exhibit 11-16
Students sent to ISS By Ethnicity and School
2000-01 through 2001-02

	Total		Native American		Asian		African American		Hispanic		White	
	2000-01	2001-02	2000-01	2001-02	2000-01	2001-02	2000-01	2001-02	2000-01	2001-02	2000-01	2001-02
Hays High School	637	495	*	*	*	*	26	31	354	319	254	143
Academy at Hays	35	26	*	*	*	*	*	*	9	6	24	19
Barton Jr. High	122	187	*	*	*	*	*	9	83	106	33	72
Dahlstrom MS	70	122	*	*	*	*	*	*	35	75	32	45
Wallace MS	169	145	*	*	*	*	11	10	115	87	43	47
Totals	**1033**	**975**	*	*	*	*	**47**	**53**	**596**	**593**	**386**	**326**

FINDING

HCISD has a comprehensive Code of Conduct for each school. Each school distributes this document to parents, students and staff each year. Students and faculty understand the rules and disciplinary guidelines. Students and parents also understand the consequences of misbehavior. The number of expulsions and appeals has declined since HCISD began distributing this document.

HCISD's code is in their *Student Code of Conduct 2002-03 and Campus Handbook.* Each campus has its own handbook. These handbooks include a requirement for the student and parent to sign the "Acknowledgement of the Hays CISD Student Code of Conduct/Campus Handbook/Technology Acceptable Use Policy," confirmation of directory information, and Internet access.

Each school provides a Spanish version of these documents.

COMMENDATION

HCISD has a comprehensive Code of Conduct that clearly explains standards of behavior and consequences.

FINDING

HCISD has experienced a significant decrease in the discipline referrals after SROs were installed from 2000-01 to 2001-02. The SRO program that gives a visible presence on campus started less than three years ago when referrals were higher. The SROs are assigned to schools based on review of statistics and need. The coverage ratio ensures that schools with a larger incident rate are assigned a greater number of SROs.

A review of the data reported to TEA's Public Education Information Management System (PEIMS) data shows that there has been a significant decrease in HCISD's discipline referrals between 2000-01 and 2001-02. The district experienced 3,718 total behavior incidents in 2000-01. This number decreased by 25 percent to 2,963 incidents in 2001-02. At the high school alone, the number decreased from 2,463 to 1,444-a 71 percent decline -in the same time period. The Hays County Sheriff's Office patrol captain, the administrative sergeant SRO supervisor, the SRO assigned to Barton Junior High School and the assistant principal responsible for security at Hays High School agree

that the primary reason for this decrease is the increased SRO presence during that same time period. Exhibit 11-17 shows the location and number of offenses within HCISD for 2000-01. Under code 21 the highest numbers were truancy: 730, excessive tardies: 728 and unacceptable behavior: 696.

Exhibit 11-17
Location of Offenses Within HCISD By Category
2000-01

#	Type of Offense	1	2	3	4	5	6	7	8	9	10	11	12	Total
01	Disruptive Classroom Behavior	124	9	0	5	24	29	106	45	4	0	17	0	**363**
02	Conduct punishable as a felony	*	0	0	0	0	0	0	0	0	0	0	0	*
04	Possession of a controlled substance	42	7	0	0	*	*	0	0	0	0	0	0	**59**
05	Possession of alcoholic beverage	12	*	0	0	0	0	0	0	0	0	0	0	*
07	Public lewdness/indecent exposure	*	0	0	0	0	0	0	0	0	0	0	0	*
10	Conduct off campus/not in Title 5	0	*	0	0	*	0	0	0	0	0	0	0	*
14	Used/possessed prohibited weapon	*	*	0	0	0	0	0	0	0	0	0	0	*
20	Violation of C of Conduct while in AEP (Alternative Education Program)	*	30	*	0	0	0	0	0	0	0	0	0	*
21	Violation of code of conduct	2,247	50	0	53	325	111	277	90	30	6	*	0	**3,192**
22	Criminal mischief	*	*	0	0	0	0	0	0	0	0	0	0	*
27	Assault against employee/	0	0	0	0	0	0	0	0	0	0	*	0	*

#	Type of Offense	1	2	3	4	5	6	7	8	9	10	11	12	Total
	volunteer													
28	Assault not employee/volunteer	8	0	0	0	*	0	0	0	0	0	0	0	*
30	Aggravated assault not employee/ volunteer	0	0	0	0	*	*	*	0	0	0	0	0	*
33	Cigarette or tobacco product	21	0	0	*	*	0	*	0	0	0	0	0	*
	Total incidents	**2,463**	**102**	*****	**61**	**361**	**146**	**388**	**135**	**34**	**6**	**21**	**0**	**3,718**

Source: HCISD Discipline Records Summary, 2000-01.
Schools are listed by number: 1) Hays High School; 2) Impact Center; 3) JJ
Alternative Education Program;
4) Academy at Hays; 5) R.C. Barton Junior High School; 6) Dahlstrom Middle School;
7) Wallace Middle School;
8) Green Elementary School; 9) Elm Grove Elementary School; 10) Fuentes
Elementary School; 11) Hemphill Elementary School; and 12) Kyle Elementary
School.
*Note: * Not identified per FERPA regulations.*

Exhibit 11-18 shows the location and number of offenses within HCISD for 2001-02. Under code 21 the highest numbers were unacceptable behavior: 876, truancy: 534 and excessive tardies 268.

Exhibit 11-18
Location of Offenses within HCISD by Category
2001-02

#	Type of Offense	1	2	3	4	5	6	7	8	9	10	11	12	Total
01	Disruptive Classroom Behavior	0	*	0	0	0	*	46	0	*	0	0	0	50
02	Conduct punishable as a felony	*	0	0	0	*	0	0	0	0	0	0	0	6

Code	Description													Total
04	Possession of a controlled substance	54	0	0	0	20	11	*	0	0	0	*	0	**90**
05	Possession of alcoholic beverage	19	0	0	0	0	0	0	0	0	0	0	0	**19**
10	Conduct off campus/not in Title 5	*	0	0	0	0	0	0	0	0	0	0	0	*
12	Used/possessed illegal knife	6	0	0	0	0	0	0	0	0	0	0	0	**6**
14	Used/possessed prohibited weapon	*	0	00	0	0	0	0	0	0	0	0	0	*
16	Arson	*	0	0	0	0	0	0	0	0	0	0	0	*
18	Indecency with a child	0	0	0	0	0	*	0	0	0	0	0	0	*
20	Violation of C of Conduct while in AEP (Alternative Education Program)	10	32	0	0	*	0	0	0	0	0	0	0	*
21	Violation of code of conduct	1,310	53	0	37	552	322	250	69	29	25	16	20	**2,683**
22	Criminal mischief	*	0	0	0	0	0	0	0	0	0	0	0	*
26	Terrorist threat	*	0	0	0	0	*	*	0	0	0	0	0	**6**
27	Assault against employee/volunteer	0	0	0	0	*	0	0	0	0	0	0	0	*
28	Assault not employee/volunteer	*	0	0	0	*	*	*	0	0	0	0	0	**11**
30	Aggravated assault not employee/volunteer	0	0	*	0	0	0	0	0	0	0	0	0	*
33	Cigarette or tobacco product	29	0	0	*	0	0	*	0	0	0	0	0	*
36	Felony Controlled substance violation	0	0	0	0	*	0	*	0	0	0	0	0	*
	Total	**1,444**	**87**	*****	**40**	**583**	**342**	**304**	**69**	**30**	**25**	**18**	**20**	**2,963**

HCISD incidents have decreased more than peer districts. Exhibit 11-19 shows the comparison by peer district based on report to TEA for Safe and Drug-Free Schools and Communities Program annual Evaluation Report Part III: Program Performance Measures LEA Program Specific Indicators Incident Counts for 2000-01 and 2001-02. Totals in this chart are by incident. The numbers vary from the previous two exhibits that report total number of students involved.

Exhibit 11-19
Incident Counts
HCISD and Peer Districts
2000-01 through 2001-02

	2000-01				2001-02				2000-01 to 2001-02 Percent Change
	Elementary	Middle/ Junior High	High School	Total	Elementary	Middle/ Junior High	High School	Total	
Lockhart	226	1,201	1,134	**2,561**	245	1,417	1,474	**3,136**	22.5%
San Marcos	734	2,061	2,397	**5,192**	564	1,775	2,129	**4,468**	(13.9%)
Bastrop	534	1,722	1,375	**3,631**	434	1,151	1,171	**2,756**	(24.1%)
HCISD	**180**	**828**	**2,462**	**3,470**	**151**	**1,099**	**1,375**	**2,625**	**(24.4%)**

Source: Texas Education Agency, PEIMS, 2000-01 through 2001-02.

Disruptive classroom behavior is the predominant offense at all schools for the two-year period followed by failure-to-comply and truancy. Exhibit 11-20 shows discipline offenses at HCISD by type of

offense for 2000-01 and 2001-02. The number of offenses has decreased by 25 percent.

Exhibit 11-20
HCISD Discipline Offenses by Type of Offense
2000-01 through 2001-02

#	Type of Offense	Number of Offenses 2000-01	Number of Offenses 2001-02	Percentage Change
01	Disruptive Classroom Behavior	363	50	(86%)
02	Conduct punishable as a felony	*	6	*
04	Possession of a controlled substance	59	90	53%
05	Possession of alcoholic beverage	13	19	46%
07	Public lewdness/indecent exposure	*	0	*
10	Conduct off campus/not in Title 5	*	*	(75%)
12	Used/possessed illegal knife	N/A	6	N/A
14	Used/possessed prohibited weapon	*	*	(67%)
16	Arson	N/A	*	N/A
18	Indecency with a child	N/A	*	N/A
20	Violation of C of Conduct while in AEP (Alternative Education Program)	32	43	34%
21	Violation of code of conduct	3,192	2,683	(16%)
22	Criminal mischief	*	*	(80%)
26	Terrorist Threat	N/A	6	N/A
27	Assault against employee/volunteer	*	*	100%
28	Assault not employee/volunteer	11	11	0%
30	Aggravated assault not employee/volunteer	7	*	(86%)
33	Cigarette or tobacco product	26	33	27%
36	Felony Controlled substance violation	N/A	3	N/A
	Total incidents	**3,718**	**2,963**	**(20%)**

COMMENDATION

The increased presence of School Resource Officers at HCISD schools has resulted in a decrease in discipline referrals.

FINDING

HCISD actively seeks grants to enhance its safety and security programs and to provide overall coordination of drug prevention education. By soliciting financial support, the district is able to provide more extensive programs in the schools.

HCISD noted in their project summary that as growth changes in a district from rural to suburban, "the prevailing attitudes of students toward alcohol and drugs, as well as the propensity toward violence as a problem solving method become critical issues for schools and communities." With more than 200 square miles, the district and schools are part of the community and the agent for "promoting changes in behavior and providing social services related to drug prevention and school safety."

The district's first grant, awarded by the U.S. Department of Education, was the Drug and Violence Prevention Coordinators for Middle Schools. A total of $169,190 covers the period October 1, 2003, to September 30, 2004.

The grant supports three full-time drug prevention and school safety coordinators who will work with the principal and campus leadership team (CLT) to set specific school process and outcome goals. They will work with volunteer, community-based agencies and implement strategies to gain student and community involvement and evaluate the project.

Recognizing the importance of providing a safe school environment, the district solicited recommendations and commitments of support from community-based organizations such as Communities In Schools-Central Texas, Inc. and Hays-Caldwell Council on Alcohol and Drug Abuse.

The district also recognized the inconsistency in the method of selection and evaluation of prevention programs and the assessment

and solicitation of free prevention curricula and/or training offered by Texas Commission on Alcohol and Drug Abuse, the Texas Education Agency, and National Institute on Drug abuse.

The three coordinator positions target prevention and safety education for the students in grades 6 and 7 at Wallace Middle School and Dahlstrom Middle School and grade 8 at Barton Junior High School. They will enhance prevention programs already in place. Exhibit 11-21 lists the existing prevention programs at these schools.

Exhibit 11-21
Prevention Programs in HCID Middle Schools
2001-02

Wallace Middle School	Dahlstrom Middle School	Barton Junior High School
Grades 6 and 7	**Grades 6 and 7**	**Grade 8**
Student Assistance Program: a process for early identification of assistance to students struggling with academic or behavioral issues.	Student Assistance Program: a process for early identification of assistance to students struggling with academic or behavioral issues.	Student Assistance Program: a process for early identification of assistance to students struggling with academic or behavioral issues.
School Resource Officer: provided by Hays County Sheriff's Department.	School Resource Officer: provided by Hays County Sheriff's Department.	School Resource Officer: provided by Hays County Sheriff's Department.
FLEX Time: an after-school and summer program.		Teen Leadership: an instructional program provided for at-risk students.
Communities in schools: a non-profit agency that provides social work services on the school campus, including referrals to other agencies.		Communities in schools: a non-profit agency that provides social work services on the school campus, including referrals to other agencies.

Source: HCISD Middle School Drug and School Safety Proposal, February 2001.

The district's second grant, awarded by the U.S. Department of Education, Coordinated Grants to Local Educational Agencies for Safe and Drug-Free Learning Environments in conjunction with the Department of Justice and Health and Human Services, provided $969,198 for October 2003 through September 2004, and $969,198 for October 2004 through September 2005.

The district realized that it had no districtwide plan for substance abuse prevention. The judge who presides over HCISD's truancy cases finds that 80 percent of the truant youth use illegal drugs. HCISD's response was to create a team called Hays' WAYS (Working Alliance for Youth Success). The team's primary goals are: improve safe school and community environments that promote healthy child development; reduce student violence and use of alcohol, tobacco, and other drugs; and increase access to mental health services for all participants. The team consists of representative from HCISD and supervisors of mental health and social service providers.

Exhibit 11-22 shows the planned prevention programs.

Exhibit 11-22
HCISD's Planned
Alcohol, Drug and Violence Prevention Programs

Program	Topics	Audience
Lifeskills Training	Drug prevention program targeting students who have not yet initiated drug use.	Elementary and Middle Schools
Olweus Bullying Prevention Program	School-based program designed to prevent or reduce bullying with students.	Ages 6-15
Brief Strategic Family Therapy	Program for youth with conduct problems associations with antisocial peers, early substance use and/or problematic family relations.	Ages 6-17
Start Taking Alcohol Risks Seriously (STARS)	The school based nurse program mails cards to parents or guardians once or twice a week for 5 to 10 weeks. The cards give parents messages they can repeat to their children to help them avoid alcohol use.	Ages 11-15

Source: HCISD, Safe Schools Healthy Students Proposal, June 2002.

COMMENDATION

HCISD is proactive in obtaining grants for safety and security programs.

Chapter 11
SAFETY AND SECURITY

F. Wellness

HCISD, formed a consolidation of small rural districts in 1967 that serves a student enrollment that reflects a diverse population with 50 percent Hispanic, 47 percent Anglo and 3 percent African-American. Thirty-five percent qualify for free or reduced-price lunch. Eighty-two percent of the work force travels outside the district lines for employment. The district is considered a 'low wealth/fast growth" district.

A health needs survey conducted with the nurses, principals, counselors and teachers of HCISD and interviews with parents, community leaders and community health care providers indicated a need for primary, low cost health care provided in a convenient location.

FINDING

HCISD developed a comprehensive plan to deliver school-based health care. Two schools have a clinic for students and the community. Attendance has increased at those locations.

This initiative addresses item 3.1.1. of the District Action Plan: "Develop a comprehensive plan for delivering school-based health care."

According to HCISD staff, during the time the Wellness Encouraged through Lifelong Learning (WELL) clinic has operated, there has been an increase in TAAS scores, attendance and immunization rates and at Tom Green there has been a decrease in disciplinary referrals to the principal. HCISD elementary school referrals were between 96 and 97 percent. Discipline referrals at Tom Green Elementary decreased by 19 percent from 2001 to 2002 even though population increased by almost 5 percent.

Exhibit 11-23 shows the attendance percentage comparison by month prior to the opening of the Wellness clinic in November 2001. Attendance is up consistently each month compared with the period before the clinic opened.

Exhibit 11-23
Attendance Percentages by Month and School
2000-01 through April 2002-03

Green Elementary

Year	Sept	Oct	Nov	Dec	Jan	Feb	Mar	April	May
2000-01	97.0%	96.8%	96.4%	95.3%	95.3%	95.5%	95.6%	95.7%	95.8%
2001-02	97.3%	97.3%	*96.7%	96.8%	96.5%	96.3%	96.4%	96.5%	96.5%
2002-03	97.5%	97.4%	97.0%	96.8%	96.4%	96.0%	96.1%	96.1%	
Hemphill Elementary									
Year	Sept	Oct	Nov	Dec	Jan	Feb	Mar	April	May
2000-01	96.9%	96.6%	96.5%	95.8%	95.8%	95.9%	96.0%	96.0%	96.0%
2001-02	97.0%	96.6%	*96.1%	96.5%	96.3%	96.2%	96.2%	96.2%	96.2%
2002-03	97.6%	97.1%	96.8%	96.7%	96.2%	96.0%	96.1%	96.1%	

Source: HCISD, Attendance Records, 2001-01 through April 2002-03.
*Month that the WELL clinics opened.

HCISD notes that the WELL Clinic is for all HCISD students and their siblings. Therefore, overall numbers increased for attendance, and TAAS scores because the WELL Clinic is positively affecting the entire district. Parents at other schools make use of the clinic, and they note that it is positively affecting Kyle Elementary and Hays High School attendance rates.

The HCISD WELL Clinic opened on November 2, 2001. The WELL clinic is open three days each week at Tom Green Elementary and two days each week at Hemphill Elementary. Tom Green Elementary renovated a donated portable building and Hemphill completed construction on May 1, 2003 on a new portable building.

The goal of the WELL program is to provide physical health care, mental health care and social services that promote physical, psychosocial and developmental competencies of students. In order to achieve this goal, the program focuses on the following areas:

1. Provide access to primary medical care for students.
2. Link screening and early intervention for children at risk for mental health issues.
3. Develop and implement research-based evaluations to assess and modify services on an annual basis.

The Health Education Advisory Council (HEAC) and the Quality Assurance/Quality Indicators (QA/QI) Committee consisting of the Quality Assurance Representative, Project director, school district nurses, nurse practitioner, medical director, teachers, parents, key community

leaders and the school administrator oversee the plan and develops future initiatives for the WELL Clinic. The medical director reviews 10 percent of the charts every ten days.

The evaluation of the Well clinic is with the use of TDH Quarterly Reports and the QA/QI Plan. In a January 14, 2003 on-site evaluation by the Texas Department of Health, over 307 items in the areas of Administration, Clinical Records and Policies and the Surveillance and Administration of Immunizations. Of the 13 items found to require adjustments, none was patient care issues.

Clinic patients include 966 children seen for preventive or primary care visits including well child visits, acute chronic illness management, mental health screening and referrals to a counselor or to mental health agencies, sports physicals, dental referrals, education and counseling.

Exhibit 11-24 shows the patients seen at the HCISD WELL Clinics during 2001-02.

Exhibit 11-24
Patients at HCISD WELL Clinic
2001-02

Quarter	Elementary	Middle School	High School	Siblings	Other than Siblings	Total
First	69	*	*	*	65	139
Second	198	39	28	39	7	311
Third	216	14	13	34	*	280
Fourth	70	115	38	19	*	244

Source: HCISD, Quality Assurance/Quality Indicators WELL Clinic Report, 2001-02.
*Five or fewer not reported due to privacy reasons.

Exhibit 11-25 shows the 901 immunizations administered at HCISD WELL Clinic during 2001-02.

Exhibit 11-25
HCISD WELL Clinic Immunizations
2001-02

Quarter	Students	Siblings of Students	Other Family Members	Other than Students	Total
First	109	6	*	*	115
Second	186	37	*	*	224
Third	182	38	4	*	224
Fourth	310	24	4	*	338
Totals	**787**	**105**	**8**	*****	**901**

Source: HCISD, Quality Assurance/Quality Indicators WELL Clinic Report, 2001-02.
*Note: Five or fewer not reported due to privacy reasons.

Parents completing surveys consistently names the WELL Clinic staff attentiveness and professionalism as the "best part of the Clinic." The major criticism was the lack of a waiting room. HCISD dealt with this issue by adding a new portable building.

Additional projects developed by the staff include establishing a voucher program for families with no resources to pay for medication for their children, developing links to referral sources, developing a system for tracking and following up on referrals and developing additional initiatives for clinic growth. This includes including a grant to increase the RN (Registered Nurse) time in the clinic and to provide mental health services and access to dental health care services.

As part of the clinic summer program, students receive dental checks free of charge.

Exhibit 11-26 shows that about one-third of the reimbursements billed at the HCISD WELL Clinic come from Medicaid. HCISD received approximately 5 percent of the amount billed.

Exhibit 11-26
Reimbursement billed and received at HCISD WELL Clinic
2001-02

Reimbursements billed and received	1st Qtr	2nd Qtr	3rd Qtr	4th Qtr	Totals
Billed to Medicaid	0	777	1131	2,130	**4,038**
Received from Medicaid	0	121	32	68	**221**
From sliding scale	335	240	2,431	4,871	**7,877**

Total	335	1,138	3,594	7,069	12,136

Exhibit 11-27 gives a graphic view of reimbursements billed and received at the WELL clinic.

Exhibit 11-27
Graphical View Of Reimbursements
Billed And Received At HCISD WELL Clinic
2001-02
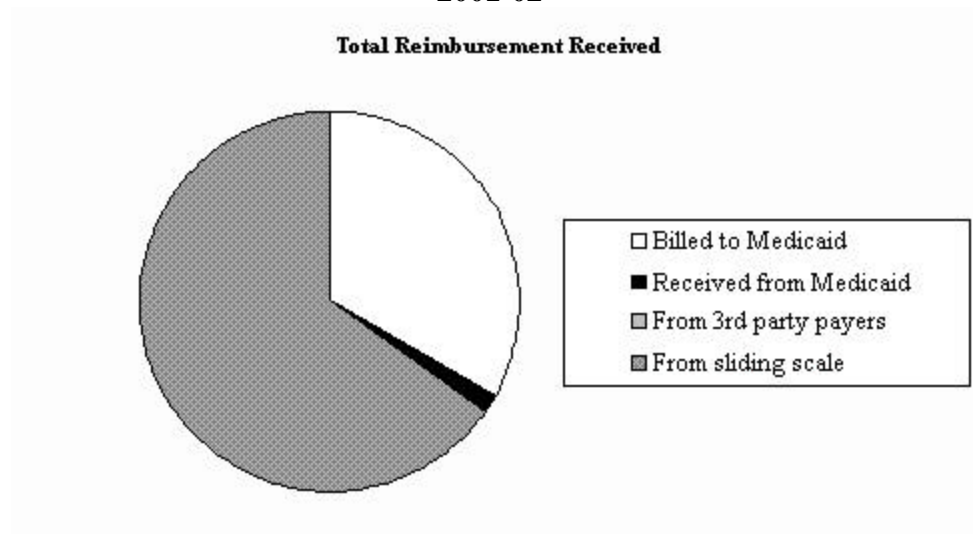
COMMENDATION

HCISD decreased absenteeism and emergency room visits and increased testing scores at two schools housing a wellness clinic.

FINDING

HCISD's annual Community Health Fest is an interactive and educational event attended by students, parents, community members, staff, counselors and teachers. Through information provided at this event, participants increase their knowledge of preventive techniques.

On March 1, 2003, over 150 diverse vendors participated. Attendees received information about local hospitals, Mothers Against Drunk Drivers (MADD), mental health associations, Star-Flight-helicopter, EMS, Police and Fire departments, bike and car seat safety, eye care, insurance, lung, heart, diabetes and cancer.

The 500 participants receive T-shirts provided through sponsor contributions. Kid's activities included a Rock Climbing wall and child ID program. There were live demonstrations in aerobics, dancing and jump roping. Free Preventive Health Screening, Health and wellness information, free immunizations and free seminars complemented appearances by Spike McGruff, Crash Test Dummies, BEB Buddy, Star Flight and fire Truck.

COMMENDATION

HCISD conducts a well-planned health and wellness event to promote good health along with employee and community wellness.

Appendix A
PUBLIC FORUM AND FOCUS GROUP COMMENTS

Public Forum and Focus Group Comments - Part 1

The following are comments collected from the public forums held in Hays Consolidated Independent School District (HCISD) on March 17 and March 18, 2003 at Hays High School and Tom Green Elementary School and from 14 focus groups held with parents, community leaders, business leaders, ministers and school district employees.

The comments below illustrate community perceptions of HCISD and do not necessarily reflect the findings and opinions of the Texas Comptroller of Public Accounts or the review team.

DISTRICT ORGANIZATION AND MANAGEMENT

- Doesn't feel that education is a priority.
- Taxes have gotten very high.
- The board says they are for education, education in sports? Just look at the press box, with an elevator and the high school is not finished-I think education comes after sports.
- Top heavy on management-Band director retire and was promoted to assistant superintendent for fine arts.
- Don't need another management position. During hard economic times, you don't add management layers. "Treat it like a business."
- School board members need to spend time in the classroom and on campuses. Sometimes they make very unrealistic decisions.
- Currently there is a team of eight-leadership concept for the board and superintendent.
- Board members go to individual schools and participate in daily activities.
- Board meetings are restricted to three minutes to state your concerns, board members may or may not respond, no refuting allowed.
- Concerned about split within community.
- Leadership in management of concern.
- Five years ago-assistant superintendent/business put out of job. Have had five in position in five years.
- Most of the time the school board does not have reliable information to make decisions.
- Head of foundation did not live in district, but had a piece of property in district-had tremendous influence.
- Concerned about audit firm selection in 2000-was surprised to hear name of firm selected because they had not responded to RFP-

heard they are somehow connected to board president, but don't know.

- Long chain of command-transportation director cannot make any decisions without approval from the assistant superintendent and superintendent.
- Administration over rules site-based management decisions but administration does not take responsibility for it. Administration does not back up site-based management decisions.
- Administrators took time to help pass/promote the bond issue. People who don't even live in the district worked to have the bond passed.
- No alternative plan for the bond not passing.
- Concern that the campaign treasurer for elected board member was selected as exclusive realtor for the district.
- Went to vote on bond issue, but was sent to a different place to vote.
- Ballots gave reasons to vote yes, but not if voting no.
- Concern on selection of audit firm-when board packet arrived there was a new firm that had not been considered earlier-new firm recommended by superintendent-research revealed that firm was legally formed the day before the board meeting.
- Last few years school board and paid administrative staff worked well together-lot of good support.
- The district involves the community when it suits them-Bond, attendance zone work.
- I have business background-to me-we are overloaded in overhead-43 percent goes to instruction. Fifty-seven percent seems too high-my experience is I could never make a profit if my focus was so low.
- We have poor personnel management (took the two best elementary principals and put them in administrative positions); better suited to former position as principal.
- "C" - based on experience with bond committee; lots of information thrown at us; couldn't provide us with sufficient information to make decisions (also, not organized and didn't promote the bond).
- We had a director of communications; this is a way for the superintendent to distance himself from the community.
- Most quotes are from the director of communications; needs to come more from the superintendent.
- Bond committee was expected to promote the package; should have been the superintendent; we came up with a $106 million package - I wouldn't have voted for it if I hadn't been on the committee (due to lack of selling the program).

- The bond failure wasn't because people were against education; it failed because the administration didn't take responsibility for understanding what the needs really were and promoting it.
- The bond failed because it was an "all or nothing approach;" the board felt this was the time to pass this without considering what was really needed and what the district could afford.
- The administration pushed too many things on the bond committee.
- Left too much in the hands of the architect; they want to build "Taj Mahals;" letting the architect set the tone for the type of building is similar to "the fox guarding the chicken house."
- With an interim superintendent, it's not a good time to push a bond issue; our former superintendent ran the district with an "iron fist" (made all the decisions); board never had to make tough decisions.
- Favorably impressed-always left good impression-some people that I've had direct connection with-impressed.
- Impressed with openness of community-seeing opportunity-like schools growing they seem to plan ahead to address the need.
- The split in community on bond issue is okay-part of process. Couple of impressions-people say cause is the timing of economy and real respect for people's opinion-football field built and tore down building - caused people to say "why tear down building when kids need classrooms"-Football field should have been last on list.
- Many voted for last time and against this time because of football field.
- Though bond in 2000 should have covered needs.
- Racial issues did not impact bond.
- We have the feeling that whatever is said to the school board falls on deaf ears.
- Two thirds of principals and assistant principals live outside the district.
- Central office-too fat by any measurement.
- Administration needs to support the teachers.
- Principals use plans-cadres of teachers guide activities on the campuses-Living document-rewritten every year-We get ideas from District Action Plan.
- Every campus -Campus Leadership Team-reviews the plan every month and then rewrites every year.
- Principal did not give people credit in areas because they were not recognized.
- Campus Action Plan writing team different from Campus Leadership Team (CLT). Subs hired and cadres write and present to CLT.
- Some principals more involved than others-CLT has to approve.

- New district goal that came down from central office and everyone had to put in plan "promote opportunities to embrace the contributions of a diverse community."
- Really appreciate survey-OHI survey in the fall-never have been asked to evaluate central office-do not believe it is strength of the school district-they do not look for feedback.
- Rift between high school teachers and the Board because a student expulsion was not upheld.
- Do not feel supported by the Board-the high school budget was cut the most in programs and summer school.
- The administration is top-heavy and lacks communication-Examples include the following positions: directors of Secondary and Elementary Curriculum, director of Music and secretary.
- Feel that the interim superintendent does not understand the role of the Alternative Education Program.
- The district works as a team.
- Board and superintendent had team of eight training with service center.
- Theoretically site-based managed but if parent complains and goes to central office, campus is not supported-central office needs to support campus-too many political interventions.
- Central office needs to be on campuses more often.
- Administrators need to live in the district.
- Some board members are into administration even though they remind each other-think it is because of absence of superintendent.
- Some board members have personal agendas.
- District works well as a team. Employees are supportive of one another.
- Honesty in district is tremendous-input for everything in grass roots meetings.
- Need to mend fences with those opposed to district.
- Some board members feel they should run the district-personal agendas cloud decisions.
- Everyone is involved in decision-making-Effective committees with parents and others (news ads to recruit parents, PTO meetings)-Naysayers included on committees.
- Innovation is encouraged by leadership to use Best Practices and seek grants. "Feeling of healthy risk taking."
- Strong sense of "Team Hays."
- Communication gap between board and staff because of no superintendent. Previous superintendent kept lines clear between board and school governance.
- Site-based teams focused on curriculum-chaired by teacher with parent participants.
- District leadership team represents campuses well.
- Site-based management lets principals do what is best.

- Turmoil in district impacts the Interim Superintendent.
- Felt they had no voice in selecting the new superintendent. Felt left out. No special education parents were involved.
- Outraged at former superintendent who cut vocational education programs. Not all students can go to college.
- Different schools treated differently based on social status and feel no support from central office.
- Citizens very pleased with district. Impressed with many things and stated they liked the high school principal.
- Complimentary of the Spanish program at elementary schools.
- Seems to be too much paperwork and lines of responsibility not clear.

EDUCATION SERVICES DELIVERY AND PERFORMANCE MEASURES

- Has more than one child in district-Pick and choose whether to follow IEP's equals time consuming-violation of federal law-Question training issue on teachers' part.
- I have been involved in several instances in which the nursing staff at the high school did not adequately respond. Their lack of personal commitment to the welfare of the student is visible. There was no plan or interaction between security personnel and the nursing staff. This can be a very bad situation.
- GT student needs take precedence.
- Curriculum is TEKS aligned and teachers are held accountable.
- The district is limited by the TEA (TAKS) from getting a true assessment of learning.
- What we spend for instruction-awful.
- Special Education-they work hard, but are feeling the pressure to raise student learning with limited resources-all students are required to take Algebra II, but there are no special education teachers with this background.
- What programs are offered that are not mandated by the State?
- How much classroom space is used for these programs and how are they funded?
- I think everyone works well as a team for the best interests of all students.
- As a teacher at Hays High School, I feel the teachers are constantly upgrading the curriculum. Our overall TAAS scores are among the best in the state. There is a move to reduce the special programs like GT and Credit Recovery. Every kid can learn and we must continue meeting the needs of every student.
- District staff does an admirable job of writing grants to provide staff development experiences.

- Funding limits the district's ability to provide expertise in all areas-no instructional leaders with a math/science background.
- Don't have trust-school has not earned.
- Did not serve on task force because the ones that served on committees feel left out and swept over.
- Low attendance at playoff games. Tremendous school spirit a few years ago-not here now.
- Atmosphere between administration and students is confrontational.
- Curriculum not hard enough.
- G/T program-have to qualify across the board.
- Don't have science and physics low enough in grade level.
- Don't have math hard enough at third grade.
- More innovation in the classroom. Manage all the students, not just number of classrooms. Class ahead and watched a movie.
- Assessment should assess kids at end of September instead of end of grade-proactive vs. reactive approach.
- Not poised to become a college prep district-heard it from principals HS can't meet needs of Alpha Students.
- High School does not teach home living skills. Could extend school day for more educational opportunities.
- Extra language programs -French, Latin and Spanish should be at conversational level.
- Magnet school-not necessary-use it for an elementary school, not for bilingual training ground. Spanish is already integrated into the curriculum. We are not Austin, let us not try to compete.
- Hays Academy-some view as luxury, but it offers options for students that might not fit in at the main high school. Reaches some kids that would fall through the cracks.
- CATE concerns: funding, duties, 15 percent or 85 percent is covering electricity for CATE department.
- Concern that vocational counselor is not doing vocational counseling.
- On going effort to develop standardized curriculum-there were complaints in the past about not having one.
- I think that is who there is an overload in curriculum to organize and equalize curriculum.
- Delivery of services is very equitable.
- I am a substitute-uproar in community about new zones, but I think all places are the same. Last five years the district has tried to equalize the quality of education.
- Impressed with depth of programs offered, even at high school-advanced this and that-services for children with children-tried to address need of even groups with small numbers. I think it has been successful-I've seen what it can do for dyslexic children. I know it is expensive.

- Recent bond election-students from Academy spoke and it was motivating to hear them speak about their experience-gave them a different approach to learning-serves a very small percentage of school district.
- Performance in district is excellent-We did not want to live in Austin-We could have, but we thought quality here was just as good-Kids have same opportunity.
- Student-In elementary I had disability in math -I got extra attention-really helped me out and now I am in AP classes. Without help, I could not have done that.
- Have informally asked my friends whose kids have gone to college-all said yes-kids well prepared.
- District is pro-active with Duke University Talent Search-District covers that cost-other districts do not pay for that. We had over 100 kids to take test.
- I had to pay my son to take the test.
- Dropout rate is an issue (historically graduate 360 of 500).
- Comfortable with elementary teachers-breakdown begins at junior high level (won't do the homework, attendance issue, discipline problems).
- Heard good things about Hays HS from Austin.
- Career/Tech program-- At one time district was headed in the right direction (getting involved with IBM, Dell, Motorola, etc.; were to come in the tell kids what to expect in the real world); Del Valle has this program.
- In 1997-98, the board decided to go a different direction; now have cosmetology.
- Still have technology but not what we had planned (and what had been sold in the bond issue).
- G/T effective program
- Like the homework, three-week progress reports, speech therapy program and "specials"-Spanish, music.
- We're a recognized district.
- We can do better here.
- Needs examination-cost/benefit analysis.
- Need a study to determine the number of students getting a chance for AP.
- Not much depth; lack of experienced teachers.
- Health clinics in the schools provide needed health resources.
- Need to have additional measurements if kids are to realize their potential-something other than TAKS.
- Computer areas-kids know more than teachers.
- Do not see much "school to work" programs.
- Has there ever been an assessment of the number going to college? Vocational?
- Do not get much feedback re Career and Technology.

- Teachers under pressure to pass certain percentage of kids-teach to the test.
- Exciting programs at the elementary level.
- Preparation for TAKS-district did the best they could considering what they had purchased-ACCESS math and reading program-generates questions-hired Region 13 to do training.
- Disagrees with benchmarks-not enough -one math test and one science test and they were TAAS format.
- Fifth grade teachers are very concerned because content can go back as for as second grade-all they had was FOSS kits-do not have science textbooks or older outdated textbook sets.
- Everyone was focused on third-grade reading one reason why others were not addressed.
- Hired extra staff just to remediate second grade-from grant funds.
- Sounds like we are asking for more but teachers will say there is too much benchmarking.
- The way benchmarking is done-this week-will not help me at all-for wiring we benchmarked two weeks before the test-did not help.
- Saw kids in kindergarten four years ago-opportunities given to those kids early-was good, advance preparation-was helpful.
- Frustration on that is we have a grant to pay reading Recovery to third grade-Grants all end and we see what the kids are doing one more year that is gone.
- Bilingual program is my pet peeve-we have awesome bilingual program-They have split classes PK-K, 1-2, 2-3, 4-5 -Bilingual teachers come and go-No way to do a great job split classes do not work-redoing next year.
- Green feels monitoring program is very good-others did not know.
- Push to make sure we are meeting the needs of sub-populations-different from 10-12 years ago. Have more staffing to do that.
- Not enough materials in Spanish-Teachers complain because that have to translate-no districtwide translator.
- No accountability-no pacing calendar-cannot teach the same thing in science-not enough materials.
- By grade level turned in standards by grade level-Elm Grove-some did by grade level, some did not. Elm Grove turns in Unit plans.
- Address all TEKS-have to look at TEKS to see if taught them all.
- Benchmarked for TAAS objectives-Superintendent "TAAS Talks"-look at benchmark data-meet by grade level with principal and teachers.
- Think we have gone too far with campus individuality.
- We have vertical articulation at our school-school based-have met with district but meetings get so big meetings aren't manageable.
- Principal as CEO-teachers get trained once a month for guided reading-no accountability if principals do not make them use this-

our principal does but teachers say that teachers on other campuses do not have to do it.

- Principals are uncomfortable enforcing the technique-then central office says "back off."
- Principals do not enforce because site-base did not recommend.
- Principals may not see principal as CEO as problem-divides the district-everyone does their own thing.
- Uses of elementary curriculum director as resource-More than five said never-two said twice yearly-five said once yearly. She focuses on reading-every campus uses different program. We did meet the summer-developed curriculum Grades 1-5-some people got it and some did not-units by 6 weeks.
- G/T training-not every has received training K-2.
- Principal changes done in secret-teachers upset because principal has to leave.
- Enrichment lab for any student.
- Problem with Alpha-back burner-no money for Alpha-our person became half-time-pull out-half-time other subjects-limits open enrichment program-principal chooses how to use people.
- Focus program in special education-best program-follows inclusion students.
- CARE teams take a long time-process different on different campuses.
- Have problems with 60 days and have to start over.
- Curriculum focus-no content coordinator, rather teachers are paid a stipend to develop curriculum. Most of the funding comes from grants.
- Director of Secondary Curriculum and the director of Elementary Curriculum are mainly grant writers. Trainers lead committees who provide materials and organize in-service and staff development. Department chairs who also conduct vertical teaming in all the core areas develop scope and sequences. Elementary and secondary curriculum is aligned actors the district. There are campus invention teams and student support teams.
- Teaming is designed to provide support for high achieving students, low performing students, average students and assist students in preparation for SAT performance.
- Students are pushed to perform on TAAS and at the same time, more students are encouraged to take the SAT. Teachers believe that this is the main source of lower average scores.
- Honors classes have more students. Teachers believe there is a reduced standard because more students take the SAT.
- The message at the high school is, "Don't fail students."
- There is no SAT prep course because of budget cuts. A solution given is to participate in the Princeton Review and raise expectations for students.

- Students take three weeks in summer school to make up failed subjects.
- Parents place pressure on the grades.
- In G/T program, the 6-12 program is being killed because of lack of training and money.
- Special Education teachers are very special people and have an outstanding program. Inclusion Class within class is an excellent program, but is too big.
- Career and Technology Education program. Teachers work hard to help the students.
- Bilingual/ESL- The ESL tutor trials the students. In the Bilingual tutor program, the facilities are crowded and cramped, and students copy from each other.
- Recognized district-very proactive with third grade TAKS.
- Extensive training for teachers-curriculum grants provided literacy training.
- Secondary vertical teams form sixth thru 12th.
- Elementary has academic councils and liaison for fifth and sixth.
- Bilingual is making strides (Title 3 grant helped fund coordinator. Need more services to secondary students.
- Started a bilingual teacher academy to "grow your own" teachers.
- Piloting a HOSTS program at Fuentes.
- Grant for training at the Impact Center (discipline alternative school).
- Academy for credit recover and for students who do not want to do extracurricular.
- Outstanding service delivery method supporting student achievement.
- Integrated curriculum units are great.
- Good tutoring programs, mentors to students, PAW club at Kyle Elementary.
- Focus Program for behavior modification across district in special education is good.
- Counselors developed counselor plan-no updating after four or five years. Plan is followed.
- Counselors spend most time dealing with testing, then guidance and scheduling.
- No staff development planned for counselors-staff development an individual thing-can comp out of two days for staff development on own time.
- G/T plan at elementary is a pull out plan-middle school mixed in-ninth and tenth separate classes and 11th and 12th in AP classes.
- At risk students tracked by counselors-programs include tutoring groups (in school and after school), mentoring, peer mediation, after school program from flextime grant.

- ESL is effective-junior high has two hours blocks-regular teachers trained in ESL.
- Focus program in Special Education is very effective.
- Nurse and counselor on all campuses.
- AP program needs to be more inclusive-HCISD is working on and needs to continue.
- High school art program, music program, UIL programs are all strong.
- District exhibits its commitment to at-risk students by providing counselor at the DAEP who facilitates daily guidance/counseling groups with all students.
- Must follow scope and sequence-creating assessments for mastery leaning.
- Curriculum guides developed by teachers and are being used.
- Curriculum department allows creativity by campus-one campus has a different report card-instructional strategies have flexibility not curriculum.
- Staff development-Elementary extravaganza prior to school starting planned by principals and central office from needs assessments from each campus. Training once per month in Region 13 for all teachers PreK-5.
- Special education services are tremendous.
- G/T is an area of need-team from Baylor University is assessing.
- Vertical alignment teams across district.
- Teacher teams write curriculum guides in summer aligned with TEKS
- Curriculum implementation monitored by administrator walk thru in classrooms constantly-turn in nine-week unit plans-lesson plans reviewed weekly-compare to walk-thru-advisory teams review curriculum needs; common members at high school between site-based team and curriculum team.
- G/T-area of concern-Alpha classes-G/T challenging-11th and 12th go back to AP classes. On 1-4 Rating with 4 high-2.5 at High School-3.0 at middle school-sixth and seventh grade have separate classes but science and social studies blended with pre-AP.
- Credit recovery program-accelerate using Plato.
- Middle School uses an after school grant.
- Communities in School program good.
- Teachers monitor at-risk student-one mustang at a time.
- Special Education is excellent-they do a lot with few resources-kids move into district due to quality of program.
- CATE coordinator works with junior high and prepares kids on career path to help transition to high school-job fair for students and open to public after school.
- We have articulation agreements with Austin Community College, Southwest Texas and University of Texas.

- ACC courses on campus for dual credit.
- Cost concerns related to low numbers in some classes.
- Explorers (sixth grade) hurt the Arts program.
- Computer repair certification available in Career Tech program.
- Would like teachers to take kids to the next level (not busy work).
- Look at top of technology building. Business sponsorships not used. Materials not used. CATE programs reduced. Where did Cosmetology stuff go?
- District does not celebrate majority of students who are high achievers (diversity).
- Moved dyslexic camp to Austin ISD due to HCISD making it so difficult of operate (Camp Magic Mirror).
- High school does not prepare students for SAT and ACT, but TAKS preparation is good and is worked into the regular day.
- TAKS-Braille disparities- not enough time to develop. Need to develop faster.
- Sometimes, just because students are in Special Education, it is assumed that they will be exempted. This parent said that parents want options. Also wants results not counted against district. What are the options?
- Seems like all they did last year was preparation for TAKS-why? Funding should not be tied to teacher performance.
- Would not tutor student on reading because the student was exempt from tests.
- All the teachers focus on is the TAKS.
- Every campus needs to be teaching the same thing. Align Curriculum.
- Very good dyslexic programs in HCISD.
- Mathematics for special education students needs improvement.
- Turf wars over who should serve students-dyslexic vs. special education.
- Created a special IEP for students when needed.
- Special education students need an extra support for extra curricular activities-trade-off with regular education.
- Regular teachers need to understand better special education student needs.
- Treat sign language as foreign language. American Sign Language needs to be offered in HCISD.
- Not enough programs for students who drop out and significant numbers of high school graduates are not going to college. Diversity for students with special needs is needed.
- Middle school language arts area-good with dyslexic students-high school is horrible.
- Dyslexia-summer school provides no programs and a program is needed.

- More summer services-autistic students have a real problem and lose skills in summer break.
- Early detection and help for kids with special needs-needs improvement-early detection-funding.
- Student volunteers-grant program for summer problem of special needs kids.
- Academy program is very good.
- Special education program at high is very good.
- Reading Recovery program at the elementary school is good.
- Concerned with cuts in Spanish program, alternative programs and general state funding problems. These cuts will directly affect minority students and negatively impact momentum in closing achievement gap.
- It is difficult to find bilingual teachers.
- Appears that minority students many not participate in school programs and extracurricular activities.

Appendix A
PUBLIC FORUM AND FOCUS GROUP COMMENTS

Public Forum and Focus Group Comments - Part 2

COMMUNITY INVOLEMENT

- Communities in Schools program - liaisons not divided fairly amongst student programs. Sometimes four-five donations in a year, next year none; No rhyme or reason. A lot of time its food. Question— can't manage, or not managed well—not sure.
- Recent months-made plain to parents that their involvement is not wanted; not necessary. In past, parents could go because parents were included in the group block. Band director change that practice: One chaperone - 8:12 (with upcoming New Orleans trip). If you don't have lots of money you can't participate; unlike Ireland trip two years ago.
- HCISD works very hard to involve parents and the community in decisions. The two interim and one superintendent have been approachable and willing to listen and talk.
- I have participated in several district committees-the first just by volunteering without knowing anyone and found it easy to be heard.
- The local school personnel-teachers, principal and others have been very understanding. They do not give up responsibility ultimately, but try to consider all viewpoints.
- Community relations and communications extremely poor
- Attitude of board and administrators is demeaning to public and seems to be the same toward staff.
- Dictatorial-committees are usually hand-selected persons that will ruffle no feathers.
- The district probably should mail a newsletter twice yearly to all homes.
- Parent involvement is strong as are business-school partnerships
- I would like to see more work at getting retirees and others into schools as volunteers.
- A couple of nay-sayers have caused problems but when they were office holders, many problems were allowed to develop.
- Many employees afraid to complain-repercussions from district administration.
- Active PTA-great district for parental involvement.
- Need more communication with families that do not have children in the school.
- Who appoints committee members? It is who you know, not what you know in Hays. Pick a lot of special interest groups.

- Requested a copy of budget/salaries-they delayed several weeks before releasing.
- Things done behind parent's backs; painting a mural at $60,000.
- PTA meetings not encouraged enough.
- Task force committees not advertised- No parental outreach-board appoints.
- Task force or committees-if the group does not come to the decision that the administration wants-then administration does not follow the group's recommendation. Administration hand picks groups that will agree with them and rejects parents that are willing to serve, but voice their concerns.
- Opens records request not complete by district-received additional information anonymously.
- A lot of parental and community involvement.
- Only advisory committee I am aware of was 2001 Bond package-not aware of district-level community involvement.
- What about calendar committee?-I know many people served on this committee and developed two-year calendar.
- District does frequent surveys for food service.
- What about selection of new superintendent? I am participating on superintendent selection. I want district to know that whole district needs to be representative of all people.
- Former superintendent stayed only in his area where he lived. Superintendent needs to be involved in all aspects of community-several communities are combined to make up Hays.
- On that point-the job of interviewing body-no way that you can insure that after selection is made all aspects of community are represented.
- I've know two superintendents here-Mr. Hinojosa did do things that others haven't-formed coalitions-seemed like he tried-had people form state organization to get street situation to bus barn more accessible.
- Superintendent selection-Lead man is Dallas ISD superintendent-is going to have a lot of weight in who is selected-I think there needs to be more input from community. Dr. Moses does not know our community.
- I was part of community group to select Moses-all Moses will do is help group develop list of criteria and get resumes together-Moses and Thompson are only there to give direction to the board. Gave board 75 resumes and will help with interviews.
- Community involvement is good-good job getting parents involved.
- District has open-door policy.
- Even with the number of students here, I can still get an email or return phone call.
- No trouble getting feedback.

- They solicit parent volunteers non-stop. Would like to have DPS perform background check.
- Community involvement could be better.
- Extremely strong in the elementary schools-shifts away from academics in junior high and high school.
- Haves and have-nots-cars, wearing apparel.
- Publications are in English and Spanish.
- Regularly receive communication from school and district-mostly informed well ahead of time.
- Our Web site is not well advertised; I find it helpful (50 percent of school population does not have a computer).
- People care a lot-good communication.
- Our church house across from Hemphill Elementary-church is involved with school. Kids come to church and use facility for "get away day." Huge effort from school to community in the school. Lots of poor people-school gives a prize for parental involvement in the school.
- Functions at the school every week-computer lab open on Thursday nights-Library open and tutoring.
- Breakdown somewhere-but people had a voice in the bond issue.
- Angry staff at high school due to poor communications.
- There is little dialogue-no communications.
- District asks the same people to volunteer all the time.
- At the high school there are not many parents involved.
- Partnerships are just based on donations and centered around providing food.
- Foundation is good.
- Need to think about businesses outside the county.
- District needs to understand that budgets are set annually; timing is important.
- Received a lot of information that was pro-bond from the district; rest of time-no regular information, no notices, receive calendar of events every two to three months.
- Principal sets the standard for communication-we are overwhelmed at the elementary level
- We are a 5A high school without a marquee.
- The Academy is an outreach to the community.
- CIS program-took kids out to nursing home.
- Web site helps with communication but it does not provide prompt updates.
- District provides library access.
- There is very little email communication with teachers.
- Schools are welcoming and want parents involved.
- Teachers that are new to the district are in awe of volunteer parents.

- Business community very willing to partner; just need more businesses.
- District does a good job with communication with families.
- Communication-documents translations.
- Communication to schools-principals do good job to teachers-some don't agree.
- HealthFest-information for the parent and student about health matters.
- Community involvement covers many things such as spaghetti dinners, basketball games, health clinics, foundation and grants.
- Booster clubs are generous by providing uniforms and concession stands.
- Partners in Education are directed by the campuses.
- The bond steering committee was open to any public interested.
- Award-winning publications-district newsletter, weekly press releases.
- Partners in Education program and volunteer and mentor programs good.
- Held forums for bond election and attendance zones.
- Overwhelmed with volunteers-junior high and high school do not have enough.
- Well Clinics helped absences-also social workers on campus from Community In Schools Grant very good.
- Good bilingual communication at each campus.
- PTA/PTO excellent.
- Some schools send bi-weekly newsletter to parents.
- Good community support for scholarships.
- Communication rich district-campuses very well informed.
- Wellness clinics are a plus.
- Nurturing Programs-12-week parent classes in English/Spanish.
- Title One-Labs open to community at night, also libraries.
- Childcare for employees at three sites-self-funded other than space and utilities.
- Good relationship with Wagenhut prison and weekend probation programs-contract with warden for maintenance during holidays and on weekends.
- Parental Involvement at Hemphill won Texas Outstanding Parent Involvement Award for Texas.
- Tri-county effort-Community Action Federal Grant.
- Volunteers recruited by PTO and principals-partners in education program.
- Business partners handled by Foundation.
- All campuses have high involvement.
- Program partners in education are very selective in distributing. Not fairly donated because of administrator over partners in education (not necessarily based on socioeconomic condition).

- Communities very supportive of school district.
- PTO/PTAs program good. A Hispanic Awareness weekend was held.
- Shadowing program at Elm Grove Elementary school is good.

PERSONNEL MANAGEMENT

- Music secretary's hours cut to half time-backlog in music department. More difficult to do business. Recent trip with her not being full-time meant that others did not know how to coordinate trip.
- Everyone has an assistant-too many chiefs and not enough Indians.
- I have been involved in interviewing perspective teachers for this district for eight years. Each time the whole team strives to place the best applicant. I am bothered with positions that are tied to coaching. Then the head coach has much more to say in choosing as opposed to the department chair.
- Substitutes are paid $65 per day, considerably less than Austin or other area schools.
- Administrators do not confirm the use of a sub in all instances.
- Generally, high school administrators are responsive to student needs; however, the principal does not always provide adequate visible leadership.
- Substitutes are expected to do too much. I have had more than 80 students in a P.E. class and more than 70 angry students in ISS.
- Teachers take a significant pay cut to teach here as compared to AISD.
- We need more principals and counselors so kids can receive attention that is more individual. With 2,200 students running around on a loose campus we are fortunate nothing major has happened.
- Seems strong-super teachers and principals in my seven-year experience as a parent!
- We do not always get all the staff we need to lower the class counts in some of our "TAKS critical" areas.
- Grew 690 kids from 8/31/01-8/31/02-690 kids. Hired 114FTE's-1 for every six kids (only 51 were teachers).
- Teacher to student ratio too high.
- Enrollment increased from 98-99 to 2002 by 2,283-hired 28-29 central office people in that time.
- Feel there are too many administrators-102 students at Hays Academy with one principal and a secretary-couldn't one of the assistant principals from Hays HS handle the academy
- Hays has so many administrators they had to put offices at the Old Shrimp Farm because they are out of space.

- Question whether they need an interim superintendent-one of the assistant superintendents should have done it.
- Question accuracy of enrollment counts.
- Sub programs-check into training.
- Too many subs teach in the classroom.
- Why go out of district to hire administrators when we have qualified personnel in-house?
- How many superintendents and assistants to superintendents?-Creating jobs for people.
- Spanish required for a lot district jobs.
- Hire more qualified staff with more professionalism and better attire.
- Staffing is way over. Is it necessary to have one aide per special needs kids? Not fair.
- Twenty two to one ratio is too high.
- SWT program providing masters degree and certification now only going to one campus. Need to expand to other levels, especially high school.
- Provide incentives for non-degreed/certified staff to get a degree and certification to help teaching shortage.
- Disparity in schools-teachers without experience or longevity, transfers-good teachers go with good principals-low income has weaker teaching teams.
- Concerned with diverse area not having a voice.
- Turnover rate is too high for our area.
- Disability policies not explained fully prior to sign up.
- Paraprofessionals work eight hours and are paid for seven.
- I know several teachers-I feel we will have an exodus-some don't have a classroom-floating teachers.
- People think teachers are leaving for all different reasons.
- I want to look at research to see if it is true that a good teacher will teach no matter the facility or condition.
- Crowded classrooms do impact instruction.
- A lot of teachers leave because of compensation. My daughter-in-law went to another district because of pay.
- Teachers want to stay, but money is that bad-long-term teachers are not here for the money.
- You need to be competitive-dos not always mean pay only-other factors come into play.
- Equalizing instruction-I do believe in that-geometry people are not having to do geometry anymore.
- Is our district competitive? Administrative may be exception-77-82 percent-may not be comparing apples to apples.
- I do get the feeling that our administration is top heavy-Hard to say what area-all seem important-I am concerned about.
- Student/teacher ratio is good.

- Lack of experienced teachers and teacher turnover rate is 17 percent.
- Concern that assistant superintendent and director salaries drive superintendent salary.
- Overstaffed in central office (less than half the staff are teachers).
- Do not need specialized personnel for everything.
- I have heard that teachers feel that central office always gets people.
- When new schools went in-principals interviewed and redistributed teachers-seemed like the ones no one wanted ended up at Hemphill.
- Have a lot of young teachers-over half staff.
- Jobs not always posted; used to be on Web site-now it is not.
- Too few persons of color as teachers.
- Look at policy of hiring back retirees at large salaries.
- New job descriptions-new system-online
- Application process on-line for teachers. Paraprofessional and auxiliary applications on-line later.
- Comprehensive evaluation process.
- District has a recognized induction/mentoring program for new teachers.
- Group split on the relevancy of job descriptions.
- We now have a secretarial procedures manual.
- Adjust staffing formulas according to populations at campus.
- Job descriptions should indicate pay level.
- Job descriptions posted on Web for vacancy are changed sometimes after the person is hired.
- Need a better system for hiring and retaining cafeteria monitors.
- Administration building has too many secretarial positions.
- Positions for retired personnel are being created at the administration building.
- School offices are understaffed.
- Hays hires exceptional staff-not as much turnover here.
- The district needs a counseling director to oversee the counseling program who is qualified as a counselor.
- District has great relationship with universities-Southwest Texas Fellowship program.
- Excellent mentoring program.
- Principal search is very thorough process-hiring processes good.
- Responsive when personnel problems occur.
- Now moving to online applications.
- Part of ESC personnel co-op.
- Personnel manual and deputy superintendent covers how to hire and procedures to help.
- Salaries lower than Austin.

- Teacher turnover is high-salaries are not the issue- nearly 18 percent of the teachers leave because of the amount of work.
- People becoming disgruntled with the profession and are deciding whether teaching is what they want to do.
- Preparation and fundraise for instructional aides to serve students assigned.
- High teacher turnover.
- Teacher turnover is high is some schools, low in others dud to lack of leadership.
- Funding for paraprofessionals has been a great benefit. There is a huge difference in pay between the teacher and aide--$31,000 vs. $12,000.
- Concerned about two principals managing two campuses-Buda Elementary and primary.

FACILITIES USE AND MANAGEMENT

- Last board meeting on a Saturday-15 school district staff spoke- "Rats in the buildings." Poorly maintained buildings as opposed to rats. Solution by district is to rebuild, instead of [repair] the facilities.
- Attendance boundaries drawn by district-some schools under capacity; some over. But, attendance boundaries are not flexible in any way. Maximizing space of current buildings vs. not dividing student population.
- Why is maintenance out 967 when most schools are east? Are they planning to discuss the well again?
- How many schools in the district? Rooms? Everything is being built east of 35 now. The schools are not all over crowded, just three of them. Why don't they take the property on 967 and build another high school?
- We cannot compete with rich schools, but a lot of people think so. I don't know many schools who have elevators for the press bo284.
- How many rooms in "new high school?" Why would it require more portables?
- The janitorial staff in the schools is excellent.
- The management of the facilities needs to be improved. There are times the normal janitor does not know about changes being made and the effect their job has with these changes.
- Water is a problem at Hays High School when it rains. The campus is not wheel chair or walker friendly. Ease of access is a serious issue on this campus.
- This district is always complaining about how much energy is wasted and yet they leave the lights on at the new stadium at the high school all night long.

- Building capacity for each entity? Current enrollment at each entity?
- Outdoor lighting seems excessive, particularly at Hays High School.
- Custodial Services-for some it is a great job, but when an employee gets injured on the job they can kiss their job goodbye. My husband was injured two years ago and he was fired because he was not able to work per doctor's orders.
- I think the property that is being offered as a gift to the district is a very high liability for the district and brings no value. It has a large lake and is in the flood plain. This is a large liability safety wise to have this adjacent to the school.
- Many of our rooms are overcrowded.
- Probably the new high school could have been better located.
- Of 14 campuses many at or over capacity.
- Capacity in each of 10 campuses are underutilized. They are not maximizing facility.
- Bulldozed a perfectly good building this past year. No one knew the building at Hays HS would be torn down-even people on committee were surprised.
- Football stadium-they threw away the bleachers-Waste, waste, waste. Spent too much on stadium. Football stadium is a major irritation of taxpayers.
- Far too ambitious on building program.
- Current Hays HS added on to 19-20 times.
- HCISD lacking school space-spending too much on portables.
- Maintenance was moved to Dahlstrom, which is not centrally located-causes extra time and fuel costs.
- Need to maintain not destroy buildings.
- Some schools have mold problems-schools are being neglected.
- Maintenance department-how do they spend their dollars-job orders per staff-how long to get jobs done-how much covered up-how much actually done?
- Capacity concerns.
- Campuses are being built in areas that are convenient, not where they are needed.
- Custodians were not included in the meetings that were held about air problems in the building.
- Hays do not hire substitutes for custodians.
- Custodians told if they clean cafeteria tables they would get free lunch-the district took lunch away.
- Students are used to clean tables in cafeterias.
- Two factions YES/NO-Yes group thought they were "a shoe in"-NO group had good marketing plan to market Vote No-on "out marketed" the other.

- People voted their pocket book-not sure of jobs-surveyed afterwards-were not sure of own job security.
- This not a rich district-we depend on Robin Hood-99-00 bond passed-we built a college class football stadium-we would have liked to have seen elementary schools built then instead of football stadium.
- FOR people were out "PRed"-NO group portrayed it as poorly planned-but it was well orchestrated with lots of participation-It was open forum-but people chose not to participate.
- Opposition did a better job of P.R.-better prepared /marketed.
- Used statistics where shouldn't.
- Think economics had a lot to do with it.
- Marketed a lot of information that was not true.
- My parents told me that it was too soon-so they did not vote.
- If we had a "menu type' bond proposition it would pass. I would vote to build schools-would like to have seen an inventory of land/classroom space-how is it being used-instructional use of it.
- I was for bond and am fearful of projected growth statistically only detriment is class size-want be ahead-having not broken down-2.5 million was for technology.
- Put committee together for bond-hindsight, maybe not as diverse as it should have been-the process the district uses needs a wider, more diverse group.
- Like menu idea-I found out in the superintendent process. I did not know there was a lot of animosity between superintendent and several members of community-hard feelings that contributed - need to make sure to get consensus-to get major movers and shakers in district on board with YES group.
- First thing Hinojosa did was create a divisive committee "on mascot."
- Had to make a school board member very angry to get him to listen and ask me to serve on a committee. A lot that were willing just were not asked.
- People have a hard time with second high school-core will be built-9 and 10 will be served in 2003-04. Could have been misperception to make second high school go away-second high school is very difficult-lightning rod-concerns on part of population that the demographics reports are inaccurate.
- People may come here-but people think it will take longer for them to get here-homes are not being built like they thought.
- Question of performing arts center-big expenditure-maybe land was donated-but elementary schools now are brand new with portable buildings-Perception is we do unnecessary before necessary.
- Three brand new elementary schools still don't have enough room.

- Does not seem like things are slowing down around here-new housing editions in area of three new schools.
- Projected last year that they would have over 850 new -only had 700-seems off.
- Many school to school projections are off.
- Should ask old timers about antipathy between Buda and Kyle. No question that Kyle is building houses faster than Buda-More control in Buda. Competitive spirit between two towns-used to be sports rivals. Some discussion about when Lehman comes in high school in Kyle and high school in Buda will rivalry rekindle.
- Many people fee that renovations need to occur-at last meeting of ministerial alliance for district, a retired superintendent was appalled that students had to walk outside to get from class to class.
- Lots of people buying houses-drive into Austin to work-people do not want their kids to go to school in Austin-nice house here cheaper than Austin.
- Utilization issue-figures are not consistent. During bond time, capacity ratings were qualified using "practical capacity" figures (represents 90 percent of actual capacity.
- Need more facilities and need to better maintain what we have.
- High School layout is not safe.
- Districtwide security system-asking for the "Cadillac."
- Educational summer camps not allowed in facilities.
- Wallace-bad utilities during construction.
- Incredible talent pool in maintenance.
- Schools clean and well-maintained.
- Focusing more on written procedures.
- Employees always try to make things cleaner and better.
- A lot of team spirit at Hays.
- HVAC problems on campus-need computers.
- Need maintenance facilitator on each campus.
- Need more plumbers for district-have two for entire district.
- Facilities department has a notebook on projects and premaintenance.
- It is difficult to hire people with trade licenses because the wage is too low.
- Work trucks are getting old.
- Maintenance is responsive-much better than four years ago-now organized, things taken care of.
- Custodial very good-part of Team Hays. Custodians hired and evaluated by principals.
- Maintenance limited.
- Custodial is adequate-schools are clean as can be.
- Classrooms in high school math and English are smaller than the state requirements.

- Safety is a problem, because a car can be driven directly on to the campus.
- North campus has a one-way communication system that is inadequate.
- South campus is out of date.

Appendix A
PUBLIC FORUM AND FOCUS GROUP COMMENTS

Public Forum and Focus Group Comments - Part 3

FINANCIAL MANAGEMENT

- Ireland trip-giveaway--$20/chance; sold 500 tickets--$15/child's account; $500 to trip (1 ticket) $1500 raised. Asked for accounting of free trips given by the promoter-superintendent-1 free-raffle. *$500- "Not to worry about it. Had been taken care of." Accounting not given when parents ask for it.
- Property for Lehman High School--poor to build on. Hundreds of thousands yards of dirt had to be moved before foundation could be leveled. Why buy something this expensive to build on?
- Purchase of land for Lehman High School was $15,000 an acre. Comparable property very near was listed at $11,000. First appraisal was for $11,000. Same price was paid for property for Tobias school. I understand the seller was the family of the school's delinquent tax attorney.
- Extras like letter jackets and extra insurance is paid by district for sports.
- Great job given today's economic realities. Some grouchy school board has been casting aspersions with little basis and this has hurt the district tremendously.
- Operating tax rate has been held intentionally low for many years to help ease the impact on taxpayers with the total tax rate required for facilities and fast growth. This is at least partially responsible for fund balance history.
- Our department of 15 teachers is only budgeted for $268 in travel and training for one fiscal year. If they want improved instruction, they need to help in the training. Some dollars are available through other sources, but many are missed.
- I would like to see an accurate budget of who gets what (people and programs). It sometimes seems the administration is hiding something.
- Not good money management.
- Don't waste money.
- Extra-curricular activities-should not be taking students on vacation-senior trips to Ft. Worth, Fiesta Texas, Astroworld.
- Spending where not needed-big difference-Kyle, Buda.
- Bonds not passing-concerned about funding.
- Land acquisition at unreasonable rates.
- Conflict of interest with group that bought bonds-double dipping-corrupt.

- My understanding that our fund balance is increasing-was nothing five years ago -now 5 percent. Some criticism to that-she likes 20 percent-state average is 13 percent.
- Improved our bond rating.
- Financial management is not good.
- Hear in council that district does not have money-going to be rearrangement as result of failed bond.
- 2001 bond issue-a credibility issue.
- We receive "Robin Hood" services from Plano (What are they? Why don't we know?).
- We have a "spend it or lose it" syndrome.
- Why are we taking kids on a trip to the San Antonio zoo?
- We need to get our money's worth-are we operating efficiently? Are we maximizing use of facilities?
- The current board is fabulous when it comes to fiscal responsibility.
- Bond elections-needed choices on the ballots.
- Too much emphasis on athletics.
- Will have zero-based budgeting (first-time).
- Have a budget handbook.
- Budget book for public- award winning publication.
- High school departments handle budgets
- Dollars follow per pupil-elementary gets as much as high school.
- Know there will be cuts, but do not have input. We try to offer rebuttal. We can keep money to "rollover" from one year to next. Encourages principals to be frugal.
- Principals as CEO-great autonomy.
- Nice football stadium.
- The overall tax rate is reasonable.

ASSET AND RISK MANAGEMENT

- The employees are sold a disability policy to use when we are sick that will pay us for going to the doctor. When the claim is filed, we were told we need a bill from the doctor's office to file for this claim. We only pay a co pay and the doctor never gives a bill so what am I supposed to do?
- When an employee gets injured on the job they are at first told that they cannot file for Workers Comp because it is not available. Then about one to two days before the 30-day deadline they find out that they can file and when they do then the trouble begins! They are hounded to come back to work sooner than they are supposed to.
- The employee is not told that if they file for Workers comp that they cannot sue the district if they have a legitimate complaint.

- Past bonds in the amount of $89 million were all sold at the same time in 2001. I have heard part of these bonds will be paid by state. Does this include interest on the bonds?
- How can interest earned on unspent funds be used?
- Payment on over $50 million will not begin for 10 years. Will the accrued interest be partially paid by the state or is that only on principle?
- Information that was not correct and accurate was used to promote the passage of the bond issue. The information in regard to the need for the additional classrooms was not accurate.
- I think the community will support bond issues when the information is valid and the need real.
- Bond proposal-they gave historical high and moderate growth. They hired a different demographer because they missed numbers so badly.
- 89 million 2 years ago. 54 million capital appreciation bonds-accumulate 27 million in interest in 10 years. $105 million bond issue was 30 years-If we could pay debt -no dollars to run school.
- Have been a property poor school district to retire debt-interest costs us $38. State pays about 55 percent. Cost $293 per child this year. Now they will not be included because property values have gone up.
- Need to pay off the 89 million bonds before talking about another bond. Maintain buildings.
- Health Insurance- is it being done efficiently-is it best deal for what we pay?
- Sale of $89 million in bonds all at once in April 2001. Board accepted one bid from First Southwest. They are also the financial advisors for the district. First Southwest then sold their interest in the bonds. HCISD had to invest the funds. One option was TexPool. At that time First Southwest Asset Management was the manager of TexPool. This appears to have been a conflict of interest.
- Insurance committee meets monthly-involved in analyzing.
- District has a 403 matching of 50 percent with a 3 percent of salary cap.
- Everyone has two choices-HMO or HMO/PPO.
- Insurance person keeps everyone informed-each school has a represent active on an insurance committee.
- Would like to see a bar code system for inventory-now using a DOS system-when inventory change is made on report the district needs to make certain to correct report and not send same report again.

PURCHASING AND CONTRACT MANAGEMENT

- School said they would not give her son's report card because he had a book. Took the school through end of July (6 weeks) to get back to her on status of book having been turned in.
- October to March to get refund on textbook. Checks cut once monthly and by the time they got back to me, the payment/refund cycle was past.
- At what limit of purchase is competitive bidding required? How can the results be verified by the general public?
- Purchasing has always had a lot going on. Question bidding process-is it really being used?
- Questions contracting out food service.
- Bid process-advertising-do they go with best quality, not who you know on the board.
- Look into one contractor building all the schools-how is that? RFPs and bid process.
- Take requests for RFP instead of bid. District has used RFPs to purchase buses. If project is at least $10,000 there is a bid process-ways to get around bad performing contractors-recent bid process-sold school buses 38 years-1961-99 RFP-I was taxpayer-could not bid because (1999) of specifications-area that has been abused. Hays may not be any more guilty that other districts-I am interested as taxpayer.
- We loose $40,000-$50,000 each year in textbooks; need to provide consequences for not returning books.
- Are contracting bids going to the lowest bidder? Do not receive information regarding the reasons for selecting a particular contractor.
- On-line purchase orders a positive.
- Sometimes a shortage, but usually can get textbooks.
- Trouble is with old social studies and Spanish.
- There is a hoarding of supplies.
- Distribution of supply budget-Principal usually decides this.

CHILD NUTRITION SERVICES

- Quality has deteriorated in five-to six-year period.
- Quality of food from campus to campus is different in some instances.
- The food for the most part at Kyle Elementary is good. Why when a child is receiving free lunch they are not allowed to get extras without paying for it.
- The cafeterias throw away so much food that there are children going hungry because they have no money in their accounts. This is ridiculous.
- I don't eat in the cafeteria as much as I used to, but I do know the cafeteria is too crowded.

- Also, the "committee" chose not to give desserts because the students eat too many sweets, therefore on the "free and reduced" meals the dessert is fruit. Then they sell many sweets in a line to pay. Therefore, only the students who can afford sweets get them. What does this say to the students?
- Run sloppily.
- Keep going up on prices and do not serve anything but frozen food.
- Food is cold-provide fundamental staples.
- Mischarged for food-steep prices for what is delivered.
- Why if the kid is not going to eat it throw it away. Offer it don't enforce it.
- Janitor is taking unused apples off trays-Why?
- Quality of food not good.
- Monitors are not CPR trained.
- Quality concerns-price, selection, temperature- Do inspections occur regularly.
- Principals do not pay for their meals in the cafeteria.
- Would like to see district go back to doing it themselves-but they make money on selling junk-elementary is outstanding-it is middle school and up.
- Quality issue-fruit-oranges, kids could not get into them-then they were rotten
- Concerns over quality.
- Food quality not good; high fat, high sodium.
- My two younger kids refuse to eat in the cafeteria.
- There is a huge waste of food-a problem.
- Wish I had not voted for the Coca Cola contract.
- Need to consider running our own service.
- A lot of waste at the elementary level.
- Students do not have enough time to eat.
- We do not have what we need (paper plates, Styrofoam vs. sterilization equipment).
- We have good communication with the head of Food Services.
- Nutritional quality very poor; price OK-lots of fried food; lots of carbohydrates.
- We are trying to get a hospital vending machine with fruit juices and other healthy selections.
- Lunches cost too much!
- Kids can't get through line in time to eat lunch.
- Kids do not have enough time-older kids are not given enough to eat-kids come back hungry.
- A lot of food thrown away.
- We like the Lite Line-good alternative to corn dog, tater tots.
- Desire better choice and develop more salad bars.
- Can pre-pay on-line.

- Last year of Aramark.
- We have a big breakfast program.
- Serving more healthy choices-have incentives for choosing healthy choices.
- Very good cafeteria workers who do personal things for children-go above and beyond on serving children.
- Nutrition Services uses advisory committees of teachers and parents. Send out surveys to students/parents and principal on food quality and service.
- In cafeteria, student found two hairs on sandwich.

TRANSPORTATION

- Ninety percent bus eligible population-Gave up and got driver's licenses for her kids. Up until 1999, when she called-was told that if she felt she could a better job, come up and drive bus herself. Read answer: "Come on up. "We'll give you a job!"
- Kick kids off the bus quickly-calls were related to fighting on buses.
- Drivers (some) break rules; picked up child who was kicked off by the district; also picked up others-When she questioned-"We've moved her to a different route."
- Band director's children who are not enrolled in district were allowed to ride the bus to Conroe, whereas a parent who wanted to ride on the bus for the same trip because her daughter's leg was broken/in a cast was not allowed to do so. Inconsistent application of rule.
- Our daughter has ridden a bus most of her seven years. Drivers have been courteous, careful and caring. Buses are fine. Routes are fine.
- Why does Hays transport students to Austin to the School for Blind rather than mainstream?
- Some speech or autism get special transportation-one year, kid taken by bus to prom-special needs kids taken to doctors' appointments. When kid forgets wheelchair bus driver is sent to pick it up and get it to the student.
- Transportation-not effective operation-hire anybody-desperate hiring.
- Routing is inefficient.
- Transportation is great-went to bus stops instead of door-to door-I think they do phenomenal job.
- You can place schools so that transportation is not an issue. Two-mile rule is an issue that this district needs to look at.
- We did look at that-one mile elementary.

- Might need to look at doing away with one-mile rule. I assume transportation cost is an issue. Do away with hazardous route also-reimbursement might not help.
- Transportation for field trips is good.
- There used to be trouble with communications; recently it has gotten better.
- Even though the district is "spread out" and schedules are difficult to set up, the district in most cases does a good job.
- There are no special activity buses for economically disadvantaged areas.
- Seems like a lot of buses with only one or two kids. Heard two situations-one bus driver, the other family-not special education-their impression was one bus-one kid-but don't know specifics-some comments are isolated -do not know real facts or situation, but seems like waste to this family-need better communication on these kinds of situations.
- Coming from outsider in - atmosphere and perception is very positive.
- Safety is a controversial issue.
- The district does make extra efforts to get the kids to school.
- Too many individual drop offs/pickups-district said it would be decreased; it has not.
- Lots of buses-bus drivers seem to care about kids-they will comment to teachers about students personally.
- The average age of fleet is 14 years.
- Looked at outsourcing, but more costly.
- We have a new procedures manual.
- High school has conflicts because of bus shortages with sports.
- Buses-all filled-not over fill, very responsive.
- Buses are old, unsafe and overcrowded.
- Special Education buses need improvement.
- Students on buses too long (45 minutes-one way).
- Transportation system is good, on time, and does a great job.

COMPUTERS AND TECHNOLOGY

- New equipment-all-secretaries; band directors in band hall got four-five computers. Needs to be distributed evenly to get equal benefits at each school.
- We have many nice computers and are encouraged to have interactive and technology based lessons. However, many of the math programs are only loaded on one lab and the math teachers can seldom get scheduled into that lab.
- We do have good support on training teachers for technology.
- Hardware is adequate; the tech folks should be commended for the performance of the district network.

- Administrative software is outdated and limits the potential of this software to communicate information within the district.
- Technology integration is limited due to lack of leadership that is well versed both in technology and in curriculum.
- Great technology building but can kids get jobs when they graduate.
- K-5 loose a lot of time on computers at that time of life. What is technology bringing to the classroom?
- Two boys, ages 12 and 14, say they don't get adequate time in computers lab.
- They are working on it-campus has put in technologist.
- Someone dedicated to hardware/software management and someone dedicated to instruction would help.
- How many of those high dollar people can you afford? Never enough people to go around.
- Would give a "C" regarding expectations-not what it could be.
- Looks like we are doing good acquiring, dispersing-looks like we have chosen equipment that did not last too long-I don't understand how it all works-seems like something breaks down and no one can use them, but when my kids were in school they had computers to use.
- Tons of technology training-go online-incentive program tied into evaluation.
- Technologist on campuses-trouble shoots and teaches classes-not enough-troubleshooters are needed for each campus.
- Short-term track or long-term track-receive materials-teachers like the program.
- Good! Desire to use more labs.
- More computers for students.
- Good training.
- Excellent technologists.
- In middle school, integrate technology more.
- Computers work and good maintenance and support.
- Good training programs.
- Instructional has multiplied 10-fold in three-five years.
- Districtwide network -at least one computer in each classroom plus at least one lab.
- Everyone comes to see what we do.
- Need process for upgrading software-libraries pay for software and it is not installed-even on district purchases.
- Pleased-have come a long way. Good training.
- Assessment coordinator disaggregates and gives reports. Uses ADM system. Integrity in reports. Benchmarks-developed by assessment coordinator.
- Maintenance of technology equipment not good.
- Inadequate replacement program.

- Good response in replacing technology devices for student use.
- Technology is great.

SAFETY AND SECURITY

- Security officers keep kids corralled in multi-purpose area during lunchtime. Daughter is stopped routinely and asked to go get a class schedule each time she returns security officer is no longer there.
- Administrative discipline is not consistent-Ireland trip; two caught drinking and discipline meted out inconsistently.
- Last year during a tornado on I-35, students were released and there was no adequate management of students. It was bedlam. The superintendent's office, as for as I am aware made no attempt to review or implement a better policy during this kind of crises situation. Students were simply released in a method that did not assure student safety or security during the crises. If student had been missing, there was no visible or viable plan for finding, reporting and dealing with them. It was time in which the management of the school appeared to want the students just to leave, rather than hold them and protect them at the height of this storm. I seriously question the entire decision-making process and its implementation including inadequate communication and its effect on student and personnel safety and security.
- This is an awesome and scary responsibility. I think HCISD does well. I've never been worried about security and safety.
- Relationship with justice of the peace to curb truancy is phenomenal.
- Assistant principals (high school) do a tremendous job supporting teachers and maintaining an appropriate atmosphere.
- Negative influences (drugs, gangs) are present and do effect the school culture although I do not fault district employees.
- My second-grade son at Kyle Elementary was having a real hard time dealing with the death of his aunt and because of this had some problems keeping focused in class. He was labeled "unmanageable" and sent to the office and manhandled by the behavior teacher. Kyle Elementary needs their discipline policy checked into badly. My son is not the only child who this has happened to.
- I believe that the priorities of the school have fallen away from the educational polices and are focused mainly on disciplinary actions. I know of more than one time that I've been put in ISS for something as minor as I wore the wrong pants to school.
- I also believe some of the dress codes are silly and behind times. Another thing that gets my goat is the facial hair rules.

- As a student of Hays CISD I feel the school or school board can do better by offering less conformity with they school system.
- The "Rebel Respect" program is an oxymoron. I actually know several students who purposely disobey the rules just to go to ISS because they feel it is a good place to sleep and slack off.
- Facial piercing and hair color- it is understandable how some may think it is a distraction but to many others it is actually not.
- I can understand how teachers do not want students to use musical devices while they teach, but what about individual work.
- Discipline-kudos-classroom are well controlled.
- No lockdown method during a recent security scare-feels entire school should have been secured, not just for a few teachers.
- No security code in use. No security, either-rather have security than Astroturf.
- Fence should be secured around schools.
- Kindergarteners should not be in portables.
- Some elementary campuses are very open-all doors open so kids in portables can get in-Buda, all open because of design-Not a problem-People worry about safety and security.
- They are safe-administrators and staff take care of it.
- I think we do have a gang problem-I have friends in law enforcement. To me that is a concern-We have a drug problem- not as bas as Austin-We need to figure out how to stop it or we will be as bad as Austin.
- Kids tell parents-I will not go into that bathroom because drug abuse.
- Good crisis plan aside from that for tornado, fire, etc.
- My three children feel safe at school.
- Closed campus is important. Our school is "hands-on;" they know us personally.
- The drug situation is a concern.
- My sister came to visit our school (Fuentes); no one checked her ID; need to ID every visitor to the school.
- Need more parent education.
- Drugs-more of a problem because of I-35 corridor.
- We have county deputies at high school.
- Principal asks security to be flexible and not enforce law.
- Things have gotten different since my kids graduated-example one little neighborhood and 11 houses-now built out-indication that in last three years-huge influx of people.
- We moved here because we felt safe-that was our perception-than San Marcos.
- A general perception that drugs are fairly pervasive- no problem with violence; alcohol available at parties, provided by parents.
- I have five kids, 12 grandchildren-never heard complaints about safety.

- Campus to campus has crisis plan.
- Fire drills once per month.
- Code Red-two-way communication in new building.
- Buda does not have intercom. Principal runs around with a whistle.
- Teachers feel safe and parents feel comfortable.
- Impact break-ins.
- Add security officers.
- Discipline not fair and equitable. Large disparity.
- Installing new security system-cameras via network
- Two officers patrolling and SROS-two at HS, one for Wallace and Junior High and one for Dalstram Middle School and Impact Center.
- Not enough security-lighting at night on most campuses is insufficient.
- Due to portables doors must be left open.
- Dahlmstrom has no windows to see who comes on campus.
- Dress code at high school should be looked at.
- Violence, drugs, gangs a problem at junior high and high school. Discipline is a problem.
- Safety at high school-can walk all around and never be stopped.
- Concerned about the number of minority students sent to Impact Center-Hispanic and Anglo sent for same offense get different number of days.
- Some students sent from junior high on hear say.
- Very good crisis management plan. Everyone trained two-three years ago. Different campuses train differently for that.
- Have a discipline management plan and team/committee that revises yearly plan-coordinated across buildings-age appropriate discipline.
- Some complaints regarding ethnic breakdown on referrals.
- Good procedures on alternative AEP.
- "Rebel Respect" program at high school-two weeks usually with tutor.
- Problems with farm barbed wire close to playgrounds.
- High School is not safe. Students have to walk in the elements.
- No security at outside buildings-students vulnerable on grounds and playgrounds.
- There are security concerns at The Academy.
- Older schools need to beef up security.
- Battle over removing the Confederate Flag divided the district and created racial tension.

Appendix B
TEACHER SURVEY RESULTS

Hays Consolidated Independent School District Management and
Performance Review
(n=123)
Demographic Data
Totals may not add to 100 percent due to rounding.

1.	Gender (Optional)	Male	Female	No Response
		13%	82%	5%

2.	Ethnicity (Optional)	Anglo	African American	Hispanic	Asian	Other	No Response
		87%	2%	5%	0%	2%	4%

3.	How long have you been employed by Hays Consolidated ISD?	1-5 years	6-10 years	11-15 years	16-20 years	20+ years	No Response
		54%	23%	8%	7%	8%	1%

4.	What grade(s) do you teach this year (circle all that apply)?				
Pre-Kindergarten	Kindergarten	First	Second	Third
1%	6%	9%	9%	10%
Fourth	Fifth	Sixth	Seventh	Eighth
7%	9%	7%	7%	6%
Ninth	Tenth	Eleventh	Twelfth	
6%	7%	8%	7%	

A. District Organization and Management

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
1.	The school	11%	35%	45%	7%	1%	2%

	Survey						
	board allows sufficient time for public input at meetings.						
2.	School board members listen to the opinions and desires of others.	12%	50%	28%	7%	2%	2%
3.	School board members work well with the superintendent.	19%	48%	30%	2%	0%	2%
4.	The school board has a good image in the community.	20%	59%	15%	4%	1%	2%
5.	The superintendent is a respected and effective instructional leader.	24%	52%	11%	10%	2%	2%
6.	The superintendent is a respected and effective business manager.	23%	46%	20%	10%	0%	2%
7.	Central administration is efficient.	10%	43%	11%	25%	7%	3%
8.	Central administration supports the educational process.	17%	54%	8%	13%	6%	2%

B. Educational Service Delivery and Performance Measurement

Survey	Strongly	Agree	No	Disagree	Strongly	No

	Questions	Agree		Opinion		Disagree	Response
9.	The morale of central administration staff is good.	15%	46%	33%	5%	0%	2%
10.	Education is the main priority in our school district.	33%	47%	3%	8%	2%	6%
11.	Teachers are given an opportunity to suggest programs and materials that they believe are most effective.	20%	48%	7%	19%	3%	3%
12.	The needs of the college-bound student are being met.	25%	45%	19%	8%	2%	2%
13.	The needs of the work-bound student are being met.	11%	27%	33%	23%	4%	2%
14.	The district provides curriculum guides for all grades and subjects.	30%	47%	7%	11%	2%	2%
15.	The curriculum guides are appropriately aligned and coordinated.	20%	48%	7%	17%	5%	2%
16.	The district's curriculum guides clearly outline what to	15%	37%	11%	28%	7%	3%

	teach and how to teach it.					
17.	The district has effective educational programs for the following:					
	a) Reading	23%	57%	8%	10%	0%	2%
	b) Writing	21%	53%	8%	15%	0%	2%
	c) Mathematics	21%	54%	11%	11%	0%	2%
	d) Science	21%	48%	17%	11%	0%	2%
	e) English or Language Arts	21%	59%	11%	6%	1%	2%
	f) Computer Instruction	9%	32%	12%	39%	7%	1%
	g) Social Studies (history or geography)	20%	54%	16%	8%	0%	2%
	h) Fine Arts	19%	59%	15%	5%	2%	2%
	i) Physical Education	20%	61%	14%	3%	1%	2%
	j) Business Education	7%	32%	54%	5%	1%	2%
	k) Vocational (Career and Technology) Education	6%	24%	50%	14%	5%	1%
	l) Foreign Language	11%	41%	37%	5%	2%	2%
18.	The district has effective special programs for the following:					
	a) Library Service	15%	50%	19%	13%	3%	1%

b) Honors/Gifted and Talented Education	23%	62%	7%	2%	5%	1%
c) Special Education	25%	57%	7%	7%	2%	1%
d) Head Start and Even Start programs	22%	34%	41%	2%	0%	2%
e) Dyslexia program	23%	40%	27%	7%	2%	1%
f) Student mentoring program	19%	48%	21%	9%	2%	2%
g) Advanced placement program	21%	45%	29%	2%	2%	1%
h) Literacy program	11%	44%	34%	9%	1%	1%
i) Programs for students at risk of dropping out of school	14%	29%	33%	20%	4%	1%
j) Summer school programs	20%	54%	14%	11%	2%	1%
k) Alternative education programs	10%	35%	40%	10%	4%	2%
l) "English as a second language" program	7%	46%	24%	19%	2%	3%
m) Career counseling program	3%	31%	46%	14%	5%	2%
n) College counseling program	7%	31%	49%	7%	5%	2%

	o) Counseling the parents of students	6%	34%	39%	16%	2%	2%
	p) Drop out prevention program	6%	24%	54%	11%	2%	2%
19.	Parents are immediately notified if a child is absent from school.	18%	41%	22%	14%	2%	2%
20.	Teacher turnover is low.	7%	45%	15%	23%	8%	2%
21.	Highly qualified teachers fill job openings.	17%	48%	10%	19%	4%	2%
22.	Teacher openings are filled quickly.	19%	57%	9%	10%	2%	3%
23.	Teachers are rewarded for superior performance.	2%	21%	13%	46%	17%	2%
24.	Teachers are counseled about less than satisfactory performance.	8%	44%	27%	18%	2%	2%
25.	Teachers are knowledgeable in the subject areas they teach.	20%	65%	5%	7%	2%	2%
26.	All schools have equal access to educational materials such as computers.	7%	34%	7%	25%	25%	2%

	Survey Questions						
	television monitors, science labs and art classes.						
27.	The student-to-teacher ratio is reasonable.	7%	56%	3%	24%	8%	2%
28.	Classrooms are seldom left unattended.	32%	54%	6%	5%	2%	2%

C. Personnel

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
29.	District salaries are competitive with similar positions in the job market.	1%	28%	2%	43%	24%	2%
30.	The district has a good and timely program for orienting new employees.	11%	59%	15%	11%	4%	2%
31.	Temporary workers are rarely used.	4%	49%	33%	10%	3%	2%
32.	The district successfully projects future staffing needs.	4%	40%	17%	29%	8%	2%
33.	The district has an effective employee recruitment program.	7%	50%	27%	9%	5%	2%
34.	The district operates an	8%	51%	4%	24%	11%	2%

	Survey Questions						
	effective staff development program.						
35.	District employees receive annual personnel evaluations.	34%	61%	2%	2%	0%	1%
36.	The district rewards competence and experience and spells out qualifications such as seniority and skill levels needed for promotion.	2%	27%	15%	36%	20%	1%
37.	Employees who perform below the standard of expectation are counseled appropriately and timely.	5%	39%	31%	19%	5%	2%
38.	The district has a fair and timely grievance process.	5%	33%	52%	7%	2%	2%
39.	The district's health insurance package meets my needs.	14%	48%	11%	16%	10%	1%

D. Community Involvement

Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response

	Survey Questions						
40.	The district regularly communicates with parents.	20%	65%	9%	3%	2%	1%
41.	The local television and radio stations regularly report school news and menus.	6%	25%	37%	27%	3%	2%
42.	Schools have plenty of volunteers to help student and school programs.	20%	54%	8%	15%	2%	1%
43.	District facilities are open for community use.	25%	55%	15%	4%	0%	1%

E. Facilities Use and Management

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
44.	The district plans facilities far enough in the future to support enrollment growth.	13%	46%	7%	22%	11%	1%
45.	Parents, citizens, students, faculty, staff and the board provide input into facility planning.	13%	46%	20%	16%	4%	1%

	Survey Questions						
46.	The architect and construction managers are selected objectively and impersonally.	7%	27%	59%	5%	2%	1%
47.	The quality of new construction is excellent.	13%	49%	26%	11%	1%	1%
48.	Schools are clean.	32%	63%	1%	2%	0%	2%
49.	Buildings are properly maintained in a timely manner.	22%	50%	4%	20%	4%	1%
50.	Repairs are made in a timely manner.	12%	46%	4%	32%	5%	1%
51.	Emergency maintenance is handled promptly.	17%	50%	16%	13%	3%	1%

F. Financial Management

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
52.	Site-based budgeting is used effectively to extend the involvement of principals and teachers.	6%	41%	24%	20%	7%	3%
53.	Campus administrators are well trained in	11%	34%	41%	7%	4%	3%

	Survey Questions						
	fiscal management techniques.						
54.	Financial resources are allocated fairly and equitably at my school.	7%	45%	20%	16%	9%	3%

G. Purchasing and Warehousing

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
55.	Purchasing gets me what I need when I need it.	3%	55%	13%	22%	4%	2%
56.	Purchasing acquires the highest quality materials and equipment at the lowest cost.	4%	43%	34%	11%	4%	3%
57.	Purchasing processes are not cumbersome for the requestor.	4%	54%	16%	18%	2%	6%
58.	Vendors are selected competitively.	5%	31%	54%	5%	2%	3%
59.	The district provides teachers and administrators an easy-to-use standard list of supplies and equipment.	5%	54%	19%	19%	1%	3%

	Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
60.	Students are issued textbooks in a timely manner.		12%	56%	9%	17%	2%	3%
61.	Textbooks are in good shape.		11%	68%	9%	6%	2%	4%
62.	The school library meets the student needs for books and other resources.		11%	54%	7%	20%	5%	3%

H. Food Services

Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
63. The cafeteria's food looks and tastes good.	5%	45%	19%	20%	8%	3%
64. Food is served warm.	9%	62%	15%	8%	3%	3%
65. Students eat lunch at the appropriate time of day.	11%	72%	3%	9%	2%	3%
66. Students wait in food lines no longer than 10 minutes.	14%	54%	15%	12%	2%	3%
67. Discipline and order are maintained in the school cafeteria.	17%	67%	7%	2%	2%	4%
68. Cafeteria staff is helpful and friendly.	20%	57%	11%	7%	2%	3%

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
69.	Cafeteria facilities are sanitary and neat.	22%	68%	4%	2%	0%	3%

I. Safety and Security

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
70.	School disturbances are infrequent.	24%	65%	2%	7%	0%	2%
71.	Gangs are not a problem in this district.	17%	50%	20%	11%	1%	2%
72.	Drugs are not a problem in this district.	7%	17%	21%	42%	11%	2%
73.	Vandalism is not a problem in this district.	11%	46%	15%	22%	4%	2%
74.	Security personnel have a good working relationship with principals and teachers.	15%	49%	32%	3%	0%	2%
75.	Security personnel are respected and liked by the students they serve.	14%	43%	37%	4%	0%	2%
76.	A good working arrangement exists between the local law enforcement and the	18%	66%	14%	0%	1%	2%

	Survey Questions						
	district.						
77.	Students receive fair and equitable discipline for misconduct.	14%	54%	10%	14%	7%	2%
78.	Safety hazards do not exist on school grounds.	11%	67%	10%	7%	3%	2%

J. Computers and Technology

	Survey Questions	**Strongly Agree**	**Agree**	**No Opinion**	**Disagree**	**Strongly Disagree**	**No Response**
79.	Students regularly use computers.	15%	50%	4%	24%	6%	2%
80.	Students have regular access to computer equipment and software in the classroom.	9%	37%	3%	35%	15%	2%
81.	Teachers know how to use computers in the classroom.	15%	61%	5%	14%	4%	2%
82.	Computers are new enough to be useful for student instruction.	14%	62%	6%	10%	7%	2%
83.	The district meets student needs in classes in computer fundamentals.	11%	37%	8%	33%	9%	2%
84.	The district meets student	6%	23%	28%	27%	15%	2%

	needs in classes in advanced computer skills.						
85.	Teachers and students have easy access to the Internet.	18%	53%	7%	15%	6%	2%

The following comments convey the perception of Hays Consolidated Independent School District teachers and do not reflect the findings or opinion of the Comptroller or the review team. The narrative comments are the actual comments received.

Teacher Survey Verbatim Comments

- I feel for such a fast growing district our administrators and teaching staff are doing very well and growing with the community.
- It would help to have received this survey before March 17th. Especially since it is stated that it is due by 3-11. How convenient.
- We have an excellent district as far as supporting the students, parents, community and teachers. We really need more support from the state on salaries and health insurance. You cannot eat benefits and benefits cannot pay the rent.
- I am a teacher, parent, and taxpayer in the Hays CISD. Our district seems to have the way to many upper administrative jobs that are not needed. When a position is done away with a new position is opened up for that person. With the economy in the shape it is in now, teachers are finding it difficult to make a good living. Many teachers have to take second jobs to pay the bills. Administrators have very high paying jobs when teachers are paid so low we cannot pay bills.
- Discipline is an issue here. Students, at times, feel no real threat from the administration for wrong doings. Discipline should be the cornerstone in the classroom-only effective if we get support from the next level.
- I feel like the central office tries to support teachers and instruction in every way.
- Hays CISD does an excellent job of using the resources it is given to reach a growing student population.
- We have people in the central office who spend a lot of time writing grants. Then we are required to go into training that the grant has funded even if we do not teach that area of training.

- Vandalism is a large problem in this district. As a teacher, I have personally lost 100's of dollars of personal material. There are no visible security personnel.
- It has been a privilege to teach at Hays CISD for twenty years. When I began in 1972 the complexities of teaching were minimal compared to the challenge we face today as educators. Hays CISD has strived to keep problems at a minimum during such rapid growth of the district.
- I believe some schools are doing a great job teaching students, but I also think other schools are too crowded for good teaching and learning to take place.
- I think that teachers are underpaid. The district really needs to look and see how Austin, San Antonio and Houston pay their teachers. If the pay was equal to those I bet more great teachers would stay around.
- I feel that the district has planned ahead concerning new facilities. Unfortunately the recent election failed. That is a major concern with the growth of our district is facing.
- I feel we are moving in the right directions educationally and much planning has gone into new facilities, hiring teachers, insurance benefits etc. Unfortunately, now with the state pulling their funds, we are now back at square one. Where we had made educational advancements with auxiliary personnel, etc. we will be forced to cut back somewhere which could mean gaps we closed this year will widen next year. Not to mention the fact that many good and experienced teachers.
- I believe Hays CISD is a great district. I am new to Hays this year - I previously taught in another school district for 7 years. I have been very impressed with their interest in reaching all the children. They are a proactive district that looks toward the future for their children.
- Our district needs lots of funds and assistance for our at risk children. In our district we are separated. Rich or upper class on one side and lower educated poorer children on the other side. Lets educate our parents to be better parents. More money for funding our at risk children and parents. If teachers need to provide night classes for parents/children, fund teachers with extra pay.
- Hays has the reputation of being a good district; but I strongly question how they monitor the personnel turnover at the elementary level or how a principal can run off over half of her staff each year and remain a principal?
- The administration and superintendent restrict the effectiveness of the teachers and under serve the students by misusing resources and focusing on failure rates instead of other assessments of learning.

- This district works very hard to make good use of severely limited resources. I see only the following problems: teacher's pay, old buildings at the High School, and not enough maintenance/custodial personnel.
- The leave policy is unfair. We have to pay the sub for the 2nd 5 days of local leave. We are punished for using our leave days.
- Overall I believe that Hays is doing the best it can to reach the needs of the growing community.
- The district did plan for future building needs. Unfortunately they did not do enough to educate voters as to why we needed to bond and what would happen if the bond failed.
- At my elementary campus things are much different then other campuses. This is a positive place that fosters growth. I am not sure if the other campuses technology departments are very weak. The computers are ancient.
- Our High School functions on the assumption that all students will go on to a higher education and we do not adequately address the needs of students. Our High School is not a secure campus.
- I am proud to be a part of the Hays district. There is continual growth for the interests of students. Many innovative grants are sought to supplement programs. The wellness of students is a priority. I would not teach anywhere else.
- I believe only the brightest or top 10 percent are helped at HHS to get into college. Many of the reading recovery problems are not avoidable to bilingual students until they transition into English.
- It seems like we have many programs that are not being used to their full level. Many special program teachers have time off and do not serve many children as they could. Many curriculum directors but no true curriculum guides to be used in classrooms.
- I am incredibly happy with our district. There are admittedly problems and concerns that I have, but I still love working and being here. The attitude is great among teachers.
- Hays supports education for all children by qualified professionals.

Appendix C
PRINCIPAL AND ASSISTANT PRINCIPALSURVEY RESULTS

Hays Consolidated Independent School District Management and
Performance Review
(n=14)
Demographic Data
Totals may not add to 100 percent due to rounding.

1.	Gender (Optional)	Male	Female	No Response		
		43%	57%	0%		

2.	Ethnicity (Optional)	Anglo	African American	Hispanic	Asian	Other
		79%	0%	21%	0%	0%

3.	How long have you been employed by Hays Consolidated ISD?	1-5 years	6-10 years	11-15 years	16-20 years	20+ years	No Response
		57%	29%	7%	0%	7%	0%

4.	What grades are taught in your school?				
Pre-Kindergarten	**Kindergarten**	**First**	**Second**	**Third**	
43%	43%	43%	43%	43%	
Fourth	**Fifth**	**Sixth**	**Seventh**	**Eighth**	
43%	43%	7%	7%	0%	
Ninth	**Tenth**	**Eleventh**	**Twelfth**		
43%	43%	43%	43%		

A. District Organization and Management

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
1.	The school board allows	21%	43%	29%	7%	0%	0%

	Survey Questions						
	sufficient time for public input at meetings.						
2.	School board members listen to the opinions and desires of others.	21%	50%	14%	14%	0%	0%
3.	School board members understand their role as policymakers and stay out of the day-to-day management of the district.	7%	43%	21%	7%	21%	0%
4.	The superintendent is a respected and effective instructional leader.	7%	36%	29%	0%	21%	7%
5.	The superintendent is a respected and effective business manager.	7%	43%	21%	7%	14%	7%
6.	Central administration is efficient.	14%	57%	14%	14%	0%	0%

B. Educational Service Delivery and Performance Measurement

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
7.	Central administration supports the educational process.	36%	64%	0%	0%	0%	0%

8.	The morale of central administration staff is good.	14%	64%	21%	0%	0%	0%
9.	Education is the main priority in our school district.	64%	29%	0%	7%	0%	0%
10.	Teachers are given an opportunity to suggest programs and materials that they believe are most effective.	64%	36%	0%	0%	0%	0%
11.	The needs of the college-bound student are being met.	57%	29%	7%	0%	7%	0%
12.	The needs of the work-bound student are being met.	14%	57%	7%	21%	0%	0%
13.	The district provides curriculum guides for all grades and subjects.	50%	36%	7%	7%	0%	0%
14.	The curriculum guides are appropriately aligned and coordinated.	21%	71%	7%	0%	0%	0%
15.	The district's curriculum guides clearly outline what to teach and how	7%	64%	7%	14%	0%	7%

	to teach it.						
16.	The district has effective educational programs for the following:						
	a) Reading	21%	71%	0%	0%	0%	7%
	b) Writing	21%	79%	0%	0%	0%	0%
	c) Mathematics	14%	79%	0%	7%	0%	0%
	d) Science	29%	64%	0%	7%	0%	0%
	e) English or Language Arts	29%	57%	7%	7%	0%	0%
	f) Computer Instruction	36%	50%	0%	14%	0%	0%
	g) Social Studies (history or geography)	14%	71%	0%	14%	0%	0%
	h) Fine Arts	57%	36%	0%	7%	0%	0%
	i) Physical Education	29%	64%	0%	7%	0%	0%
	j) Business Education	21%	43%	36%	0%	0%	0%
	k) Vocational (Career and Technology) Education	36%	21%	36%	0%	7%	0%
	l) Foreign Language	36%	36%	14%	14%	0%	0%
17.	The district has effective special programs for the following:						
	a) Library Service	50%	43%	7%	0%	0%	0%

b) Honors/Gifted and Talented Education	50%	36%	0%	14%	0%	0%
c) Special Education	71%	21%	7%	0%	0%	0%
d) Head Start and Even Start programs	29%	29%	43%	0%	0%	0%
e) Dyslexia program	14%	71%	0%	14%	0%	0%
f) Student mentoring program	14%	29%	36%	21%	0%	0%
g) Advanced placement program	36%	43%	21%	0%	0%	0%
h) Literacy program	14%	57%	29%	0%	0%	0%
i) Programs for students at risk of dropping out of school	21%	57%	14%	7%	0%	0%
j) Summer school programs	21%	36%	7%	36%	0%	0%
k) Alternative education programs	43%	29%	21%	7%	0%	0%
l) "English as a second language" program	14%	43%	21%	14%	0%	7%
m) Career counseling program	7%	57%	29%	7%	0%	0%
n) College counseling program	21%	36%	21%	14%	0%	7%

	o) Counseling the parents of students	21%	29%	21%	21%	7%	0%
	p) Drop out prevention program	36%	21%	36%	7%	0%	0%
18.	Parents are immediately notified if a child is absent from school.	36%	21%	36%	7%	0%	0%
19.	Teacher turnover is low.	29%	43%	0%	21%	7%	0%
20.	Highly qualified teachers fill job openings.	7%	43%	7%	43%	0%	0%
21.	Teachers are rewarded for superior performance.	29%	64%	0%	7%	0%	0%
22.	Teachers are counseled about less than satisfactory performance.	0%	43%	21%	36%	0%	0%
23.	All schools have equal access to educational materials such as computers, television monitors, science labs and art classes.	29%	57%	14%	0%	0%	0%
24.	Students have access, when needed, to a school nurse.	29%	57%	0%	14%	0%	0%

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
25.	Classrooms are seldom left unattended.	43%	57%	0%	0%	0%	0%

C. Personnel

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
26.	District salaries are competitive with similar positions in the job market.	0%	43%	7%	43%	7%	0%
27.	The district has a good and timely program for orienting new employees.	57%	43%	0%	0%	0%	0%
28.	Temporary workers are rarely used.	7%	50%	21%	21%	0%	0%
29.	The district successfully projects future staffing needs.	14%	50%	7%	14%	14%	0%
30.	The district has an effective employee recruitment program.	21%	57%	7%	14%	0%	0%
31.	The district operates an effective staff development program.	29%	50%	0%	21%	0%	0%
32.	District employees receive annual personnel	57%	43%	0%	0%	0%	0%

	Survey Questions						
	evaluations.						
33.	The district rewards competence and experience and spells out qualifications such as seniority and skill levels needed for promotion.	0%	36%	14%	43%	7%	0%
34.	Employees who perform below the standard of expectation are counseled appropriately and timely.	21%	57%	7%	7%	7%	0%
35.	The district has a fair and timely grievance process.	21%	64%	14%	0%	0%	0%
36.	The district's health insurance package meets my needs.	7%	50%	0%	29%	14%	0%

D. Community Involvement

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
37.	The district regularly communicates with parents.	36%	57%	7%	0%	0%	0%
38.	Schools have plenty of volunteers to	7%	57%	7%	14%	14%	0%

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
	help student and school programs.						
39.	District facilities are open for community use.	43%	43%	14%	0%	0%	0%

E. Facilities Use and Management

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
40.	Parents, citizens, students, faculty, staff and the board provide input into facility planning.	29%	50%	21%	0%	0%	0%
41.	Schools are clean.	29%	71%	0%	0%	0%	0%
42.	Buildings are properly maintained in a timely manner.	14%	36%	29%	21%	0%	0%
43.	Repairs are made in a timely manner.	7%	50%	14%	29%	0%	0%
44.	Emergency maintenance is handled promptly.	36%	57%	7%	0%	0%	0%

F. Financial Management

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
45.	Site-based	29%	43%	7%	14%	7%	0%

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
	budgeting is used effectively to extend the involvement of principals and teachers.						
46.	Campus administrators are well trained in fiscal management techniques.	7%	50%	14%	21%	7%	0%
47.	Financial resources are allocated fairly and equitably at my school.	14%	64%	14%	7%	0%	0%

G. Purchasing and Warehousing

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
48.	Purchasing gets me what I need when I need it.	7%	79%	0%	14%	0%	0%
49.	Purchasing acquires high quality materials and equipment at the lowest cost.	7%	57%	36%	0%	0%	0%
50.	Purchasing processes are not cumbersome for the requestor.	7%	57%	21%	14%	0%	0%
51.	The district	14%	43%	14%	29%	0%	0%

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
	provides teachers and administrators an easy-to-use standard list of supplies and equipment.						
52.	Students are issued textbooks in a timely manner.	14%	79%	7%	0%	0%	0%
53.	Textbooks are in good shape.	14%	79%	7%	0%	0%	0%
54.	The school library meets student needs for books and other resources.	64%	36%	0%	0%	0%	0%

H. Food Services

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
55.	The cafeteria's food looks and tastes good.	14%	64%	14%	7%	0%	0%
56.	Food is served warm.	14%	79%	7%	0%	0%	0%
57.	Students have enough time to eat.	43%	57%	0%	0%	0%	0%
58.	Students eat lunch at the appropriate time of day.	14%	79%	0%	7%	0%	0%
59.	Students wait in food lines no longer than 10 minutes.	43%	43%	14%	0%	0%	0%

	Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
60.	Discipline and order are maintained in the school cafeteria.		14%	86%	0%	0%	0%	0%
61.	Cafeteria staff is helpful and friendly.		36%	57%	7%	0%	0%	0%
62.	Cafeteria facilities are sanitary and neat.		43%	50%	7%	0%	0%	0%

I. Transportation

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
63.	The drop-off zone at the school is safe.	21%	64%	0%	14%	0%	0%
64.	The district has a simple method to request buses for special events.	29%	71%	0%	0%	0%	0%
65.	Buses arrive and leave on time.	14%	79%	0%	7%	0%	0%
66.	Adding or modifying a route for a student is easy to accomplish.	29%	57%	14%	0%	0%	0%

J. Safety and Security

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
67.	Students feel safe and secure	14%	86%	0%	0%	0%	0%

	at school.					
68.	School disturbances are infrequent.	14%	71%	7%	7%	0%	0%
69.	Gangs are not a problem in this district.	21%	64%	0%	14%	0%	0%
70.	Drugs are not a problem in this district.	0%	36%	0%	57%	7%	0%
71.	Vandalism is not a problem in this district.	7%	79%	7%	7%	0%	0%
72.	Security personnel have a good working relationship with principals and teachers.	21%	57%	21%	0%	0%	0%
73.	Security personnel are respected and liked by the students they serve.	7%	71%	21%	0%	0%	0%
74.	A good working arrangement exists between the local law enforcement and the district.	50%	50%	0%	0%	0%	0%
75.	Students receive fair and equitable discipline for misconduct.	43%	50%	0%	7%	0%	0%
76.	Safety hazards do not exist on	14%	50%	14%	21%	0%	0%

	school grounds.						

K. Computers and Technology

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
77.	Students regularly use computers.	57%	43%	0%	0%	0%	0%
78.	Students have regular access to computer equipment and software in the classroom.	57%	36%	0%	7%	0%	0%
79.	Computers are new enough to be useful for student instruction.	50%	50%	0%	0%	0%	0%
80.	The district meets student needs in computer fundamentals.	43%	50%	7%	0%	0%	0%
81.	The district meets student needs in advanced computer skills.	21%	50%	14%	14%	0%	0%
82.	Teachers know how to use computers in the classroom.	36%	57%	0%	7%	0%	0%
83.	Teachers and students have easy access to the Internet.	57%	43%	0%	0%	0%	0%

The following comments convey the perception of Hays Consolidated Independent School District principals and assistant principals and do not reflect the findings or opinion of the Comptroller or the review team. The narrative comments are the actual comments received.

Principal and Assistant Principal Survey Verbatim Comments

- Campus administration works long, hard hours. Central administration has no clue as to what is going on, on a day-to-day basis. Teachers for the most part work hard with little rewards.
- The only area of the district that needs significant attention is the business office. There is little attention paid to customer service.
- Hays CISD is an outstanding district with limited resources. Human resources fill the breach with their competence and dedication in order to makeup for financial limitations.
- Manpower usage needs to be addressed at the high school. Some class's numbers are too large.
- The educational performance of Hays CISD is exceptional. Confronted with an array of challenges including rapid growth and limited tax base, the district meets the educational need of all students.
- This is a strong district with a tremendous focus on site-based management, communication and curriculum. Students are safe, taught by excellent, talented teachers and valued individuals.
- Hays has everything I missed in Austin, integrity, involvement, and 100 percent honesty. This is the best place I have ever worked.

Appendix D
DISTRICT ADMINISTRATIVE AND SUPPORT STAFF SURVEY RESULTS

Hays Consolidated Independent School District Management and
Performance Review
(n=28)
Demographic Data
Totals may not add to 100 percent due to rounding.

1.	Gender (Optional)	Male	Female	No Response			
		21%	75%	4%			

2.	Ethnicity (Optional)	Anglo	African American	Hispanic	Asian	Other	No Response
		50%	4%	36%	0%	4%	7%

3.	How long have you been employed by Hays Consolidated ISD?	1-5 years	6-10 years	11-15 years	16-20 years	20+ years	No Response
		57%	11%	18%	7%	7%	0%

4.	Are you a(n):	administrator	clerical staffer	support staffer (i.e., transportation, food services, etc.)			No Response
		32%	61%	7%			0%

5.	How long have you been employed in this capacity by Hays Consolidated ISD?	1-5 years	6-10 years	11-15 years	16-20 years	20+ years	No Response
		71%	18%	11%	0%	0%	0%

A. District Organization and Management

Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response

		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
1.	The school board allows sufficient time for public input at meetings.	21%	54%	18%	4%	4%	0%
2.	School board members listen to the opinions and desires of others.	14%	46%	29%	4%	7%	0%
3.	The superintendent is a respected and effective instructional leader.	25%	43%	21%	4%	4%	4%
4.	The superintendent is a respected and effective business manager.	25%	39%	21%	7%	4%	4%
5.	Central administration is efficient.	36%	54%	0%	7%	4%	0%
6.	Central administration supports the educational process.	50%	46%	0%	0%	4%	0%
7.	The morale of central administration staff is good.	36%	43%	4%	11%	7%	0%

B. Educational Service Delivery and Performance Measurement

Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
8. Education is the main	61%	29%	7%	0%	4%	0%

	priority in our school district.						
9.	Teachers are given an opportunity to suggest programs and materials that they believe are most effective.	29%	43%	18%	4%	4%	4%
10.	The needs of the college-bound student are being met.	21%	50%	14%	11%	4%	0%
11.	The needs of the work-bound student are being met.	21%	54%	11%	11%	4%	0%
12.	The district has effective educational programs for the following:						
	a) Reading	39%	50%	11%	0%	0%	0%
	b) Writing	36%	50%	11%	4%	0%	0%
	c) Mathematics	32%	54%	11%	4%	0%	0%
	d) Science	25%	64%	11%	0%	0%	0%
	e) English or Language Arts	32%	57%	11%	0%	0%	0%
	f) Computer Instruction	32%	57%	7%	4%	0%	0%
	g) Social Studies (history or geography)	29%	57%	14%	0%	0%	0%
	h) Fine Arts	29%	57%	11%	0%	0%	4%
	i) Physical	25%	61%	14%	0%	0%	0%

	Education					
	j) Business Education	29%	54%	18%	0%	0%	0%
	k) Vocational (Career and Technology) Education	32%	54%	14%	0%	0%	0%
	l) Foreign Language	25%	57%	14%	4%	0%	0%
13.	The district has effective special programs for the following:						
	a) Library Service	32%	50%	14%	4%	0%	0%
	b) Honors/Gifted and Talented Education	29%	50%	14%	4%	4%	0%
	c) Special Education	39%	46%	14%	0%	0%	0%
	d) Head Start and Even Start programs	36%	43%	21%	0%	0%	0%
	e) Dyslexia program	32%	39%	29%	0%	0%	0%
	f) Student mentoring program	25%	36%	29%	11%	0%	0%
	g) Advanced placement program	29%	46%	21%	0%	0%	4%
	h) Literacy program	29%	43%	21%	0%	0%	7%
	i) Programs for students at risk of dropping out of school	29%	36%	32%	4%	0%	0%

	j) Summer school programs	29%	39%	21%	4%	4%	4%
	k) Alternative education programs	36%	43%	21%	0%	0%	0%
	l) "English as a second language" program	29%	32%	32%	7%	0%	0%
	m) Career counseling program	29%	36%	32%	0%	4%	0%
	n) College counseling program	29%	32%	36%	0%	4%	0%
	o) Counseling the parents of students	21%	39%	32%	4%	4%	0%
	p) Drop out prevention program	29%	32%	36%	4%	0%	0%
14.	Parents are immediately notified if a child is absent from school.	21%	36%	32%	11%	0%	0%
15.	Teacher turnover is low.	11%	25%	43%	18%	4%	0%
16.	Highly qualified teachers fill job openings.	21%	36%	29%	4%	7%	4%
17.	Teacher openings are filled quickly	25%	43%	29%	0%	0%	4%
18.	Teachers are rewarded for superior	14%	21%	46%	7%	7%	4%

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
	performance.						
19.	Teachers are counseled about less than satisfactory performance.	14%	43%	39%	0%	0%	4%
20.	All schools have equal access to educational materials such as computers, television monitors, science labs and art classes.	25%	61%	14%	0%	0%	0%
21.	The student-to-teacher ratio is reasonable.	18%	61%	14%	4%	4%	0%
22.	Students have access, when needed, to a school nurse.	46%	50%	4%	0%	0%	0%
23.	Classrooms are seldom left unattended.	21%	50%	25%	0%	4%	0%

C. Personnel

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
24.	District salaries are competitive with similar positions in the job market.	11%	29%	14%	39%	7%	0%
25.	The district has a good and timely program for	25%	61%	7%	4%	4%	0%

	orienting new employees.						
26.	Temporary workers are rarely used.	7%	50%	21%	21%	0%	0%
27.	The district successfully projects future staffing needs.	14%	61%	11%	11%	4%	0%
28.	The district has an effective employee recruitment program.	21%	50%	21%	4%	4%	0%
29.	The district operates an effective staff development program.	21%	43%	29%	4%	4%	0%
30.	District employees receive annual personnel evaluations.	39%	46%	11%	0%	4%	0%
31.	The district rewards competence and experience and spells out qualifications such as seniority and skill levels needed for promotion.	14%	25%	32%	18%	7%	4%
32.	Employees who perform below the standard of expectation are counseled appropriately	18%	32%	39%	4%	7%	0%

	Survey Questions						
	and timely.						
33.	The district has a fair and timely grievance process.	14%	43%	36%	0%	7%	0%
34.	The district's health insurance package meets my needs.	25%	43%	14%	7%	11%	0%

D. Community Involvement

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
35.	The district regularly communicates with parents.	29%	64%	4%	0%	4%	0%
36.	Local television and radio stations regularly report school news and menus.	21%	32%	21%	21%	4%	0%
37.	Schools have plenty of volunteers to help student and school programs.	21%	46%	18%	11%	4%	0%
38.	District facilities are open for community use.	21%	64%	11%	0%	4%	0%

E. Facilities Use and Management

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
39.	Parents, citizens, students, faculty, staff and the board provide input into facility planning.	25%	50%	11%	11%	4%	0%
40.	The architect and construction managers are selected objectively and impersonally.	18%	43%	32%	4%	4%	0%
41.	Schools are clean.	29%	61%	4%	0%	4%	4%
42.	Buildings are properly maintained in a timely manner.	18%	71%	4%	4%	4%	0%
43.	Repairs are made in a timely manner.	18%	64%	11%	4%	4%	0%
44.	Emergency maintenance is handled promptly.	29%	50%	14%	4%	4%	0%

F. Financial Management

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
45.	Site-based budgeting is used effectively to extend the involvement of	21%	29%	39%	7%	4%	0%

	Survey Questions						
	principals and teachers.						
46.	Campus administrators are well trained in fiscal management techniques.	18%	18%	46%	7%	11%	0%
47.	The district's financial reports are easy to understand and read.	14%	25%	36%	18%	7%	0%
48.	Financial resources are allocated fairly and equitably at my school.	21%	32%	43%	0%	4%	0%

G. Purchasing and Warehousing

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
49.	Purchasing gets me what I need when I need it.	25%	46%	21%	0%	4%	4%
50.	Purchasing acquires high quality materials and equipment at the lowest cost.	21%	50%	21%	0%	4%	4%
51.	Purchasing processes are not cumbersome for the requestor.	21%	39%	21%	14%	4%	0%

	Survey Questions					
52.	The district provides teachers and administrators an easy-to-use standard list of supplies and equipment.	14%	18%	46%	14%	7%	0%
53.	Students are issued textbooks in a timely manner.	18%	54%	21%	4%	4%	0%
54.	Textbooks are in good shape.	14%	57%	25%	0%	4%	0%
55.	The school library meets student needs for books and other resources.	29%	54%	14%	0%	4%	0%

H. Safety and Security

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
56.	Gangs are not a problem in this district.	21%	43%	11%	18%	7%	0%
57.	Drugs are not a problem in this district.	14%	29%	29%	18%	11%	0%
58.	Vandalism is not a problem in this district.	18%	21%	18%	32%	11%	0%
59.	Security personnel have a good working relationship with principals and teachers.	14%	46%	29%	7%	4%	0%

Survey Questions						
60.	Security personnel are respected and liked by the students they serve.	18%	32%	39%	4%	4%	4%
61.	A good working arrangement exists between the local law enforcement and the district.	36%	36%	21%	4%	4%	0%
62.	Students receive fair and equitable discipline for misconduct.	21%	29%	21%	18%	7%	4%

I. Computers and Technology

Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
63. Students regularly use computers.	39%	39%	14%	4%	4%	0%
64. Students have regular access to computer equipment and software in the classroom.	32%	54%	7%	4%	4%	0%
65. Computers are new enough to be useful for student instruction.	21%	57%	14%	4%	4%	0%
66. The district meets student needs in computer	29%	57%	11%	0%	4%	0%

	fundamentals.						
67.	The district meets student needs in advanced computer skills.	36%	54%	7%	0%	4%	0%
68.	Teachers know how to use computers in the classroom.	25%	50%	18%	4%	4%	0%
69.	Teachers and students have easy access to the Internet.	32%	54%	11%	0%	4%	0%

The following comments convey the perception of Hays Consolidated Independent School District administrative and support staff and do not reflect the findings or opinion of the Comptroller or the review team. The narrative comments are the actual comments received.

District Administrative and Support Staff Survey Verbatim Comments

- Hays is too concerned with their football program than education. Fictitious jobs are created for people who have been here too long or have friends in administration. Investigate the technology department better. The technicians are being made to work over time and not allowed to put it on their timesheets or report it.
- Too many "chiefs" (and hiring more everyday) and not enough "Indians" (need more people actually doing the work rather than telling how to do the work) Seems as if more and more coordinator and director positions are created and what we need are more clerical and payroll workers.
- This district has come a long ways. The needs of our students have been met, which I strongly believe in education. I feel that our district is heading the right directions although there are a few adjustments that need to be made. I feel we have too many administrators for too many departments. I feel that among these departments could be consolidated. This money could be used to better educate our students.

Appendix E
PARENT SURVEY RESULTS

Hays Consolidated Independent School District Management and Performance Review
(n=155)
Demographic Data
Totals may not add to 100 percent due to rounding.

1.	Gender (Optional)	Male	Female	No Response
		35%	62%	3%

2.	Ethnicity (Optional)	Anglo	African American	Hispanic	Asian	Other	No Response
		68%	4%	21%	1%	1%	5%

3.	How long have you lived in Hays Consolidated ISD?	0-5 years	6-10 years	11-years or more	No Response
		35%	20%	43%	1%

4.	What grade level(s) does you child(ren) attend (circle all that apply)?				
	Pre-Kindergarten	**Kindergarten**	**First**	**Second**	**Third**
	4%	6%	7%	7%	7%
	Fourth	**Fifth**	**Sixth**	**Seventh**	**Eighth**
	7%	8%	7%	6%	10%
	Ninth	**Tenth**	**Eleventh**	**Twelfth**	
	8%	6%	8%	9%	

A. District Organization and Management

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
1.	The school	10%	31%	44%	13%	1%	1%

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
	board allows sufficient time for public input at meetings.						
2.	School board members listen to the opinions and desires of others.	9%	33%	36%	14%	5%	3%
3.	The superintendent is a respected and effective instructional leader.	9%	25%	48%	9%	7%	2%
4.	The superintendent is a respected and effective business manager.	9%	21%	48%	12%	8%	3%

B. Educational Service Delivery

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
5.	The district provides a high quality of services.	16%	55%	9%	16%	3%	1%
6.	Teachers are given an opportunity to suggest programs and materials that they believe are most effective.	10%	38%	37%	12%	3%	1%
7.	The needs of the college-bound student	8%	44%	29%	14%	4%	1%

	are being met.					
8.	The needs of the work-bound student are being met.	8%	36%	41%	10%	3%	2%
9.	The district has effective educational programs for the following:						
	a) Reading	21%	59%	6%	10%	3%	1%
	b) Writing	19%	59%	8%	10%	4%	1%
	c) Mathematics	16%	58%	9%	14%	1%	1%
	d) Science	14%	60%	14%	10%	1%	2%
	e) English or Language Arts	15%	64%	10%	8%	1%	1%
	f) Computer Instruction	15%	65%	6%	12%	1%	1%
	g) Social Studies (history or geography)	14%	63%	14%	8%	0%	2%
	h) Fine Arts	17%	58%	14%	8%	1%	1%
	i) Physical Education	19%	59%	6%	12%	3%	1%
	j) Business Education	8%	35%	45%	10%	1%	1%
	k) Vocational (Career and Technology) Education	11%	34%	46%	8%	1%	1%
	l) Foreign Language	14%	54%	18%	12%	1%	1%
10.	The district has effective special programs for the following:						

a) Library Service	19%	54%	18%	6%	2%	1%
b) Honors/Gifted and Talented Education	10%	50%	19%	18%	1%	1%
c) Special Education	16%	35%	37%	10%	1%	1%
d) Head Start and Even Start programs	13%	26%	55%	5%	0%	1%
e) Dyslexia program	12%	21%	55%	8%	2%	2%
f) Student mentoring program	9%	31%	47%	11%	1%	1%
g) Advanced placement program	10%	42%	38%	7%	1%	2%
h) Literacy program	7%	28%	55%	7%	2%	1%
i) Programs for students at risk of dropping out of school	6%	26%	54%	7%	4%	3%
j) Summer school programs	7%	34%	42%	12%	4%	1%
k) Alternative education programs	6%	29%	53%	10%	1%	2%
l) "English as a second language" program	8%	28%	51%	8%	2%	3%
m) Career counseling program	6%	26%	45%	16%	5%	2%
n) College	6%	28%	43%	16%	5%	2%

	counseling program						
	o) Counseling the parents of students	8%	29%	36%	17%	8%	3%
	p) Drop out prevention program	5%	23%	54%	8%	6%	3%
11.	Parents are immediately notified if a child is absent from school.	17%	28%	27%	14%	12%	2%
12.	Teacher turnover is low.	8%	37%	34%	14%	6%	1%
13.	Highly qualified teachers fill job openings.	12%	37%	26%	17%	8%	1%
14.	A substitute teacher rarely teaches my child.	10%	45%	12%	23%	8%	2%
15.	Teachers are knowledgeable in the subject areas they teach.	15%	61%	6%	12%	3%	2%
16.	All schools have equal access to educational materials such as computers, television monitors, science labs and art classes.	10%	49%	25%	11%	3%	2%
17.	Students have access. when	26%	57%	8%	3%	4%	1%

	Survey Questions						
	needed, to a school nurse.						
18.	Classrooms are seldom left unattended.	18%	47%	26%	6%	2%	1%
19.	The district provides a high quality education.	19%	49%	12%	11%	5%	4%
20.	The district has a high quality of teachers.	22%	45%	15%	12%	3%	3%

C. Community Involvement

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
21.	The district regularly communicates with parents.	13%	54%	9%	16%	6%	3%
22.	District facilities are open for community use.	9%	45%	30%	11%	4%	1%
23.	Schools have plenty of volunteers to help students and school programs.	12%	42%	20%	23%	3%	1%

D. Facilities Use and Management

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
24.	Parents, citizens, students, faculty, staff,	10%	32%	29%	21%	6%	2%

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
	and the board provide input into facility planning.						
25.	Schools are clean.	22%	57%	5%	10%	4%	2%
26.	Buildings are properly maintained in a timely manner.	17%	46%	14%	17%	5%	1%
27.	Repairs are made in a timely manner.	13%	40%	20%	19%	6%	1%
28.	The district uses very few portable buildings.	4%	32%	20%	31%	12%	1%
29.	Emergency maintenance is handled expeditiously.	9%	45%	33%	7%	5%	1%

E. Asset and Risk Management

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
30.	My property tax bill is reasonable for the educational services delivered.	5%	35%	12%	28%	17%	3%
31.	Board members and administrators do a good job explaining the use of tax dollars.	5%	23%	24%	28%	17%	3%

F. Financial Management

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
32.	Site-based budgeting is used effectively to extend the involvement of principals and teachers.	8%	21%	50%	14%	6%	2%
33.	Campus administrators are well trained in fiscal management techniques.	3%	21%	55%	14%	5%	1%
34.	The district's financial reports are easy to understand and read.	3%	19%	48%	19%	9%	1%
35.	Financial reports are made available to community members when asked.	9%	27%	50%	10%	3%	1%

G. Purchasing and Warehousing

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
36.	Students are issued textbooks in a timely manner.	12%	59%	13%	11%	4%	1%
37.	Textbooks are in good shape.	14%	63%	8%	12%	1%	1%
38.	The school	21%	61%	9%	6%	3%	1%

		library meets student needs for books and other resources.						

H. Food Services

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
39.	My child regularly purchases his/her meal from the cafeteria.	19%	50%	5%	15%	10%	1%
40.	The school breakfast program is available to all children.	23%	45%	19%	9%	3%	1%
41.	The cafeteria's food looks and tastes good.	7%	38%	21%	21%	12%	1%
42.	Food is served warm.	8%	51%	20%	14%	6%	1%
43.	Students have enough time to eat.	6%	45%	10%	28%	11%	0%
44.	Students eat lunch at the appropriate time of day.	6%	64%	8%	19%	3%	1%
45.	Students wait in food lines no longer than 10 minutes.	7%	38%	21%	23%	10%	1%
46.	Discipline and order are maintained in the school	8%	59%	15%	12%	5%	1%

	cafeteria.						
47.	Cafeteria staff is helpful and friendly.	13%	62%	13%	5%	6%	1%
48.	Cafeteria facilities are sanitary and neat.	15%	66%	12%	5%	3%	1%

I. Transportation

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
49.	My child regularly rides the bus.	34%	34%	12%	8%	11%	1%
50.	The bus driver maintains discipline on the bus.	14%	43%	25%	9%	7%	1%
51.	The length of the student's bus ride is reasonable.	19%	47%	21%	10%	3%	1%
52.	The drop-off zone at the school is safe.	25%	50%	17%	3%	4%	1%
53.	The bus stop near my house is safe.	19%	50%	17%	8%	5%	1%
54.	The bus stop is within walking distance from our home.	28%	47%	16%	4%	3%	1%
55.	Buses arrive and depart on time.	19%	48%	18%	10%	3%	2%
56.	Buses arrive early enough for students to	10%	43%	32%	10%	5%	1%

	Survey Questions						
	eat breakfast at school.						
57.	Buses seldom break down.	15%	46%	28%	6%	3%	2%
58.	Buses are clean.	16%	46%	30%	4%	1%	3%
59.	Bus drivers allow students to sit down before taking off.	20%	43%	27%	5%	4%	1%
60.	The district has a simple method to request buses for special events.	11%	30%	53%	5%	0%	1%

J. Safety and Security

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
61.	Students feel safe and secure at school.	8%	39%	25%	19%	8%	1%
62.	School disturbances are infrequent.	8%	39%	25%	19%	8%	1%
63.	Gangs are not a problem in this district.	8%	39%	25%	19%	8%	1%
64.	Drugs are not a problem in this district.	8%	39%	25%	19%	8%	1%
65.	Vandalism is not a problem in this district.	8%	39%	25%	19%	8%	1%
66.	Security personnel have	8%	39%	25%	19%	8%	1%

	Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
	a good working relationship with principals and teachers.							
67.	Security personnel are respected and liked by the students they serve.		8%	39%	25%	19%	8%	1%
68.	A good working arrangement exists between the local law enforcement and the district.		8%	39%	25%	19%	8%	1%
69.	Students receive fair and equitable discipline for misconduct.		8%	39%	25%	19%	8%	1%
70.	Safety hazards do not exist on school grounds.		8%	39%	25%	19%	8%	1%

K. Computers and Technology

Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
71. Teachers know how to teach computer science and other technology-related courses.	12%	52%	26%	7%	2%	1%
72. Computers are	12%	61%	18%	8%	1%	0%

	new enough to be useful to teach students.					
73.	The district meets student needs in computer fundamentals.	12%	55%	21%	9%	3%	1%
74.	The district meets student needs in advanced computer skills.	12%	39%	33%	12%	3%	1%
75.	Students have easy access to the internet.	13%	52%	30%	5%	1%	0%

The following comments convey the perception of Hays Consolidated Independent School District parents and do not reflect the findings or opinion of the Comptroller or the review team. The narrative comments are the actual comments received.

Parent Survey Verbatim Comments

- There is not enough time to eat in the morning. The things that go on during the bus ride to school its awful. Kids bring alcohol to school. There are to many students for the counselors to effectively assist college bound students.
- I am concerned about my student having to wait a long time in the lunch line and not having enough time to finish her meal.
- We live in this area so that my daughter can attend Hays CISD School. So far I am very happy with the schools staff, teachers and the quality of her education.
- Hays CISD spend too much money sports than on education. Teachers do not communicate with parents until there is a problem, even when asked. Teachers in the rote program are to high and mighty. There are to many teachers that have been there to long and are there for just the money or just to have a job.
- The High school is very poorly run. You cannot even call the School without getting voice mail and calls are usually not returned. The people who work in the attendance office are constantly rude.

- I have been disappointed only in the area of reading and reading fundamentals they could not recommend a tutor or institution to help my child with reading difficulties.
- We have had two sons go through HCISD. Our oldest graduated in 1996. Our youngest graduates this year. Over the years my wife and I have noticed a steady decline in the quality of their educations. We have met with other parents who have moved school districts and they feel that their child is struggling at the new school because HCISD was behind.
- Generally we feel the district has lowered the standard of education at Hays.
- I think more needs to be done to challenge the advance kids. Gifted and talented is not offered until the 3rd grade. I strongly feel that we have lost ground moving our child into the Hays district.
- It is possible to get a wonderful education at HCISD. Keeping the exceptional teachers means spending more. Many have left for the better paying positions. The exceptional teachers are not the norm however.
- I feel the entire group of teachers; support staff and management/service positions are highly professional and have a collective passion for our children. I would like to see taxes reflect our schools, under a single roof, quality buildings and the technology needed to provide grade "A" instructions. I feel my children are being taught valid subjects.
- I feel my children are receiving a good education at Hays. We moved from the San Marcos district eight years ago and have been very pleased with Hays.
- I have a 7th grader who does not feel safe at school. I would like to see more done in this area.
- I would still like to be contacted for a "focus group" I emailed and have not been written back.
- The school board has his or her own agenda as to what to do. I do not feel that they are opened and honest with their plans. Also there are too many central administrators and jobs given to others in official administration.
- The teachers and students spend too much time on fundraisers. There is no accountability for school supplies. If the kids kept their own stuff and be accountable to their parents for it, we would not have to supply all the kids.
- The district has too many unqualified subs for low pay. The subs also do not control discipline well. I would expect subs to have better control then regular teachers.
- I believe too many schools are being built. I feel that we do not need that many schools. We are being taxed for these schools.
- Not enough times for kids to get across their own campus to portable building. I do not feel that there is enough parent/teachers

interaction. I do not like how often the attendance zones set due to growth.

- My oldest daughter went to private school though the 4th grade. My youngest daughter went to kindergarten in private school. We have had a wonderful experience with the Hays CISD.

- I feel that teachers use their work days or higher learning days too often and therefore substitute teachers are in the classrooms often. The cafeteria at my child's school is not up to par. Last lunch time students receive what we call "left overs".

- Hays has done an outstanding job for educating our school.

- I feel Hays ISD is using tax dollars unwisely. They propose bonds that only fund part of a school while at the same time fund many extracurricular facilities even though the main concern is growth. Hays has poor computer/technology equipment.

- My son is finally out of special Ed and now on another program where they will keep an eye on his progress. But in general the needs of special Ed kids are not being met. You have to insist on your child being tested and then kids are not taught when you put in special Ed classes.

- Teachers at the elementary school where my kids go were told if the bond package did not pass then teachers would have to be let go. They intimidate teachers into keeping their mouth shut.

- Hays fails to meet needs of any student who learns differently. They prefer that students drop out, rather than to assist students to stay in school. 504 meetings are delayed, paperwork lost, legitimate 504 coverage is denied even with proper documentation from a medical doctor. Promises of assistance are made and not followed through on.

- Bus drivers should not be required to discipline while driving Hays needs more volunteers to ride buses and keep children in control and discipline. High school counselor's ratio to students is unreasonable.

- In high school add sign language as foreign language for the duplexic student.

- There are many overpaid administrators and a coach that has nothing to do with educating our children.

- I am the parent of five kids all of which are products of HCISD. The changes in the past 10 years are commendable and have a patient to appreciate it. Much work needs to be done to keep up with our growing community. My last child graduates in 2007 thanks to many who go unnoticed in your district.

Appendix F
STUDENT SURVEY RESULTS

Hays Consolidated Independent School District Management and
Performance Review
Demographic Data
(n=117)
Totals may not add to 100 percent due to rounding.

1.	Gender (Optional)	Male	Female	No Response
		53%	46%	1%

2.	Ethnicity (Optional)	Anglo	African American	Hispanic	Asian	Other	No Response
		47%	2%	41%	1%	4%	6%

3.	What is your classification?	Junior	Senior	No Response
		50%	50%	1%

A. Educational Service Delivery and Performance Measurement

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
1.	The needs of the college-bound student are being met.	5%	43%	28%	17%	5%	3%
2.	The needs of the work-bound student are being met.	5%	45%	34%	11%	2%	3%
3.	The district has effective educational programs for the following:						
	a) Reading	8%	54%	18%	16%	3%	2%

	b) Writing	10%	59%	13%	14%	2%	2%
	c) Mathematics	20%	51%	16%	8%	3%	2%
	d) Science	17%	56%	14%	7%	3%	3%
	e) English or Language Arts	11%	63%	15%	6%	2%	3%
	f) Computer Instruction	15%	49%	24%	7%	2%	2%
	g) Social Studies (history or geography)	11%	58%	18%	8%	2%	2%
	h) Fine Arts	18%	48%	24%	5%	4%	2%
	i) Physical Education	17%	46%	25%	6%	4%	2%
	j) Business Education	9%	44%	31%	12%	2%	2%
	k) Vocational (Career and Technology) Education	15%	45%	29%	8%	1%	2%
	l) Foreign Language	12%	53%	15%	12%	5%	3%
4.	The district has effective special programs for the following:						
	a) Library Service	6%	46%	28%	15%	3%	2%
	b) Honors/Gifted and Talented Education	14%	40%	30%	12%	2%	2%
	c) Special Education	11%	40%	38%	8%	2%	2%
	d) Student mentoring program	5%	36%	42%	14%	2%	2%
	e) Advanced	14%	50%	21%	10%	5%	2%

		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
	placement program						
	f) Career counseling program	15%	36%	25%	18%	4%	2%
	g) College counseling program	16%	36%	24%	18%	6%	2%
5.	Students have access, when needed, to a school nurse.	9%	45%	18%	19%	8%	1%
6.	Classrooms are seldom left unattended.	10%	46%	20%	18%	5%	2%
7.	The district provides a high quality education.	4%	30%	28%	27%	10%	1%
8.	The district has a high quality of teachers.	6%	27%	28%	26%	11%	2%

B. Facilities Use and Management

Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
9. Schools are clean.	5%	23%	16%	31%	24%	1%
10. Buildings are properly maintained in a timely manner.	5%	29%	15%	31%	19%	1%
11. Repairs are made in a timely manner.	4%	17%	24%	34%	20%	1%
12. Emergency maintenance is handled	3%	29%	25%	28%	14%	1%

		timely.						

C. Purchasing and Warehousing

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
13.	There are enough textbooks in all my classes.	3%	28%	14%	45%	8%	2%
14.	Students are issued textbooks in a timely manner.	5%	40%	16%	30%	7%	2%
15.	Textbooks are in good shape.	4%	27%	25%	29%	12%	2%
16.	The school library meets student needs for books and other resources.	10%	46%	20%	16%	7%	1%

D. Food Services

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
17.	The school breakfast program is available to all children.	10%	36%	31%	14%	7%	2%
18.	The cafeteria's food looks and tastes good.	5%	23%	23%	29%	19%	2%
19.	Food is served warm.	5%	36%	23%	24%	10%	2%
20.	Students have enough time to eat.	5%	44%	13%	25%	12%	2%

21.	Students eat lunch at the appropriate time of day.	5%	46%	18%	23%	7%	2%
22.	Students wait in food lines no longer than 10 minutes.	6%	24%	16%	36%	17%	1%
23.	Discipline and order are maintained in the school cafeteria.	4%	42%	27%	19%	6%	2%
24.	Cafeteria staff is helpful and friendly.	11%	34%	24%	20%	8%	2%
25.	Cafeteria facilities are sanitary and neat.	7%	34%	31%	15%	10%	3%

E. Transportation

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
26.	I regularly ride the bus.	7%	19%	31%	16%	25%	2%
27.	The bus driver maintains discipline on the bus.	3%	22%	57%	10%	6%	2%
28.	The length of my bus ride is reasonable.	4%	23%	59%	5%	7%	3%
29.	The drop-off zone at the school is safe.	6%	28%	55%	5%	3%	3%
30.	The bus stop near my house is safe.	6%	28%	53%	6%	5%	2%

31.	The bus stop is within walking distance from our home.	8%	27%	50%	7%	5%	2%
32.	Buses arrive and leave on time.	5%	18%	56%	13%	6%	2%
33.	Buses arrive early enough for students to eat breakfast at school.	4%	16%	61%	10%	6%	3%
34.	Buses seldom break down.	5%	20%	58%	8%	7%	3%
35.	Buses are clean.	3%	20%	53%	12%	8%	4%
36.	Bus drivers allow students to sit down before taking off.	4%	28%	51%	9%	3%	5%

F. Safety and Security

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
37.	I feel safe and secure at school.	5%	33%	21%	28%	10%	3%
38.	School disturbances are infrequent.	3%	40%	26%	20%	8%	3%
39.	Gangs are not a problem in this district.	5%	27%	25%	24%	16%	3%
40.	Drugs are not a problem in this district.	9%	16%	21%	24%	27%	3%
41.	Vandalism is not a problem	6%	14%	25%	32%	20%	3%

		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
	in this district.						
42.	Security personnel have a good working relationship with principals and teachers.	7%	34%	32%	16%	10%	2%
43.	Security personnel are respected and liked by the students they serve.	10%	25%	28%	22%	12%	3%
44.	A good working arrangement exists between the local law enforcement and the district.	5%	33%	37%	12%	11%	2%
45.	Students receive fair and equitable discipline for misconduct.	4%	21%	23%	26%	23%	2%
46.	Safety hazards do not exist on school grounds.	2%	25%	23%	28%	19%	3%

G. Computers and Technology

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
47.	Students have regular access to computer equipment and software in the classroom.	6%	44%	12%	29%	7%	2%

48.	Teachers know how to use computers in the classroom.	6%	50%	20%	18%	5%	2%
49.	Computers are new enough to be useful for student instruction.	7%	58%	23%	7%	3%	2%
50.	The district offers enough classes in computer fundamentals.	5%	53%	24%	12%	5%	2%
51.	The district meets student needs in advanced computer skills.	8%	39%	35%	12%	4%	2%
52.	Teachers and students have easy access to the Internet.	14%	49%	19%	12%	4%	2%

The following comments convey the perception of Hays Consolidated Independent School District students and do not reflect the findings or opinion of the Comptroller or the review team. The narrative comments are the actual comments received.

Student Survey Verbatim Comments

- I do not like the rules and regulations at this school. Especially shaving and dress code, we are not a private school it is a public school, lay off us.
- I feel Hays Consolidated ISD to be an average school. Taking into consideration the amount of students enrolled in Hays, there could easily be many improvements made to make Hays an enjoyable experience.
- I like this school, even though I have only been here 3 months.
- We should have open campus and we should have a closed environment. We need debate and soccer funding.

- I feel many of the policies at Hays are wrong this school needs to focus on what is going on with the students that are present and not with the ones who miss a day or two.
- I have been to one other school, and this school is a lot better.
- Hays High School has gone down hill in the past four years. Students and especially seniors have lost most privileges of classes in the past principals do not respect the students and try to force rules onto the students to make them respect them. Rules and regulations are not key, bring back more fun school environment to entice students to attend school and actually want to learn.
- We have a fun school, but the respect here is very limited. We have golf cart security that has nearly runs us over because they drive on sidewalks. We get screamed at and they blow the whistle at us to move. Rules are enforced very unfairly.
- I think that there should be more fine arts programs available. There should be an orchestra band where students who can play stringed instruments as well as the piano can have a program to be in. There should be more emphasis on teaching then enforcing rules also.
- Need to focus more on the individual needs and unique qualities of students; this will help students figure what they will pursue in the future.
- This school spent too much money on a stupid football field and is going to cut art budget. That is wrong please do something about it.
- Some teachers are behind, bringing the students down with them. I do not believe it is right when one kid does something wrong the rest of the class suffers.
- The new "spirit flag" that was installed a couple of years ago is really stupid. I want the original confederate flag back as our spirit flag.
- This school is trashy and dirty.
- Hays CISD has several great qualities such as teachers, but many bad qualities as well such as poor, outdated and dirty facilities.
- Follow policies equally. Treat all students with respect that they give you.
- The main problem with the educational experience at the high school level is that the administration is too concerned with issues on campus that have minimal effects on a students academic performance such as dress code and appearance.
- I believe penalties for students should be higher. It is not fair to the people who want to learn and go on to college to have to deal with people that will only hinder students. Should be sent somewhere where there are not disturbing motivated students.
- Too much money goes into sports, its extremely stupid of the school to build a stadium before concentration on learning

facilities. The school needs new landscaping; I'm embarrassed every time we hold an event.

- This is in regard to security personnel. There are many cars being broken into and items of value are being stolen. The office says it is our problem and that they have nothing to do with it. I feel that the security officers to not perform their jobs well.
- Being a senior here and attending Hays high school all 4 years. The administration has really gone down on the years. I also feel the security guards are not qualified for their jobs.