

TRANSMITTAL LETTER

August 20, 2002

The Honorable Rick Perry
The Honorable William R. Ratliff
The Honorable James E. "Pete" Laney
Members of the 77th Legislature
Commissioner Felipe Alanis, Ph.D.

Fellow Texans:

I am pleased to present my performance review of the Cedar Hill Independent School District (CHISD).

This review is intended to help CHISD 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 teacher and children, where it belongs. To aid in this task, I contracted with WCL ENTERPRISES.

I have made a number of recommendations to improve CHISD'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 68 detailed recommendations that could save CHISD more than \$6.2 million over the next five years, while reinvesting more than \$3.5 million to improve educational services and other operations. Net savings are estimated to reach more than \$2.7 million that the district can redirect to the classroom.

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

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

Sincerely,

Carole Keeton Rylander

Carole Keeton Rylander
Texas Comptroller

EXECUTIVE SUMMARY

In February 2002, the Comptroller announced her decision to review the Cedar Hill Independent School District (CHISD) in the board room of the district's administration building and was welcomed by the new superintendent, Dr. Jim Gibson, hired in June 2001, along with students, staff and community members. Based upon more than six months of work, this report identifies CHISD's exemplary programs and suggests concrete ways to improve district operations. If fully implemented, the Comptroller's 68 recommendations could result in net savings of more than \$2.7million over the next five years.

Improving The Texas School Performance Review

Soon after taking office in January 1999, Texas Comptroller Carole Keeton Rylander consulted school district officials, parents and teachers from across Texas and carefully examined past reviews and progress reports to make the Texas School Performance Review (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 52 cents of every education dollar is spent on instruction, Comptroller Rylander's goal is to drive more of every education dollar directly into the classroom. Comptroller Rylander 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 Rylander has directed TSPR to serve as a clearinghouse of the best ideas in Texas public education.

Under Comptroller Rylander'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 Rylander 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.

TSPR in Cedar Hill ISD

On March 18, 2002, TSPR began its performance review of CHISD. The team interviewed district employees, school board members, parents, business and community leaders and held a public forum in the Cedar Hill High School cafeteria that evening from 5:00 p.m. to 8:00 p.m.

To obtain additional information, the review team conducted three focus group sessions, one with business, city and community leaders, one with teachers and one with principals and assistant principals. The Comptroller's office also received letters, e-mails and phone calls from parents, administrators 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 913 respondents answered surveys: 27 administrative and support staff; 11 principals and assistant principals; 174 teachers; 195 parents and 506 students completed written surveys as part of the review. Details from the surveys, public forum and focus groups 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).

The Comptroller contracted with WCL, ENTERPRISES, a Houston-based consulting firm, to assist with the review at a cost of \$125,000.

CHISD selected peer districts for comparisons based on similarities in student enrollment, student performance and community and student demographics. The selected peer districts were De Soto ISD, Duncanville ISD and Grand Prairie ISD. TSPR also compared CHISD to district averages in TEA's Regional Education Service Center X (Region 10), to which CHISD belongs, and the state as a whole.

During its six-month review, TSPR developed recommendations to improve operations and save taxpayers more than \$6.2million by 2006-07. Cumulative net savings from all recommendations (savings minus recommended investments or expenditures) would reach more than \$2.7 million by 2006-07.

A detailed list of costs and savings by recommendation appears in **Exhibit 5**. Many TSPR recommendations would not have a direct impact but would improve the district's overall operations.

Acknowledgements

The Comptroller and WCL ENTERPRISES wish to express their appreciation to the CHISD Board of Trustees, the superintendent, Dr. Jim Gibson, and the many district employees, students, business leaders and community residents who helped during the review. Special thanks are due to Penny Hudson and Holly Teague who acted as CHISD's liaisons with TSPR and worked tirelessly and cheerfully to accommodate the review team's requests for staff interviews, campus visits and information.

Cedar Hill ISD

CHISD is located in southwestern Dallas County and serves a culturally diverse population of 6,966 students in 10 schools: six elementary schools, two middle schools, one high school and one alternative school. The district's student enrollment is 47.5 percent African American, 15.9 percent Hispanic and 34.1 percent Anglo with 24 percent of the students classified as economically disadvantaged.

Exhibit 1 details the enrollment and demographic characteristics of CHISD, its peer districts, Regional Education Service Center X (Region 10) and the state.

**Exhibit 1
Student Enrollment and Demographics
CHISD, Peer Districts, Region 10 and State
2001-02**

District	Student Enrollment	African American	Hispanic	Anglo	Asian/Pacific Islander	Native American	Economically Disadvantaged
CHISD	6,966	47.5%	15.9%	34.1%	2.0%	0.5%	24.0%
De Soto	7133	61.7%	11.3%	25.6%	1.2%	0.2%	37.0%
Duncanville	10,808	44.3%	24.5%	28.4%	2.5%	0.3%	40.0%
Grand	20,977	14.4%	50.5%	30.2%	4.1%	0.8%	54.0%

Prairie							
Region 10	618,135	21%	31.8%	42.3%	4.3%	0.5%	44.1%
State	4,150,741	14.4%	41.7%	40.8%	2.8%	0.3%	50.5%

Source: Texas Education Agency (TEA), Public Education Information Management System (PEIMS), 2001-02.

Note: Totals may not add to 100 due to rounding.

CHISD served 6,966 students during 2001-02, an increase of 14.1 percent over the last five years (**Exhibit 2**). District officials expect enrollment to continue to increase.

Exhibit 2
CHISD Student Enrollment History

School Year	Actual Student Enrollment	Annual Percent Change From 1997-98
1997-98	6,105	N/A
1998-99	6,172	1.1%
1999-2000	6,211	1.7%
2000-01	6,503	6.5%
2001-02	6,966	14.1%

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

In August 2001, CHISD's adopted tax rate was \$1.63 (\$1.43 maintenance and operations plus \$0.20 debt service) after a series of increases and decreases from the 1996-97 adopted tax rate of \$1.88 (\$1.35 maintenance and operations plus \$0.54 debt service). At the same time, CHISD's property value reached \$195,662 per student, compared to the state average of \$215,232 per student (**Exhibit 3**).

Exhibit 3
CHISD Comptroller Tax Rates, Assessed Property Values
and Per Student Property Values
1996-97 through 2000-01

Category	1996-97	1997-98	1998-99	1999-2000	2000-01	Percentage
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						Change
Maintenance and operations tax rate	\$1.35	\$1.28	\$1.45	\$1.31	\$1.43	5.9%
Interest and sinking fund tax rate	\$0.54	\$0.48	\$0.33	\$0.32	\$0.20	(63.0%)
Total tax rate	\$1.88	\$1.76	\$1.78	\$1.63	\$1.63	(13.3%)
Total property value (000s)	\$774,628	\$864,911	\$953,482	\$1,117,885	\$1,268,085	63.7%
Total Students	5,806	6,073	6,144	6,173	6,481	11.6%
Value per student	\$133,419	\$142,419	\$155,189	\$181,093	\$195,662	46.7%

Source: TEA, Academic Excellence Indicator System (AEIS), 1996-97 through 2000-01.

On August 1, 2002, TEA released the TAAS results for the 2001-02 school year. CHISD received an overall Academically Acceptable rating, the same rating as it received in 2000-01. According to these latest reports, the district has one Exemplary school, Bray Elementary; four Recognized schools, Cedar Hill High School, West Intermediate, Belt Line Intermediate and Highlands Elementary; and four Academically Acceptable schools, W. S. Permenter Middle, High Pointe Elementary, Plummer Elementary and Waterford Oaks Elementary. Because this information came late in the review process and because information regarding the cumulative test results will not be available until November 2002, the AEIS data presented throughout the rest of this report reflects 2000-01 information.

CHISD received recognition in a Dallas area magazine, *D*, and in *Newsweek* for the number of students enrolled in Advanced Placement courses. *Newsweek* ranks schools according to the number of Advanced Placement exams given in one year divided by the number of graduating seniors that year. In March 2000, *Newsweek* ranked Cedar Hill High School in the top 450 schools in the nation. CHISD's number of students taking AP exams (26.4 percent) is significantly higher than both the state

and regional participation rates (14.3 percent and 19.2 percent); however the district's passing rate (25.8 percent) is almost half that of both the state and regional rates (50.1 percent and 51.8 percent). CHISD's 24.7 percent teacher turnover rate is significantly high compared to the state's 16 percent and the 17.7 percent regional rate.

Since 1997, CHISD and its tumultuous financial situation have been the subject of intense scrutiny from TEA. The community, however, was largely unaware of the district's financial difficulties as evidenced by the October 2001 overwhelming passage of an \$89.7 million bond referendum to finance facility construction, renovation and land purchase.

Questionable financial transactions, inaccurate financial statements, a negative fund balance in the district's 2001-02 self-funded health insurance fund and inadequate information presented to CHISD's Board of Trustees regarding annual budget amendments added to the mounting case of financial difficulty in CHISD. As a result, TEA denied the Permanent School Fund (PSF) guarantee for the October 2001 bonds costing the district \$248,000 in bond insurance premiums in lieu of the normal \$300 PSF guarantee fee.

The district has gone from an already low \$612,623 (2.6 percent) fund balance in 1996-97, to a negative \$2.7 million (0 percent) in 2000-01. The district originally projected positive fund balance of approximately \$900,000 at the end of 2001-02; however, the district did not take into account the negative fund balance in the health insurance fund. Recent efforts by the superintendent to correct the financial condition of the district by recommending budget cuts for the new year, are certainly a step in the right direction but the situation remains serious.

TSPR found many exemplary programs and practices such as positive relationships between the board, superintendent, business and community members, efficient accounts payable processes, effective use and implementation of technology in classrooms and administration and unique course offerings being carried out by dedicated and hardworking employees of the district.

After more than six months, TSPR has found that the following challenges must be faced and overcome to restore the district's financial solvency, to maintain the high level of community and business trust that CHISD enjoys and to ensure that children continue to receive the high quality education that CHISD is known for. CHISD challenges include:

- stabilizing financial management;
- streamlining organization and management using highly qualified staff;
- instituting a strong system of internal controls; and

- enforcing contract oversight and compliance.

Key Findings and Recommendations

Stabilize Financial Management

- **Restructure the financial management's organization and hire a Chief Financial Officer.** Given the district's serious financial issues, hiring a Chief Financial Officer solely dedicated to finance, separating the management of the district's operations functions and developing a data and financial review process that includes restating the 2000-01 financial statements, would allow CHISD to reverse the district's negative financial trend, restore the integrity of expenditure coding and data submissions and accurately reflect the financial state of the district to the board and TEA.
- **Adopt policies to prevent deficit budgeting and deficit budget amendments.** CHISD has adopted budgets with deficits ranging from \$500,000 to more than \$2 million since 1997-98. Additionally, while districts frequently amend the annual budget throughout the course of a fiscal year, CHISD staff did not include budget amendments results on the year-end fund balance presented to the board. As a result, board members were unaware that they were approving expenditures for which funds did not exist. Strengthening budget policies and establishing sound budget practices would bring the district in compliance with TEA budgeting guidelines.
- **Adopt procedures to set premiums and district contributions to the district's self-funded health plan based upon actuarial projections and monitor actual activity quarterly to ensure solvency of the plan.** In 2000-01, CHISD had a \$790,303 deficit in its self-funded health insurance plan and borrowed almost \$494,000 from bond funds according to audited financial statements. When questioned, the district could not provide a projection of the plan's operating results for 2001-02 and had no specific plans to work with its actuary to restructure premium amounts or benefits in the coming year. Creating, implementing and monitoring adopted procedures to set district contributions and premiums based upon actuarial projections would help the district eliminate its immediate health insurance fund deficit and ensure solvency of the plan.

Streamline Organization and Management Using Highly Qualified Staff

- **Reorganize central administration and apply industry staffing formulas at campus levels.** CHISD's central administration organization is not logically aligned by function. Some district positions have either too few or too many responsibilities, perform duplicate work or share similar functions. The district also does not apply the Southern Association of Colleges and Schools industry standards to its campus staffing formulas. By reorganizing the central administrative staff and applying staffing formulas at the campus levels, CHISD could save more than \$350,000 over five years and achieve a functionally aligned organization with greater expertise in the areas where they are needed.
- **Increase teacher salaries and eliminate smaller than average class sizes at the secondary level.** CHISD's teacher salaries are among the lowest in the Dallas area, contributing to a high teacher turnover rate (24.7 percent) and difficulties in recruiting and retaining highly qualified teachers. In 2001-02, CHISD was forced to fill 21 critical teacher position vacancies either by long-term substitutes or individuals on temporary or emergency permits. A teacher pay raise internally funded by eliminating smaller than average class sizes at the secondary level could assist CHISD in attracting and retaining teachers while reducing reliance on substitutes and decreasing the teacher turnover rate.
- **Reorganize the Instruction and Administrative Services Department.** Key management responsibilities of the assistant superintendent, Administrative Services, the assistant superintendent, School and Community Services and directors in the Instruction and Administrative Services Department overlap and other departments or campuses duplicate some administrative functions. Management and staff in this department also perform duties beyond the department's defined scope, and these broad managerial duties keep the associate superintendent, Instruction and Administrative Services, from concentrating on such issues as program evaluation. By reorganizing the department, refocusing staff attention on curriculum, instruction and data analysis and redirecting administrative service duties, CHISD will more effectively manage educational programs for students and save nearly \$556,000 in salaries and benefits over five years.

Institute a Strong System of Internal Controls

- **Implement procedures for data collection, review and submission to ensure the integrity of Public Education Information Management System (PEIMS) submissions.** The district lacks an established system whereby it reviews data

submitted to the PEIMS clerk from various campuses and departments for accuracy before submission to TEA. For example, the district inaccurately reported budgeted funds for gifted and talented, Career and Technology Education, special education, bilingual education and compensatory education for 2001-02 PEIMS submissions and has submitted the wrong number of central administrators from 1997-98 through 2001-02. By implementing procedures to ensure the accuracy of PEIMS data reporting, CHISD could restore the integrity of expenditure coding and data submissions.

- **Obtain competitive proposals for external audit services every five years, and hire an internal auditor.** CHISD has used the same audit firm since 1989, and many districts routinely request proposals and rotate audit firms every three to five years to ensure continued independence. In addition, hiring an internal auditor would ensure constant evaluation of the efficiency and effectiveness of the district's routine operations and compliment the work of the external auditor to ensure compliance with generally accepted accounting procedures.
- **Establish offsetting controls for cash and investment transactions.** CHISD lacks internal controls and segregation of duties for cash handling, investments, related bookkeeping and accounting reports as required by TEA and its local investment policy. Segregating cash, bookkeeping and investment duties would allow CHISD to maintain a system of checks and balances for all cash and investment functions and ensure that it prepares financial statements in accordance with accepted standards.

Enforce Contract Oversight and Compliance

- **Assign oversight, management and monitoring of major contracts to specific positions within the district.** CHISD does not effectively monitor and manage its contracts, and the district lacks written guidelines for managing and monitoring contracts. Three major CHISD service contracts include the outsourcing of child nutrition services, custodial services and transportation services. No CHISD staff member analyzes data on a monthly basis to evaluate the accuracy, compliance, efficiency or effectiveness of the contracts. By assigning an oversight position for each contract, the district can ensure that vendors are complying with the terms of the contract and that the interests of the district are protected.

- **Consolidate maintenance and custodial management.** Outsourcing the management of custodial services is not cost effective for CHISD. Under the terms of the contract, the district pays \$305,304 per year, or \$25,442 per month, for custodial management services, \$137,110 of which pays for the salaries and benefits of only two employees. All other employees such as custodians and maintenance personnel remain employees of the district. By consolidating management and eliminating the management contract, the district should realize savings of nearly \$870,000 over five years.
- **Enforce the food service contract, monitor National School Lunch Program compliance and request a refund of the management fee for non-compliant months.** CHISD is currently out of compliance with the National School Lunch Program requirements, including counting and claiming meals for reimbursement, free and reduced-priced eligibility certification, benefit issuance and menu records. As a result, since September 2001, TEA has withheld \$371,300 in CHISD reimbursements while the district has continued to pay contract management fees. By holding the vendor accountable for correcting the problem, CHISD will recover withheld state funds that could be earning the district interest income and will be in compliance with federal and state standards.

Exemplary Programs and Practices

TSPR identified numerous "best practices" in CHISD. Through commendations in each chapter, the report highlights model programs, operations and services provided by CHISD 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:

- **CHISD's board enhances internal and external working relationships.** The CHISD board is undertaking a multi-part board-training program to improve working relationships. The training includes emphasis on the board working as a whole, on the roles and responsibilities of individual members and on the board's relationship with district staff. The program includes development of formal policy and operating procedures and institution of a code of conduct.
- **CHISD invests district funds according to policy guidelines.** The associate superintendent, Business and Support Services, follows cash management policies and procedures to ensure that

the district's idle funds are invested in accordance with investment policy guidelines.

- **CHISD processes accounts payables efficiently and effectively.** The district pays vendors once a month, reducing the number of personnel and time required to process invoices and make necessary payments. This process effectively saves the district money in salaries and provides longer periods of time for investment of excess cash.
- **CHISD collaborates with the Cedar Hill community to attract and retain minority teachers.** CHISD uses innovative programs such as a community and district sponsored host program for potential teaching candidates, collaborative efforts with local churches and the Chamber of Commerce and personal recruiting trips to historically black colleges and universities to increase the district's potential to attract and retain minority teachers.
- **CHISD developed an enhanced master teacher appraisal system with districtwide support.** CHISD included teachers, principals and central administrators on a task force that created and received board approval for an alternative appraisal system providing customized professional growth for teachers with documented leadership activities and responsibilities. This system meets the needs of all teachers especially maximizing benefits for experienced and master teachers who did not receive as much benefit from the standard Professional Development and Appraisal System.
- **CHISD accelerates the teacher hiring process through a Web-based talent assessment system.** CHISD changed from the Stanford Research International (SRI) Teacher Perceiver Interviewer, which potential teacher applicants found to be time-consuming and the district found to be expensive to administer, to the Web-based talent assessment system, TeacherInsight Interview in 2002. This switch already has saved time for applicants completing the Web-designed interview and potentially will save the district administrative costs as well.
- **CHISD provides a unique aviation program encouraging future college and employment opportunities for students.** Through the district's Air Force Junior Reserve Officer Training Corps flight-training program, students receive both high school and six college credits, use a flight simulator to apply classroom instruction in real airfield management situations, actually fly a

plane and qualify for private pilot examinations. This is the only program of its kind in Texas.

- **CHISD developed a long-range facility master plan with community input and extensive data analysis.** In February 2001, the CHISD board formed a citizens advisory group to develop goals and objectives for secondary education facility needs, including district growth, facilities condition and classroom size. The committee, which included parents, teachers, business and community members, was instrumental in passing the district's \$89.7 million bond package and in forming the board-approved facility master plan.
- **CHISD effectively used a citizen advisory committee for attendance boundary changes.** The district formed an advisory committee in December 2001, comprised of parents, site-based decision making members, principals, central administrators and members from the District Advisory Committee to recommend attendance boundary changes to the board. The committee analyzed demographic data and considered criteria including future growth potential, physical hazards and student diversity in its recommendations. By using this diverse committee, CHISD revised its attendance boundaries with districtwide and community support.
- **CHISD maintains a community Technology facility with free Internet access.** The CHISD Technology Committee created a Technology Opportunities for the Public Sector (TOPS) Lab at the district's West Intermediate School to provide the community with a facility that encourages the use and understanding of computer technology as well as Internet access to those in need.

Savings and Investment Requirements

Many 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. Proposed investments of additional funds usually are related to increased efficiencies or savings, or improved productivity and effectiveness.

TSPR recommended 68 ways to save CHISD more than \$6.2 million in gross savings over a five-year period. Reinvestment opportunities will cost the district more than \$3.5 million during the same period. Full implementation of all recommendations in this report could produce net savings of more than \$2.7 million by 2006-07 (**Exhibit 4**).

Exhibit 4
Summary of Net Savings
TSPR Review of Cedar Hill Independent School District

Year	Total
2002-03 Initial Annual Net Savings	\$152,856
2003-04 Additional Annual Net Savings	\$685,391
2004-05 Additional Annual Net Savings	\$685,391
2005-06 Additional Annual Net Savings	\$685,391
2006-07 Additional Annual Net Savings	\$685,391
One Time Net (Costs) Savings	(\$136,734)
TOTAL SAVINGS PROJECTED FOR 2002-07	\$2,757,686

A detailed list of costs and savings by recommendation appears in **Exhibit 5**. 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 CHISD 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.

Exhibit 5
Summary of Costs and Savings by Recommendation

	Recommendation	2002-03	2003-04	2004-05	2005-06	2006-07	Total 5-Year (Costs) or Savings	One Time (Costs) or Savings
Chapter 1 District Organization, Leadership and Management								
1	Reorganize the central administration. p. 32	\$0	\$0	\$0	\$0	\$0	\$0	\$0
2	Evaluate staffing formulas annually against Southern Association of Colleges and Schools standards and revise as necessary. p. 37	\$19,367	\$83,000	\$83,000	\$83,000	\$83,000	\$351,367	\$0
3	Eliminate low enrollment classes at the secondary level. p. 39	\$172,224	\$688,896	\$688,896	\$688,896	\$688,896	\$2,927,808	\$0
4	Implement procedures for PEIMS data collection, review and submission. p. 41	\$0	\$0	\$0	\$0	\$0	\$0	\$0
5	Use a qualified survey instrument to assess organizational health and enhance recruiting and retention strategies. p. 44	(\$5,600)	(\$5,600)	(\$5,600)	(\$5,600)	(\$5,600)	(\$28,000)	(\$3,215)
6	Revise district policy to allow the site-based decision making (SBDM) committee to elect a chair and to have broader decision-making authority. p. 52	\$0	\$0	\$0	\$0	\$0	\$0	\$0
7	Assign the Public Information director to report to the superintendent as the Communications director. p. 58	\$0	\$0	\$0	\$0	\$0	\$0	\$0
8	Develon and	\$0	\$0	\$0	\$0	\$0	\$0	\$0

	implement districtwide volunteer and community involvement tracking and reporting procedures. p. 61							
9	Ensure that tuition and fees for community education classes recover all district costs. p. 63	\$2,400	\$4,800	\$4,800	\$4,800	\$4,800	\$21,600	\$0
	Totals-Chapter 1	\$188,391	\$771,096	\$771,096	\$771,096	\$771,096	\$3,272,775	(\$3,215)
Chapter 2 Educational Service Delivery								
10	Reorganize CHISD's Instruction and Administrative Services Department and change the title to the Curriculum and Instruction Department. p. 86	\$0	\$138,990	\$138,990	\$138,990	\$138,990	\$555,960	\$0
11	Develop and adopt a local board policy to provide direction for curriculum management. p. 91	\$0	\$0	\$0	\$0	\$0	\$0	\$0
12	Include strategies for improving student pass rates on end-of-course exams in the Campus Improvement Plans and the District Improvement Plan. p. 93	\$0	\$0	\$0	\$0	\$0	\$0	\$0
13	Develop a coordinated staff development plan that focuses on district and campus goals. p. 96	\$0	\$0	\$0	\$0	\$0	\$0	\$0
14	Align the high school student handbook and the curriculum catalog of high school course	\$0	\$0	\$0	\$0	\$0	\$0	\$0

	offerings with actual practice. p. 109							
15	Implement the Texas Incentive Program for Advanced Placement and track subsidies, awards and teacher training. p. 111	\$0	\$0	\$0	\$0	\$0	\$0	\$0
16	Establish a discipline management committee at Cedar Hill High School to review incident data each six weeks and develop a plan to address areas of concern. p. 131	\$0	\$0	\$0	\$0	\$0	\$0	\$0
17	Implement a credit recovery program. p. 133	\$0	(\$26,945)	(\$26,945)	(\$26,945)	(\$26,945)	(\$107,780)	(\$6,500)
	Totals-Chapter 2	\$0	\$112,045	\$112,045	\$112,045	\$112,045	\$448,180	(\$6,500)
Chapter 3 Personnel Management								
18	Consolidate all personnel responsibilities under the assistant superintendent, Personnel and Student Services. p. 140	\$16,192	\$16,192	\$16,192	\$16,192	\$16,192	\$80,960	\$0
19	Increase teacher salaries to be more competitive with peer districts. p. 148	\$0	(\$579,677)	(\$579,677)	(\$579,677)	(\$579,677)	(\$2,318,708)	\$0
20	Explore collaborative opportunities for employment advertising and recruiting with CHISD and the City of Cedar Hill. p. 153	\$0	\$0	\$0	\$0	\$0	\$0	\$0
21	Purge employee files of unnecessary information and implement a document-imaging program	\$0	\$0	\$0	\$0	\$0	\$0	(\$2,000)

	to store all required information. p. 154							
22	Purchase software necessary to automate certification tracking. p. 156	\$0	\$0	\$0	\$0	\$0	\$0	(\$8,000)
23	Update all job descriptions and establish a system to ensure that they are kept current. p. 161	\$0	\$0	\$0	\$0	\$0	\$0	\$0
	Totals-Chapter 3	\$16,192	(\$563,485)	(\$563,485)	(\$563,485)	(\$563,485)	(\$2,237,748)	(\$10,000)
Chapter 4 Facilities Use and Management								
24	Develop and implement a comprehensive preventive maintenance plan for the district. p. 176	\$0	\$0	\$0	\$0	\$0	\$0	\$0
25	Include building modification requests in the annual budget process. p. 177	\$0	\$0	\$0	\$0	\$0	\$0	\$0
26	Include the Maintenance Department in all school construction discussions and in walk-through inspections of new and renovated schools. p. 179	\$0	\$0	\$0	\$0	\$0	\$0	\$0
27	Consolidate the management of maintenance and custodial services when the current Maintenance director retires and do not renew the ServiceMaster contract. p. 182	\$0	\$236,859	\$236,859	\$236,859	\$236,859	\$947,436	(\$78,327)
28	Contact the State Energy Conservation Office (SECO) to request an energy audit and assistance with developing a	\$0	\$103,639	\$103,639	\$103,639	\$103,639	\$414,556	\$0

	comprehensive energy conservation plan for the district. p. 185							
29	Involve students and staff in districtwide energy efficiency and conservation efforts. p. 186	\$0	\$0	\$0	\$0	\$0	\$0	\$0
30	Amend the fee schedule for community use of school facilities to accurately reflect district costs. p. 189	\$2,000	\$4,000	\$4,000	\$4,000	\$4,000	\$18,000	\$0
	Totals-Chapter 4	\$2,000	\$344,498	\$344,498	\$344,498	\$344,498	\$1,379,992	(\$78,327)
Chapter 5 Asset and Risk Management								
31	Consolidate bank accounts and restructure the bank depository agreement to include overnight sweep investments. p. 198	\$8,933	\$13,400	\$13,400	\$13,400	\$13,400	\$62,533	\$0
32	Establish offsetting controls to provide internal control assurances for cash and investment transactions. p. 199	\$0	\$0	\$0	\$0	\$0	\$0	\$0
33	Complete the installation of the new fixed-asset module and conduct an annual physical inventory of assets. p. 202	\$0	\$0	\$0	\$0	\$0	\$0	\$0
34	Update board policy to include the capitalization of fixed assets worth \$5,000 or more and maintain a separate controllable inventory listing of less expensive items. p. 203	\$0	\$0	\$0	\$0	\$0	\$0	\$0
35	Transfer the reporting	\$0	\$0	\$0	\$0	\$0	\$0	\$0

	relationship of the fixed-asset clerk from the Purchasing director to the associate superintendent, Business and Support Services. p. 204							
36	Adopt procedures to set premiums and district contributions to the district's self-funded health plan based upon actuarial projections and monitor actual activity quarterly to ensure solvency of the plan. p. 215	\$0	\$0	\$0	\$0	\$0	\$0	\$0
37	Engage a tax specialist to perform required tax law calculations as soon as possible. p. 217	\$0	(\$1,500)	(\$1,500)	(\$1,500)	(\$1,500)	(\$6,000)	(\$37,500)
	Totals-Chapter 5	\$8,933	\$11,900	\$11,900	\$11,900	\$11,900	\$56,533	(\$37,500)
Chapter 6 Financial Management								
38	Restructure the financial management function and hire a Chief Financial Officer to oversee all CHISD business-related functions. p. 230	(\$103,494)	(\$103,494)	(\$103,494)	(\$103,494)	(\$103,494)	(\$517,470)	(\$5,700)
39	Adopt policies to prevent deficit budgeting and deficit budget amendments. p. 236	\$0	\$0	\$0	\$0	\$0	\$0	\$0
40	Prepare monthly budgetary reports that depict all general fund operations. p. 239	\$0	\$0	\$0	\$0	\$0	\$0	\$0
41	Prepare a payroll procedures manual. p. 240	\$0	\$0	\$0	\$0	\$0	\$0	\$0
42	Implement automated	\$17,846	\$35,693	\$35,693	\$35,693	\$35,693	\$160,618	(\$9,000)

	timekeeping at the campus and department levels. p. 241							
43	Obtain competitive proposals for external audit services every five years. p. 242	\$0	\$0	\$0	\$0	\$0	\$0	\$0
44	Hire an internal auditor. p. 245	(\$53,667)	(\$80,500)	(\$80,500)	(\$80,500)	(\$80,500)	(\$375,667)	\$0
45	Transfer CHISD tax levy and collection functions to the Dallas County Tax Office. p. 248	\$0	\$55,468	\$55,468	\$55,468	\$55,468	\$221,872	(\$7,500)
	Totals-Chapter 6	(\$139,315)	(\$92,833)	(\$92,833)	(\$92,833)	(\$92,833)	(\$510,647)	(\$22,200)
Chapter 7 Purchasing and Contract Management								
46	Assign responsibility for managing and monitoring contracts to the associate superintendent, Business and Support Services. p. 257	(\$1,000)	(\$1,000)	(\$1,000)	(\$1,000)	(\$1,000)	(\$5,000)	\$0
47	Develop written guidelines for managing and monitoring all CHISD contracts. p. 259	\$0	\$0	\$0	\$0	\$0	\$0	\$0
48	Amend the transportation services contract to require Dallas County Schools to provide monthly management reports to CHISD, require Dallas County Schools to notify principals when buses will be late and allow CHISD to notify parents when drivers remove ineligible riders. p. 263	\$0	\$0	\$0	\$0	\$0	\$0	\$0
49	Enforce the satisfaction provision in the	\$0	\$0	\$0	\$0	\$0	\$0	\$21,008

	food service contract and request a refund of the management fee for months in which the Child Nutrition Department was non-compliant with the National School Lunch Program requirements. p. 271							
50	Amend the food service contract to eliminate the requirement for CHISD to advance working capital to the contractor. p. 272	\$0	\$0	\$0	\$0	\$0	\$0	\$0
51	Amend the food service contract to delete CHISD's responsibility for relocation expenses for a new Child Nutrition director from the contract or set a reasonable limit on those expenses. p. 273	\$0	\$0	\$0	\$0	\$0	\$0	\$0
52	Include guaranteed maximum payroll costs in future child nutrition contracts based on industry standards for meals per labor hour. p. 276	\$0	\$26,245	\$26,245	\$26,245	\$26,245	\$104,980	\$0
53	Require the food service contractor to submit detailed monthly invoices that itemize all costs. p. 277	\$0	\$0	\$0	\$0	\$0	\$0	\$0
54	Reorganize the purchasing function and eliminate the position of Purchasing director. p. 280	\$77,195	\$77,195	\$77,195	\$77,195	\$77,195	\$385,975	\$0
55	Implement	\$0	\$0	\$0	\$0	\$0	\$0	\$0

	electronic signatures for requisition and purchase order authorization. p. 284							
56	Revise CHISD local policies and procedures to include a definition of sole-source purchases that incorporates the definition found in TEA's <i>Financial Accountability System Resource Guide</i> . p. 285	\$0	\$0	\$0	\$0	\$0	\$0	\$0
57	Develop and maintain record storage standards and procedures. p. 287	\$0	\$0	\$0	\$0	\$0	\$0	\$0
58	Develop a written textbook procedures manual and train the school textbook clerks on the procedures. p. 289	\$0	\$0	\$0	\$0	\$0	\$0	\$0
	Totals-Chapter 7	\$76,195	\$102,440	\$102,440	\$102,440	\$102,440	\$485,955	\$21,008
Chapter 8 Computers and Technology								
59	Assign CHISD technology students to develop and maintain the district Web site. p. 296	\$0	\$0	\$0	\$0	\$0	\$0	\$0
60	Revise the technology plan to include all aspects of technology, including administrative technology, instructional technology and infrastructure issues. p. 300	\$0	\$0	\$0	\$0	\$0	\$0	\$0
61	Establish a uniform method for measuring the technology integration skills	\$0	\$0	\$0	\$0	\$0	\$0	\$0

	of teachers. p. 306							
	Totals-Chapter 8	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Chapter 9 Safety and Security								
62	Designate one position as the coordinator for all safety and security programs. p. 325	(\$1,000)	(\$1,000)	(\$1,000)	(\$1,000)	(\$1,000)	(\$5,000)	\$0
63	Apply for grants to improve school safety programs. p. 327	\$0	\$0	\$0	\$0	\$0	\$0	\$0
64	Create a fund transfer process to automatically move school zone violation fees collected by the City of Cedar Hill to CHISD. p. 328	\$1,460	\$730	\$730	\$730	\$730	\$4,380	\$0
65	Create a safety and security committee to develop a long-range safety and security plan. p. 330	\$0	\$0	\$0	\$0	\$0	\$0	\$0
66	Define CHISD and Cedar Hill Police Department (CHPD) roles and responsibilities regarding administrative violations, criminal activities and reporting incidents. p. 333	\$0	\$0	\$0	\$0	\$0	\$0	\$0
67	Enforce sign-in rules and the use of visitor badges at Cedar Hill High School. p. 334	\$0	\$0	\$0	\$0	\$0	\$0	\$0
68	Establish a district policy and a set of procedures designed to track all district keys. p. 337	\$0	\$0	\$0	\$0	\$0	\$0	(\$0)
	Totals-Chapter 9	\$460	(\$270)	(\$270)	(\$270)	(\$270)	(\$620)	(\$0)
	Gross Savings	\$317,617	\$1,485,107	\$1,485,107	\$1,485,107	\$1,485,107	\$6,258,045	\$21,008
	Gross Costs	(\$164,761)	(\$799,716)	(\$799,716)	(\$799,716)	(\$799,716)	(\$3,363,625)	(\$157,742)
	Net Total	\$152,856	\$685,391	\$685,391	\$685,391	\$685,391	\$2,894,420	(\$136,734)

5 Year Gross Savings	\$6,279,053
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5 Year Gross Costs	(\$3,521,367)
Grand Total	\$2,757,686

Chapter 1

DISTRICT ORGANIZATION, LEADERSHIP AND MANAGEMENT

This chapter examines the leadership, organization and management of the Cedar Hill Independent School District (CHISD) in the following areas:

- A. Governance
- B. Organization and Staffing
- C. Planning and Site-Based Decision-Making
- D. Communications and Public Relations
- E. School and Community Services

The organization and management of a school district requires cooperation between elected members of the Board of Trustees and staff of the district. The board's responsibility is to set goals and objectives for the district in both instructional and operational areas, determine the policies by which the district will be governed, approve the plans to implement those policies, provide the funding sources necessary to carry out the plans and evaluate the results.

BACKGROUND

CHISD is located southwest of the city of Dallas and encompasses 37.6 square miles, including the entire City of Cedar Hill and portions of Dallas, Duncanville and Grand Prairie.

Cedar Hill's first school was established in 1863 by Milton Merrifield, and in 1900, the state officially designated CHISD as an official independent school district.

In 2001-02, CHISD serves 6,966 students in pre-kindergarten through grade 12. The Texas Education Agency (TEA) rates CHISD in 2001-02 as an Academically Acceptable district, with a special acknowledgement of the district's high school program, 79.1 percent of its students passing the Texas Assessment of Academic Skills (TAAS), a drop out rate of 1.1 percent and an attendance rate of 96.4 percent. The state and Regional Education Service Center X (Region 10) averages in 2000-01 for all students passing the TAAS are 82.1 percent and 80.6 percent, respectively. The latest available drop out rates for the state and region are 1.3 percent and .9 percent, respectively, and attendance rates are 95.6 percent for the state and 95.7 percent for the region.

From 1997-98 through 2001-02, CHISD's enrollment grew 14.1 percent, more than twice the state average (**Exhibit 1-1**).

Exhibit 1-1
Student Enrollment Growth
CHISD, Region 10 and State
1997-98 through 2001-02

Entity	1997-98	1998-99	1999-2000	2000-01	2001-02	Percent Change
CHISD	6,105	6,172	6,211	6,503	6,966	14.1%
Region 10	549,536	563,701	577,800	597,160	618,135	12.5%
State	3,891,877	3,945,367	3,991,783	4,059,619	4,150,741	6.7%

Source: Texas Education Agency (TEA), Public Education Information Management System (PEIMS), 1997-98 through 2001-02.

The ethnic composition of the students in CHISD changed from a majority Anglo student population in 1997-98 to a majority minority student population in 1998-99 (**Exhibit 1-2**).

Exhibit 1-2
Changes in Ethnicity of CHISD Student Population
1997-98 through 2001-02

Ethnic Group	1997-98	1998-99	1999-2000	2000-01	2001-02
African American	34.1%	36.9%	39.0%	43.9%	47.5%
Hispanic	12.2%	12.9%	14.3%	15.1%	15.9%
Anglo	51.0%	47.4%	44.2%	38.5%	34.1%
Asian/Pacific Islander	2.0%	2.0%	2.0%	2.0%	2.0%
Native American	0.7%	0.7%	0.6%	0.6%	0.5%

Source: TEA, Academic Excellence Indicator System (AEIS), 1997-98 through 2000-01 and PEIMS, 2001-02.

The board's role is to set goals and objectives to be achieved by the district in both instructional and operational areas, determine the policies by which the district will be governed, approve the plans to implement those policies and evaluate the results.

Each school board in Texas derives its legal status from the Texas Constitution and the Texas Legislature. The board must operate in accordance with 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 specific statutory powers and duties, including to:

- govern and oversee the management of the public schools of the district;
- adopt such rules, regulations and bylaws as the board may deem proper;
- 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 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 campus performance objectives and the progress of each campus toward 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 TEA or the State Board of Education.

The CHISD board consists of seven members elected at large for three-year terms (**Exhibit 1-3**).

Exhibit 1-3
CHISD Board Members
May 2002

Board Member	Board Position	Term Expires	Occupation
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Pam Frost	President	2003	Homemaker
John Stallings	Vice president	2005	Pastor
James Charles	Secretary	2003	Self-employed
Randy Gaubert	Member	2005	Custom home builder
Dan Hernandez	Member	2005	Healthcare administrator
Terrel Nemons	Member	2004	Operations specialist
Phyllis Stegner	Member	2004	Banking

Source: CHISD superintendent, May 2002.

Elections are held each year on the first Saturday in May. Candidates for board elections are provided training through workshops conducted by the Texas Association of School Boards (TASB) held at one of Texas' Regional Education Service Centers. The sessions last approximately two hours.

The board meets monthly on the second Monday at 7:30 p.m. in the boardroom at the district's administrative offices. Each year the board elects officers after installing newly elected board members.

CHISD uses the policy service provided by TASB to update local and legal policies. For 2000-01, CHISD paid \$3,086 to TASB for this service, and paid \$1,461 through March 2002 for services in 2001-02. Costs were higher in 2000-01 because the Legislature passed several laws that required changes in district policy.

Several law firms provide legal services for CHISD. When a need for legal consultation arises, CHISD first contacts TASB, which also provides legal services. TASB has staff attorneys who provide general information by telephone on most issues, often satisfying the district's legal needs. For more detailed advice or on-site attorney services, TASB advises districts to contact a private law firm. CHISD paid TASB \$100 in 2000-01 for legal services and nothing for 2001-02 through March 2002.

Based upon the initial response from TASB's legal staff, CHISD decides whether or not to pursue additional legal assistance through local counsel. If the district chooses to pursue additional legal counsel, it uses two firms:

- Strasburger and Price, P.C. provides legal assistance on matters that are not necessarily specific only to local school districts, such as personnel issues, employee complaints that go beyond the normal internal grievance process, litigation representation, open

records requests that may involve privileged information, construction and contractor issues and land purchases.

- Walsh, Anderson, Brown, Schulze, and Aldridge, P.C. provide legal assistance on matters that are specific to local school districts, such as special education and student discipline.

During 2001-02, the district, as part of a class action suit, used Ray, Wood & Bonilla, L.L.P., a law firm that specializes in representing local school district in property valuation cases, to appeal property values to the state. The district paid the law firm 10 percent of the additional state aid received by CHISD, which was comparable to what other districts paid in this situation.

Exhibit 1-4 summarizes the expenditures for legal services incurred by CHISD for 2000-01 and 2001-02. One complex legal matter resulted in extensive legal work by Strasburger and Price, P.C. during 2000-01 and 2001-02, causing CHISD's legal fees to be higher than expected. As of June 2002, however, the district had won an outstanding lawsuit and the judge awarded CHISD its legal expenses. By comparison, Duncanville ISD spent \$37,376 for legal services in 2000-01 and \$107,633 in 2001-02 through April 2002. Grand Prairie ISD spent \$192,071 for legal services in 2000-01 and \$128,404 in 2001-02 through April 2002. No information was available from De Soto ISD.

Exhibit 1-4
CHISD Legal Expenditures
2000-01 - 2001-02

Year	Strasburger and Price, P.C.	Walsh, Anderson, Brown, Schulze, and Aldridge, P.C.	Ray, Wood, & Bonilla, L.L.P.	Reimbursements to CHISD Employees for Eligible Legal Services (2)	Total
2001-02 (1)	\$57,134.38	\$4,110.62	\$122,195.00	\$0.00	\$183,440.00
2000-01	\$153,134.38	\$9,827.91	\$0.00	\$6,512.30	\$169,474.59

Source: CHISD assistant superintendent, Administrative Services.

(1) Through March 19, 2002.

(2) When a district employee is acting in a legal capacity and is sued for

criminal charges, the district may reimburse the employee, if acquitted, for legal costs.

CHISD chose De Soto, Duncanville and Grand Prairie Independent School Districts to serve as peers for comparison purposes.

Chapter 1

DISTRICT ORGANIZATION, LEADERSHIP AND MANAGEMENT

A. GOVERNANCE

Quality control is the fundamental element of a well-managed educational program. It is one of the major premises of local educational control within any state's educational system.

Through the development of an effective policy framework, a local school board provides the focus for management and accountability. Among best practices identified by the Texas Comptroller of Public Accounts during reviews is a series of key board responsibilities (**Exhibit 1-5**).

Exhibit 1-5
Board Member Best Practices

Practice	Description
Take a prepared approach.	<ul style="list-style-type: none"> • Discuss the roles of the board and superintendent as a team. • Help new board members understand the 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.	<ul style="list-style-type: none"> • 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 feel included as a part of the team by providing an experienced board member as a mentor during the first few months.

<p>Keep communication lines open.</p>	<ul style="list-style-type: none"> • Be sure the superintendent shares information about plans and processes with the board to keep them informed. • 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.
<p>Understand the big picture.</p>	<ul style="list-style-type: none"> • Remember that the board focuses on the district's long-term vision (the "what") and the superintendent focuses on the daily tasks needed to move the district toward that target (the "how"). • 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: Texas Comptroller of Public Accounts, Best Practices, 2001.

The National School Board Association (NSBA) publication, *The Key Work of School Boards*, published in 2000, is intended to focus board members' efforts on improving student achievement, not in administering the day-to-day operations of a school district.

The Key Work of School Boards identifies several key factors that affect the relationship of the board members with each other and with the staff:

- 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."

FINDING

The CHISD Board of Trustees is undertaking a board training program to strengthen working relationships, define board operating procedures and develop superintendent evaluation criteria. The superintendent recommended this process when he was hired. The superintendent and the board communicate regularly regarding district governance issues and long-range planning for board activities.

The training includes emphasis on the board working as a whole, on the roles and responsibilities of individual members and on the board relationship with the staff. The process, facilitated by an outside consultant from Lamar University, involves six separate elements:

- operating procedures: a list of guidelines developed by the board to govern how the board (both collectively and individually) will conduct business;
- code of conduct: a set of guideline on how board members will treat each other;
- operating parameters: the formal, legally binding policies and procedures adopted by the board;
- near-term and long-term district performance expectations: these are written, measurable expectations the board has established for district performance;

- superintendent evaluation process: contains the near-term and long-term district performance expectations the superintendent is expected to meet, a timeline for meeting the expectations and a process for measuring that performance and giving feedback to the superintendent; and
- board self-evaluation process: a set of standards adopted by the board to measure its own performance, both collectively and individually.

On February 18, 2002, as the first step in the team-building process, the board adopted a series of performance goals for the superintendent for the year ending in January 2003:

- manage the revenue and expenditures of the district in a manner that results in a positive maintenance and operations fund balance at the close of 2001-02 as reflected in the independent external audit;
- present and recommend a balanced budget for 2002-03 that is designed to result in an increase in the maintenance and operations fund balance resulting in a figure equal to 10 percent of the operating budget by the end of 2003-04;
- open two new campuses as scheduled and begin serving students on August 19, 2002;
- review and consider the adoption of recommendations from the Texas School Performance Review completed by the Texas Comptroller's Office resulting in an increased percentage of budgeted expenditures allocated for instruction of students; and
- present and recommend at least one program intended to reduce the turnover rate of teachers. Measure its impact by reporting the teacher turnover rates for 2001-02 compared to 2002-03.

The board also established January 2002 as the date for a mid-year, ongoing or formative review of the superintendent's performance and July 2003 as the date for a summative evaluation. Working with an outside consultant, the board developed an evaluation instrument to use for both reviews of the superintendent's performance.

After completing these steps, the board intends to establish board operating procedures to govern board members individually and collectively. The board has already identified topics to address during this developmental process (**Exhibit 1-6**).

Exhibit 1-6
Proposed Topics for Development of CHISD Board Operating Procedures

Proposed Operating Procedure	Elements Within the Procedure
Developing board meeting agenda	Who can place an item on the agenda?
	What should or should not be included on the agenda?
	Use of consent agenda.
Member-conduct during board meetings	Issue raised during open forum but not on agenda.
	Issue raised during open forum and on agenda.
	Discussion of employee performance (board/audience).
	Hearings and/or open forum.
	Point of personal privilege.
Split votes	In matters of legal principle.
	In matters of moral principle.
	In matters of major disagreement.
	In matters of personal preference.
Individual board member request for information or report	
Guidelines for reports to the board	Format, time limit, questions and answers, etc.
Citizen request/complaint to individual board member	
Employee request/complaint to individual board member	
Board member visit to school campus	
Communications	Superintendent/board and board/superintendent
	Superintendent/community
	Board/community
Evaluation of the superintendent	
Evaluation of the board	
Criteria and process for selecting	

board members	
Role/authority of board officers	
Board travel guidelines	
Campaigning for re-election	Support from employees
	Support from other board members
Goal-setting	When, term, how relates to program review, etc.

Source: CHISD superintendent, March 2002.

Such operating practices are often the key to effective boards and effective board and staff relationships. Following completion of the operating procedures, the board will develop its own code of conduct and self-evaluation instrument.

Interviews with board members conducted by the review team indicated that most board members felt that the board worked well as a group and was "80 percent of the way" toward becoming a cohesive group. Board members indicated that the board "self-polices itself" to make sure that all members remain positive, and the board president does an effective job of ensuring that discussion among board members does not become personal.

Board members also indicated that all board members understand the line between policy-making and administration. The only time any problem arises in this area is with first-year board members who are not as well versed in the distinction.

All board members indicated that the board meetings are run smoothly, information provided in board member meeting packages is thorough, staff presentations at meetings are detailed and the meetings are productive.

COMMENDATION

The CHISD board and superintendent cooperate, plan and regularly communicate to enhance their working relationships and district governance.

Chapter 1

DISTRICT ORGANIZATION, LEADERSHIP AND MANAGEMENT

B. ORGANIZATION AND STAFFING

As specified in Section 11.201 of the TEC, the superintendent is the chief executive officer of the district and is responsible for:

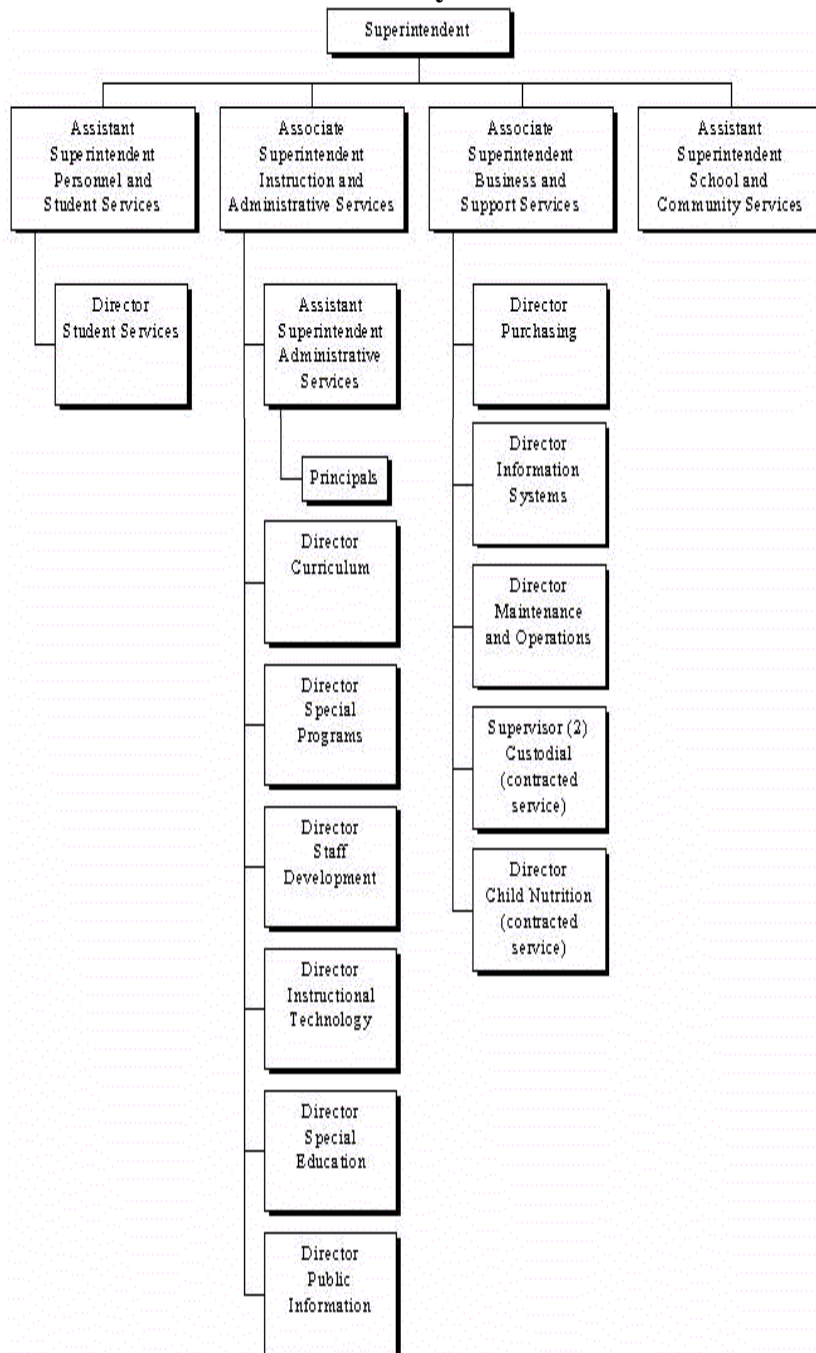
- assuming administrative responsibility and leadership for the planning, operation, supervision and evaluation of the educational programs, services and facilities of the district, and for the annual performance appraisal of the district's staff;
- assuming administrative authority and responsibility for the assignment and evaluation of all personnel of the district other than the superintendent;
- making recommendations regarding the selection of personnel other than the superintendent, as provided by Section 11.163 of the TEC;
- initiating the termination or suspension of an employee or the non-renewal of an employee's term contract;
- managing the day-to-day operations of the district as its administrative manager;
- preparing and submitting to the Board of Trustees a proposed budget, as provided by Section 44.002 of the TEC;
- preparing recommendations for policies to be adopted by the board and overseeing the implementation of adopted policies;
- developing or causing to be developed appropriate administrative regulations to implement policies established by the board;
- providing 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;
- organizing the district's central administration; and
- performing any other duties assigned by the board.

CHISD's superintendent manages the district with a senior staff that includes an associate superintendent, Instruction and Administrative Services, an associate superintendent, Business and Support Services, an assistant superintendent, Personnel and Student Services and an assistant superintendent, School and Community Services.

FINDING

CHISD's central organizational structure does not provide logical alignment, adequate expertise or oversight for key functional areas of the district's operations. The district's central administration organization is presented in **Exhibit 1-7**.

Exhibit 1-7
CHISD Organization
May 2002



Source: CHISD superintendent, May 2002.

CHISD aligns too many roles and responsibilities under some areas and groups functions together that have no similarities. For example, the associate superintendent, Business and Support Services, is the only position dedicated to the financial management of the district. The position also must oversee many of the operational responsibilities of the district, which include food service, information systems, purchasing, custodial operations and maintenance. The assistant superintendent, Personnel and Student Services is in charge of managing transportation for the district. The Public Information director reports to the associate superintendent, Instruction and Administrative Service.

The responsibilities for purchasing are largely handled by the purchasing agent, not the Purchasing director. The Purchasing director also supervises three accounts payable clerks, which is an internal controls weakness since this director has oversight of both purchases and payables.

The maintenance and custodial duties are supervised separately. The Maintenance director submitted a letter of retirement effective December 31, 2001. CHISD currently contracts with ServiceMaster for custodial management and pays more than \$300,000 for these services including two custodial supervisors.

The district's organizational structure also allows duplication of effort. Three employees are responsible for developing and reviewing curriculum: the associate superintendent, Instruction and Administrative Services; the assistant superintendent, Administrative Services; and the Curriculum director. The Staff Development director coordinates an after-school staff development program for teachers allowing them to attain sufficient training hours for maintaining certification. The Staff Development director is also responsible for program evaluation; however, the district has conducted no program evaluations in the last three years.

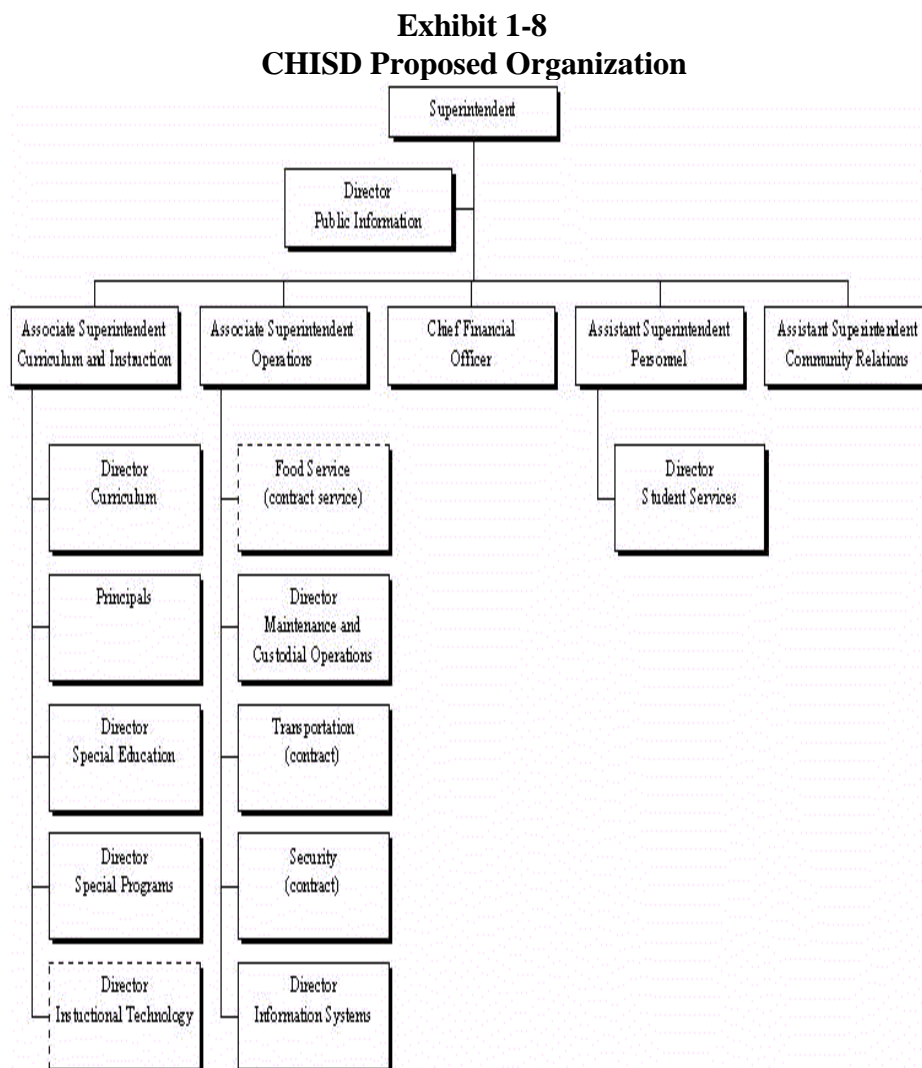
Many districts separate the roles and responsibilities associated with the financial and operational aspects of the district's day-to-day business. These districts often hire a financial expert, such as a certified public accountant, to oversee the district's finances and a separate administrator to oversee the district's transportation, food service, maintenance and custodial operations. As of June 2002, after discussions with the review team, the superintendent proposed and received board approval for a request for a Chief Financial Officer to strictly oversee the district's finances.

Frequently, districts have a separate individual to oversee purchasing operations while the Business manager or Chief Financial Officer controls risk management, investments and payables. Many districts also combine administrative oversight of both maintenance and custodial services either using district employees or ensuring contracted services are cost-effective to the district.

Recommendation 1:

Reorganize the central administration.

Exhibit 1-8 presents the proposed central administrative organization.



Source: WCL ENTERPRISES, May 2002.

The proposed organization should accomplish needed regrouping of roles and responsibilities as well as add critical expertise in certain areas such as finance. The changes are briefly summarized below and discussed in detail in subsequent chapters of the report.

First, the proposed reorganization creates a separate employee function focused only on financial management and headed by a Chief Financial Officer (CFO), preferably a certified public accountant.

An associate superintendent, Operations, position would supervise operational areas, such as transportation, maintenance and custodial operations, security and information systems. The monitoring of transportation would be moved from the assistant superintendent, Personnel and Student Services, to the associate superintendent position. The Public Information director would report directly to the superintendent.

The assistant superintendent, Administrative Services, position would be eliminated and principals would report directly to the associate superintendent, Curriculum and Instruction. Responsibility for student and employee grievances and complaints would be transferred to the assistant superintendent, Community Relations, and responsibility for policy updates, which are provided under contract with the Texas Association of School Boards (TASB), would be transferred to the superintendent's secretary. Oversight of the security contract with the City of Cedar Hill would become the responsibility of the associate superintendent, Operations.

Since Section 11.251 of the Texas Education Code emphasizes the need for staff development to be directly related to the performance objectives of the individual campuses, the Staff Development director's position would be eliminated and campuses would identify their own staff development needs in their campus improvement plans.

The Purchasing director position would be eliminated and the purchasing agent would be responsible for all purchasing oversight. Risk management and insurance issues, other than employee benefits, would be transferred to the CFO.

The maintenance and custodial duties would be consolidated under one supervisor, and the district would need to negotiate its contract with the vendor.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent reviews the recommended organization with	September
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	input from the assistant superintendent, Personnel and Student Services.	2002
2.	The superintendent directs the assistant superintendent, Personnel and Student Services, to prepare and submit job descriptions for the newly created positions.	September 2002
3.	The superintendent reviews the job descriptions from the assistant superintendent, Personnel and Student Services and requests board to approval for the reorganization, including adding and eliminating positions.	October 2002
4.	The board approves the reorganization, and the superintendent begins implementation and informs all staff of the changes.	November 2002

FISCAL IMPACT

All associated costs relating to added or deleted positions are discussed in the appropriate chapters.

FINDING

Although CHISD uses and adheres to internal staffing formulas, the district does not compare its staffing formulas to industry standards such as those published by the Southern Association of Colleges and Schools (SACS) to determine whether its staffing levels, particularly for campus clerks and secretaries, are appropriate or efficient. CHISD uses these staffing formulas for the salary portion of the district's annual budgetary allocations but allows campus flexibility in the use of those salaries.

CHISD first developed staffing formulas in 1997 by reviewing teacher-to-student ratios, average salaries in the local market and best practices throughout the state's recognized districts. CHISD uses staffing formulas for assignments of teachers, assistant principals, counselors, educational aides, library and media specialists, clerks and secretaries to each campus. As the district grew, the assistant superintendent, Personnel and Student Services, working with CHISD principals, compared and adjusted the formulas to meet changing needs and moved one step closer to alignment with TEA and U.S. Department of Education requirements. The assistant superintendent, Personnel and Student Services, working with CHISD principals, is responsible for managing this process.

Exhibit 1-9 shows CHISD's staffing formula updated in spring 2002 using input from principals and central office instructional personnel. Although individual campuses assign staff based on these formulas, site-based decision-making committees and principals have some flexibility to change the mix of positions within those allocated dollars to meet

changing student performance needs. The 2002 formula revision was intended to eliminate any discrepancy between actual hires and the staffing criteria in preparation for 2002-03.

Exhibit 1- 9
CHISD Criteria for Campus Assignments for Selected Positions

Position	Location	Ratio	Per
Assistant Principals	High School	1	450 students
	Middle School	1	500 students
	Intermediate School	1	650 students
	Elementary Schools	1	650 students
Librarians	High School, Middle School, Intermediate, Elementary	1	Campus
Library aides	All schools	1	800 students
Counselors	High School	1	400 students
	Middle School, Intermediate, Elementary		500 students
Counselor clerks	High School, Middle School	1	1,000 students
	Intermediate, Elementary		Share with attendance
High school office clerical	Principal's secretary, vice principal's secretary, receptionist	1	Campus
	Additional clerks (including principal's secretary)	1	500 students
Middle school office clerical	Principal's secretary, vice principal's secretary, receptionist	1	Campus
	Additional clerks (including principal's secretary)	1	500 students
Intermediate school office clerical	Principal's secretary	1	Campus
Elementary school office clerical	Principal's secretary	1	Campus
Attendance clerks	High School and Middle School	1	500 students

Attendance/counselor clerks	Intermediate	1	Campus
	Elementary	1	450 students

Source: CHISD assistant superintendent, Personnel and Student Services, March 2002.

SACS accredits more than 12,000 public and private educational institutions, from pre-kindergarten through university levels, in eleven states, including Texas, in the Southeastern United States and in Latin America.

SACS recommends minimum personnel requirements for elementary, middle and high schools based on enrollment, in its 2000-01 *Policies, Principles, and Standards for Elementary Schools Accredited by the Commission on Elementary and Middle Schools, Policies, Principles, and Standards for Middle Schools Accredited by the Commission on Secondary and Middle Schools and Standards Checklist, Accreditation Standards for Secondary and Middle Schools, 2000*. The minimum standards for clerks and secretaries for elementary, middle and high schools are represented in **Exhibit 1-10**.

Exhibit 1-10
SACS Minimum Personnel Requirements for
Elementary, Middle and High School
Clerks and Secretaries

Elementary Number of Students	Recommended Number of Secretaries or Clerks	Middle School Number of Students	Recommended Number of Secretaries or Clerks	High School Number of Students	Recommended Number of Secretaries or Clerks
1-263	0.5	1-249	0.5	1-249	1.0
264-439	1.0	250-499	1.0	250-499	2.0
440-659	1.0	500-749	1.5	500-749	3.0
660-879	1.5	750-999	1.5	750-999	3.5
880-1,099	1.5	1,000-1,249	2.0	1,000-1,249	4.0
1,100-1,319	2.0	1,250-1,499	2.0	1,250-1,499	4.5
1320 +	2.0	1,500 +	2.0	1,500 +	4.5

Source: Southern Association of Colleges and Schools (SACS) Policies, Principals, and Standards for Elementary Schools Accredited by the Commission on Elementary and Middle Schools; Policies, Principles, and Standards for Middle Schools Accredited by the Commission on Secondary and Middle Schools; and Standards Checklist, Accreditation Standards for Secondary and Middle Schools, 2000-01.

Exhibit 1-11 compares CHISD actual campus staffing for clerks and secretaries to SACS standards. The CHISD positions represented are funded only through general fund revenues. No positions funded through special funds, such as grants, special education or compensatory education, are included in the CHISD totals. According to SACS standards, CHISD has 19 more clerical and secretarial positions than the recommended amount.

**Exhibit 1-11
Comparison of CHISD Campus Staffing to SACS Standards**

	High School	Permenter Middle School	AEP	Elementary Schools					Intermediate Schools	
				Bray	Highlands	High Pointe	Plummer	Waterford Oaks	Belt Line	West
Enrollment	2,066	1,248	varies	361	442	582	606	638	618	475
Secretaries/clerks (Category total variance for all schools = 19.0)										
Recommended	4.5	2.0	1.5	1.0	1.0	1.0	1.0	1.0	1.0	1.0
Actual	12.0	6.0	1.0	1.2	2.2	2.2	2.2	2.2	2.5	2.5
Variance	7.5	4.0	(0.5)	0.2	1.2	1.2	1.2	1.2	1.5	1.5

Source: SACS standards and CHISD assistant superintendent for Personnel and Student Services, May 2002.

Many districts include SACS standards along with peer comparisons when developing or revising staffing allocations. However, most districts conservatively consider these levels in Texas because SACS does not account for the additional data entry requirements performed by Texas school districts for TEA's PEIMS database. Districts experiencing

increases in student enrollment frequently reevaluate staffing formulas on an annual basis and analyze staffing figures for variances in particular areas or grade levels.

Recommendation 2:

Evaluate staffing formulas annually against Southern Association of Colleges and Schools standards and revise as necessary.

CHISD should reevaluate its staffing formulas annually particularly in the area of secretaries and clerks to conservatively reduce campus staffing differences from industry standards. Because Texas has extensive PEIMS data collection activities not found in other states the number of secretaries and clerks recommended must be adjusted. However, it appears that at least one-fourth of these positions could be reduced. CHISD should consider individual circumstances for each school when making staffing decisions about any category, and the district should institute hiring freezes and consider attrition when phasing in any reduction of campus staff to annually adjusted levels.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent, the associate superintendent, Instruction and Administrative Services, and the assistant superintendent, Personnel and Student Services, review current campus staffing, include SACS standards in their comparisons and develop a plan to conservatively adjust the number of clerks and secretaries to industry standards.	September 2002
2.	The superintendent institutes a hiring freeze for campus clerks and secretaries.	September 2002
3.	The associate superintendent, Instruction and Administrative Services, and assistant superintendent, Personnel and Student Services, meet with principals at affected schools to review recommended staffing changes and solicit input for modifications.	October 2002
4.	The associate superintendent, Instruction and Administrative Services, and assistant superintendent, Personnel and Student Services, present the final staffing plan with suggested modifications to the superintendent for review and approval.	November 2002
5.	The superintendent approves the plan and recommends it to the board for approval.	December 2002
6.	The board approves the plan and directs the superintendent to implement it.	December 2002

7.	The superintendent reassigns existing personnel, if possible, and eliminates unnecessary clerical and secretarial positions.	January 2003 - August 2003
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FISCAL IMPACT

The fiscal impact assumes that CHISD conservatively reduces clerical and secretarial staffing by approximately 25 percent of the 19 existing positions that are above the SACS standards for a total of five positions. Two positions should be eliminated in January 2003 and the remaining three in 2003-04.

Based upon the minimum salary of \$14,435 plus 15 percent benefits (\$2,165), a reduction of two positions in January 2003, with seven months remaining in the fiscal year, would result in savings of \$19,367 [(\$14,435 + \$2,165) x 2 positions/12 months x 7 months of salary] in 2002-03. Eliminating three additional positions in 2003-04 plus the two eliminated in 2002-03 would result in annual savings of \$83,000 (\$14,435 + \$2,165 x 5 positions).

Recommendation	2002-03	2003-04	2004-05	2005-06	2006-07
Evaluate staffing formulas annually against Southern Association of Colleges and Schools standards and revise as necessary.	\$19,367	\$83,000	\$83,000	\$83,000	\$83,000

FINDING

CHISD's secondary core subject class enrollments are among the smallest when compared with its peer districts, Region 10 and the state and the district's student-to-teacher ratio at the high school level is lower than all the peer districts except De Soto. The student-to-teacher ratio at Cedar Hill High School in 2000-01 was the second lowest among four high schools in the peer districts (**Exhibit 1-12**).

Exhibit 1-12
Comparison of CHISD High School Student-Teacher Ratio
To Peer District High Schools
2001-02

High School	Student-Teacher Ratio
Grand Prairie High School	17.5:1

South Grand Prairie High School	17.3:1
Duncanville High School	15.4:1
Cedar Hill High School	13.8:1
De Soto High School	13.3:1

Source: TEA, PEIMS, 2001-02.

Note: Totals include special education students and teachers.

Exhibit 1-13 shows that Cedar Hill High School has maintained a student-teacher ratio from 13.3:1 to 13.7:1 from 1997-98 through 2000-01 matching increases in student enrollment to increases in the number of teachers.

Exhibit 1-13
CHISD High School Enrollment
1997-98 through 2000-01

Year	Enrollment (1)	Number of Teachers (2)	Students per Teacher
2000-01	1,972	144.0	13.7:1
1999-2000	1,925	141.0	13.7:1
1998-99	1,863	139.5	13.4:1
1997-98	1,799	135.0	13.3:1

Source: CHISD assistant superintendent, Personnel and Student Services and WCL ENTERPRISES calculations, July 2002.

(1) As of October 10th of each year.

(2) Includes all teachers

CHISD's secondary core subject classes are the smallest in math and social studies and are the smallest along with Duncanville in science among the peer districts (**Exhibit 1-14**), above only the state average; the second smallest in foreign language among the peer districts and above the average for the region; and the second largest in English, lower only than the average for Grand Prairie ISD.

Exhibit 1-14
Comparison of CHISD Class Sizes to Peer Districts
2001-02

Entity	Class Size				
	English	Foreign Language	Math	Science	Social Studies
CHISD	20.7	20.0	18.6	21.8	22.3
Duncanville	20.0	21.4	21.6	21.8	23.7
De Soto	20.0	19.3	20.8	22.3	23.4
Grand Prairie	22.2	21.3	23.0	24.6	25.2
Region 10	19.8	19.8	20.7	21.8	22.4
State	20.2	20.9	20.3	21.6	22.7

Source: TEA, PEIMS, 2001-02.

According to the master high school schedule provided to the review team, more than 70 percent of 774 high school classes, excluding special education classes, have fewer than 25 students enrolled. In 257 classes, the class size ranges from 10 to 19 students, and in 229 classes, the size ranges from 20 to 24. Forty classes have 25 students enrolled, 147 classes have a class size from 26 to 30 and 25 classes contain more than 30 students.

Cedar Hill High School schedules students on an A-B block; students are scheduled for four 90-minute classes on day A and four different 90-minute classes on day B. While most teachers are scheduled to teach three periods and have a 90-minute planning period each day, some teachers are scheduled for fewer classes.

Recommendation 3:

Eliminate low enrollment classes at the secondary level.

Increasing the student-to-teacher ratio by an average of two students per teacher would decrease the number of teachers required by 18 (2,066 students/144 teachers = an average of 14.4 students per teacher; 2,066 students/16.4 students per teacher = 126 teachers).

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent implements a hiring freeze during evaluation of class sizes.	September 2002
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2.	The associate superintendent, Instruction and Administrative Services, and the high school principal evaluate the class sizes at the high school to determine where modifications can be made to the current master schedule.	September - December 2002
3.	The associate superintendent, Instruction and Administrative Services, reviews the findings with the superintendent and develops a recommended plan for implementation in 2003-04.	January - February 2003
4.	The superintendent presents the plan to the board for approval.	March 2003
5.	The associate superintendent, Instruction and Administrative Services, and the high school principal implement the plan in 2003-04.	July 2003 and Ongoing

FISCAL IMPACT

This fiscal impact assumes the district will experience its 23.4 percent teacher turnover during 2002-03 subsequently losing 34 teachers from the high school. Annual savings of not hiring teachers to fill 18 positions, based upon the current annual beginning salary for a bachelor degree teacher (\$32,000), plus an expected 4 percent salary increase for 2002-03 (making the beginning salary \$33,280) would be \$688,896 (18 teacher positions x \$33,280 plus 15 percent benefits). Savings are assumed at 25 percent of the annual projections for the first year of implementation if the district institutes an immediate hiring freeze ($\$688,896 \times .25 = \$172,224$).

Recommendation	2002-03	2003-04	2004-05	2005-06	2006-07
Eliminate low enrollment classes at the secondary level.	\$172,224	\$688,896	\$688,896	\$688,896	\$688,896

FINDING

CHISD does not have documented procedures for reviewing data submitted to TEA and consequently has reported incorrect information on the district's Public Education Information Management System (PEIMS) submissions.

The district inaccurately reported the number of its central administrators to TEA from 1997-98 through 2001-02. The district also provided different budgeted amounts to the review team for gifted and talented (G/T), Career and Technology Education (CATE), special education, bilingual education and compensatory education in April 2002 than were reported in the official PEIMS submissions to TEA. The assistant

superintendent, Personnel and Student Services, said the number of teachers reported to PEIMS for 2001-02 was incorrect; however, when asked for accurate figures, the district did not have that number. Further, the assistant superintendent, Administrative Services, reported to the review team that PEIMS submissions regarding discipline data for 2001-02 might also not be accurate. The assistant superintendent, Administrative Services, said that as of June 13, 2002, the district is mandating a deadline for data entry and the Information Systems director and the principal of the Alternative Education Program will begin to review those data submissions.

The integrity of expenditure coding is questionable for recent years. This coding situation falsely inflates CHISD's allocation of resources to instruction-related categories and makes it appear that the district is spending much more on classroom instruction than its peers, the region and the state. As an example of this type of inaccurate coding, the review team noted that the entire CHISD portion of the costs for school resource officers (SRO), approximately \$149,000 for 2001-02, was coded to instruction at the high school. These SROs are City of Cedar Hill police officers jointly funded by the City of Cedar Hill and CHISD and serving all CHISD schools. According to the associate superintendent, Business and Support Services, this coding is justified because the SROs teach drug and alcohol abuse prevention courses. While the SROs do teach these courses, this does not represent all of their duties. Another example of inaccurate coding in this area relates to the districts use of drug dogs for its schools. The drug dog costs were improperly coded to a line item other than that specified for drug dogs causing an additional budget inaccuracy.

Texas school districts are required to submit information to TEA three times during the year as part of the PEIMS data collection process. During October, initial information on student enrollment, annual budget and staffing is submitted. In February, audited financial information concerning actual district expenditures for the prior fiscal year is submitted. In June, final student data including information on the average daily attendance (ADA) and other student and academic information for the year just completed is submitted. This information covers general district information, plus information in special areas that determines funding for the next fiscal year including special education, bilingual education, CATE, compensatory education and G/T education.

The district's PEIMS data is entered into the CHISD system and transmitted to Region 10. According to the PEIMS manager, data is forwarded to him for entry by each campus and secretaries or clerks at several campuses actually enter the student enrollment data. Once data is submitted to the PEIMS manager, no one verifies the information before it is submitted to Region 10 or TEA. Additionally, the district does not have

a sign-off sheet or physical verification that all appropriate department and campus administrators checked the information prior to submission to the PEIMS manager.

Eagle Pass ISD (EPISD) has a more thorough system. The district implemented a detailed system of checks and balances that includes a published calendar of events for PEIMS submissions, extensive annual training, internal preliminary reports generated every six weeks with required signatures by principals, department heads and program administrators, scheduled data review meetings and software safeguards prohibiting data changes after each six-week report verification.

The EPISD executive director of Support Systems is the PEIMS coordinator and begins each school year by separately training all principals, facilitators and PEIMS clerks. She publishes and distributes a calendar of events including all TEA official deadlines for PEIMS submissions and all internal collection, review and submission deadlines for data and reports. Every week, principals are required to review and verify the accuracy of attendance reports run by the central office. Every six weeks, the same staff also must physically review and approve preliminary PEIMS reports including student, staff and program information. All central and campus administrators are held accountable for data accuracy and are required to sign a final report at the end of each year stating that their cumulative reports were physically reviewed and authorized. The district has additional safeguards built into their computer programs prohibiting any data changes after all clerks and administrators approve each six-week report.

EPISD administrators say that this process has helped the district ensure both accuracy and accountability for data submissions. The district also has been able to ensure that the board, campus and program administrators have an accurate portrait of budgeted funds for current year expenditures and actual expenditures for previous years.

Recommendation 4:

Implement procedures for PEIMS data collection, review and submission.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent directs the PEIMS manager to head a committee including the associate superintendent, Business and Support Services, and all PEIMS reporting personnel to develop a PEIMS data collection, sign-off and reporting process.	September 2002
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2.	The committee researches PEIMS submission processes from other districts and contacts Region 10 and TEA for data collection and reporting suggestions.	September 2002
3.	The committee develops and gives a process to the superintendent and board for approval.	October 2002
4.	The superintendent and board approve the process and the superintendent directs the PEIMS manager to immediately implement the process.	November 2002
5.	The PEIMS manager ensures that all campus and administrative staff involved in the PEIMS reporting process are trained and understand their respective roles.	December 2002 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

CHISD has no method for the superintendent and board to assess the reasons for the high turnover among the district's teachers and administrators. Teacher turnover at an average of 23.4 percent per year from 1996-97 through 2000-01, and the change in three principals and six assistant principals in the last two years, is evidence that a problem exists.

Many school systems use the Organizational Health Instrument (OHI) as a way to assess how teachers feel about their work environment. OHI is a tool developed by Organizational Health Diagnostic and Development Corporation, which defines a healthy school as one that is protected from unreasonable community and parental pressures, with a principal who is supportive of teachers and provides high standards of performance. A principal should have enough influence with superiors to get what is needed for effective school operation:

"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 is comprised of 80 items, eight each in 10 categories: goal focus, communication adequacy, power equalization, resource utilization,

cohesiveness, morale, innovativeness, autonomy, adaptation and problem solving adequacy.

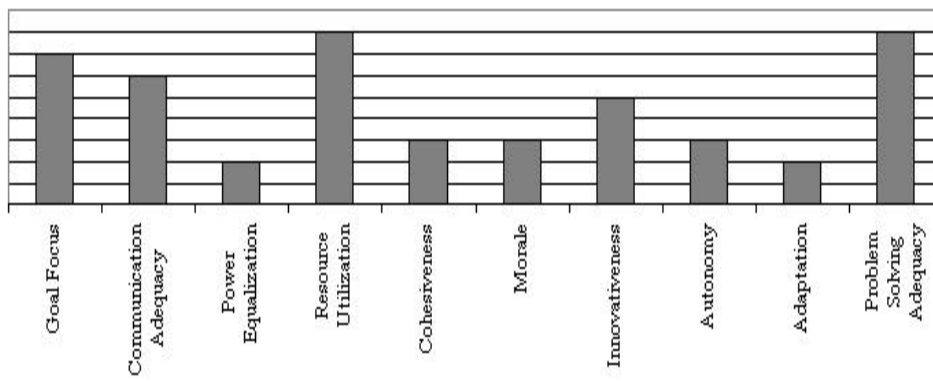
All members of a school complete the instrument. The principal receives two profiles the first year: one contrasts the perceptions of the principal with the composite view of the teachers in the school, and one is a percentile score that compares the school with similar schools across the country. During each of the following years, principals also receive a percentile graph that contrasts the data from the previous year. OHI helps principals understand the perceptions of the teachers, develop initiatives to address areas of concern and measure the success of those initiatives from one year to the next.

Someone other than a local school principal anonymously administers and scores questionnaires. A profile is prepared for each school addressing the areas noted above. Areas of strength as well as improvement are identified and serve as the basis for improving the effectiveness of a principal as a leader and in strengthening his or her working relationship with teachers, staff and students.

Results indicate if there is a lack of communication or a lack of teamwork. The results may indicate one department has a different view of how the school is run. The principal can then request staff development tailored to address any problems.

The sample profile of in **Exhibit 1-15** provides data for the principal and his/her supervisor. A cursory examination of this profile indicates considerable variance among the 10 dimensions of organizational health. The faculty is saying that the school's greatest strengths are resource utilization, goal focus, problem solving adequacy and communication adequacy.

Exhibit 1-15
OHI Sample School Profile



Source: Organizational Health Diagnostic and Development Corporation.

This profile indicates that this school has a strong leader, is well organized and has a faculty with a strong commitment to the goals of the school. The profile also indicates areas that are, or will be, negatively impacting teachers' attitudes unless some changes are made. Furthermore, it reveals that the decision-making structure within the school does not support shared decision-making and/or that the principal is viewed as not being either willing or able to share power and influence with the faculty.

Recommendation 5:

Use a qualified survey instrument to assess organizational health and enhance recruiting and retention strategies.

The associate superintendent, Instruction and Administrative Services, and the assistant superintendent, Personnel and Student Services, should oversee the annual assessment of the organizational of the schools.

An annual summary report should be presented to the superintendent and shared with the board. Once several years of data are accumulated, trends should be identified and analyzed.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent directs the associate superintendent, Instruction and Administrative Services, and the assistant superintendent, Personnel and Student Services, to review alternative methods to assess organization within each school.	September 2002
2.	The associate superintendent and assistant superintendent review the literature and best practices for assessing organizational health and recommend a survey for use in CHISD.	October - November 2002
3.	The superintendent reviews the proposed instrument with all principals and senior central office program staff and approves the survey process.	November 2002
4.	The superintendent recommends approval of the organizational health evaluation to the board and proposes inclusion in the budget for 2003-04.	January 2003
5.	The board approves the superintendent's recommendation.	January 2003
6.	The assistant superintendent, Personnel and Student Services, conducts the necessary process to acquire the proposed instrument.	February - March 2003

7.	The assistant superintendent, Personnel and Student Services, provides necessary training of appropriate staff and prepares to implement the process beginning in 2003-04.	April - May 2003
8.	The principals review the instrument with their teachers, counselors and other school professional staff.	September 2003
9.	School staff complete the organizational health surveys and return them to the assistant superintendent, Personnel and Student Services.	November - December 2003
10.	The assistant superintendent, Personnel and Student Services, breaks down and analyzes the accumulated data.	January - March 2004
11.	The superintendent reviews the data with each principal.	April 2004
12.	The principals share the results with their school staff and implement steps to further improve and strengthen organizational health in their respective schools.	April 2004
13.	The principals share relevant information including staff development needs with their campus improvement councils for inclusion in the annual campus improvement plans.	April 2004
14.	The superintendent provides a summary report to the board of the survey results for information and responds to any questions.	June 2004
15.	The process is repeated on an annual basis with the associate superintendent, Personnel and Student Services, working with principals to develop strategies to address employee issues and the assistant superintendent using the results to develop recruitment and retention strategies.	Ongoing

FISCAL IMPACT

According to Organizational Health Diagnostic and Development Corporation, the costs for the inventory during the first year would include training, data analysis and purchase of manuals and questionnaires. In 2002-03, CHISD would incur costs of \$4,500 for a two-day training session with senior administrative staff and key teachers, a half-day orientation training session for all personnel to whom the questionnaire is administered and a two-day review of data results with principals and assistant principals (\$2,000 for initial two-day training session + \$500 for half-day orientation training + \$2,000 for data review = \$4,500). The initial purchase of 11 manuals at \$65 each for principals and assistant principals would cost the district \$715 (11 x \$65 = \$715). Questionnaires for an estimated 600 staff including all principals, counselors, teachers and other certified staff at \$6 each is \$3,600 (600 x \$6 = \$3,600).

Total first year costs are estimated at \$8,815 (\$4,500 for training + \$715 for manuals + \$3,600 for questionnaires = \$8,815). Each year thereafter, the district's costs would reduce to \$5,600 for the purchase of questionnaires and a two-day review of data results with principals and assistant principals (\$3,600 for questionnaires + \$2,000 data review = \$5,600).

Recommendation	2002-03	2003-04	2004-05	2005-06	2006-07
One time investment for training and organizational health survey materials.	(\$3,215)	\$0	\$0	\$0	\$0
Conduct annual organizational health assessment and analyze survey data.	(\$5,600)	(\$5,600)	(\$5,600)	(\$5,600)	(\$5,600)
Net Savings/(Costs)	(\$8,815)	(\$5,600)	(\$5,600)	(\$5,600)	(\$5,600)

Chapter 1

DISTRICT ORGANIZATION, LEADERSHIP AND MANAGEMENT

C. PLANNING AND SITE-BASED DECISION-MAKING

In education, changes can occur through planned intervention or occasional reaction. Effective school systems use long-term plans to improve in the midst of almost constant change. Beginning with a needs assessment, a school system interested in planning for the future must identify the goals it wants to achieve and the steps necessary to reach them.

School systems spend extensive resources, in both money and time, developing long-term plans. Too often, however, the completion of the planning document is seen as the culmination of the work, not the beginning of a process. Improvement does not come from an effectively written plan but from the implementation of it.

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

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

Annual priorities are adopted by the board and indicate what the school system will do in a given year to achieve the school system's goals and objectives. The plan must set priorities with clearly measurable objectives, assign responsibility for implementation at each level and define a mechanism by which the accomplishment of the priorities can be measured.

The program cycle indicates what will happen in each program taught in the school system or each program used to support learning among all student groups in each year. It is used to determine whether new programs or modifications are necessary. Conclusions are used in making, changing or extending decisions about program objectives and activities.

Work plans define the responsibilities for plan implementation and monitoring at all levels of the school system. They provide specific tasks and objectives and identify which departments and employees are to be held accountable for completing each task.

The budget is tied to each priority, so adequate resources are assigned to accomplish each one. Budget information and district priorities must be readily communicated to the public.

The personnel evaluation system measures how well a school system personnel performed in accomplishing its objectives. An annual summative evaluation provides information on the progress of school and district improvements.

Finally, the management information system reflects how well the system has satisfied the priorities of the plan. This system collects information to determine how well objectives are achieved and what needs to be changed. The information includes enrollment and financial projections, as well as data from other planning components.

In Texas, Section 11.252 of the Texas Education Code (TEC) provides the requirements for district-level planning and decision-making. The TEC sets minimum requirements for district and campus planning that all school districts must satisfy, including:

- a comprehensive needs assessment addressing student performance on the standardized tests and any local assessments;
- measurable school system performance objectives for all students;
- strategies for improving student performance;
- resources needed to implement 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 has the responsibility to adopt policies for establishing 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 any rule-making authority in this area. Therefore, it is the responsibility of each school 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.

State law (TEC §11.251) stipulates that the district and campus plans must be mutually supportive to accomplish any objectives for improving student performance, and must support the state's goals and objectives.

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

A districtwide committee comprised of district staff, principals, teachers and citizens must develop the DIP. In CHISD, district improvement planning and site-based decision-making are closely aligned. The district committee in CHISD is called the District Advisory Council (DAC), and it prepares the DIP and serves as the district site-based decision-making committee. A community representative is the current chair of the DAC.

In each district, an administrative procedure must be provided to clearly define the respective roles and responsibilities of the superintendent, central office staff, principals, teachers, district-level committee members and campus-level committee members in six areas: planning, budgeting, curriculum, staffing patterns, staff development and school organization.

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

Campus Improvement Plans (CIPs) in CHISD are developed by the site-based decision-making (SBDM) committee on each campus and identify what each school will do in a given year to help achieve district and school objectives. By board policy, the principal at each campus chairs the SBDM.

Section 21 of the TEC describes certain requirements associated with implementing SBDM in Texas school districts. The major theme of SBDM is the empowerment of students, parents, teachers, principals and schools. The TEC also describes requirements for annual DIP and CIPs, composition of district and campus decision-making councils, election of representatives to each council, terms of office, meetings and general responsibilities.

CHISD adopted a policy in 1986 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 provide authorization, scope of responsibility, composition of committees and electoral processes for membership selection and approval.

The DAC consists of 54 members, of which 21 are parents. Remaining members include students (three members), teachers (14 members), central administrators (two members), campus-based professional staff (three members), district-level professional staff (three members), businesses (three members) and the community (five members). In developing the 2001-02 district plan, the superintendent and associate superintendent, Instruction and Administrative Services, served as co-facilitators as well as members of the DAC.

The campus committees consist of at least two parents of current CHISD students, one community member, one business representative, teachers (two-thirds of district- and campus-level professional staff) and non-teaching district and campus staff.

FINDING

CHISD develops goals and objectives for implementing its mission statement every three years. The district's mission statement is:

"The mission of the Cedar Hill Independent School District is to provide students an opportunity to acquire the best education, to become lifelong learners, and to be productive and responsible members of society."

The board adopted the first set of goals in spring 1998. In spring 2001, the board revised the goals and corresponding objectives for 2001-04 (**Exhibit 1-16**).

Exhibit 1-16 CHISD District Goals and Objectives 2001-04

Number	Goal	Objective
1.	Focus on high expectations for all students by implementing rigorous academic standards.	At each grade level for each subject tested, a minimum of 90 percent of the students taking the TAAS shall master the test.
		The district shall develop and implement a plan specifically

		targeting improvement in identified student subgroups.
		The district will identify all students not performing at grade level or above and provide appropriate remediation to bring these students up to grade level.
		The district will provide a full range of programs and services to meet the needs of identified student in special programs.
2.	Identify and address district curriculum needs through formal review and evaluation.	Continue implementation of a formal assessment and evaluation of all existing programs and provide recommendations to either retain or discontinue each program.
		For every new program, conduct a formal review process prior to implementation.
3.	Provide a safe and orderly learning environment.	Maintain and promote a safe, healthy and supportive environment for our students and staff.
		Promote positive character traits, including trustworthiness, respect, responsibility, fairness, caring and citizenship, along with an appreciation of individual and cultural differences.
		Encourage students to accept personal responsibility for their actions and academic achievements.
		Promote a proactive program for students that stresses positive, self-initiated behavior.
4.	Attract retain, and develop highly qualified and effective teachers and administrators with an increasing effort toward racial balance.	Provide and promote a systematic mentoring system for new or first-time teachers.
		Provide continuous and

		comprehensive professional development for teachers and administrators, which promotes and nurtures an attitude and a desire for continuous improvement.
		Provide a competitive salary and benefit structure for all employee groups.
		Achieve a diverse work force.
5.	Achieve an open and effective internal and external communication network.	Promote good communication and a positive relationship with parents, community, businesses and the city.
		Promote internal communications among staff that are accurate and timely.
		Promote parental partnerships in children's education.
6.	Annually improve the financial health of the school district to achieve and maintain an unencumbered fund balance equal to 15 percent of the annual operating budget.	

Source: CHISD associate superintendent, Instruction and Administrative Services, March 2002.

With the establishment of the district goals and their adoption by the board, the district and campus SBDM committees begin gathering information to assess the needs for the district as a whole and on each campus. The high school begins the process earlier because grade 10 students take their TAAS exams in the fall, and the information is available prior to the beginning of the planning process in the spring. The middle school, intermediate and elementary campuses must rely initially on self-applied benchmark tests given to students two to three times during the course of the year.

Principals solicit input from teachers through faculty meetings and surveys. With the exception of the high school, the other CHISD schools prepare an outline of the CIP focusing on areas other than student performance, such as safety, security and community involvement.

Once the TAAS data is released in May, the information is assembled centrally and provided to the schools. Principals and teachers must then spend time during the summer disaggregating the data for their school and identifying key student performance needs. When school begins in August, the principals present the information and draft plan to the SBDM for review, modification and approval. In September, the campus plans are presented to the DAC for review. The DAC has a subcommittee with at least three DAC members for each school, the alternative education campus and central administration. Each subcommittee visits the school or other location, reviews the plan with the principal and recommends other strategies that could be included in the plan. Each school reviews the recommendations and includes the recommendation or explains why it was not included.

While this process is underway, the DAC prepares its own plan. In October, the district plan and each campus plan are presented to the board for review and approval. Once the board adopts the plans, the district administration, DAC, principals and campus SBDM committees begin implementing the strategies. In February, the associate superintendent, Instruction and Administrative Services, receives status reports for each campus and prepares a mid-year progress evaluation. This report is reviewed with the DAC.

In May, once the TAAS results are received, the associate superintendent prepares a year-end evaluation of progress toward achieving district goals. This report is presented to the DAC and the board.

COMMENDATION

CHISD's district and campus plans set annual goals, provide strategies for accomplishing those goals and provide methods for periodic progress evaluations.

FINDING

Since first adopting SBDM in 1986, CHISD revised its SBDM plan in 1999 and again in 2002. Each time, a committee of parents, teachers, central administrative staff, campus administrative staff, community members and business representatives completed the revisions.

The current plan contains three key areas: a rationale for site-based decision-making, the collaborative structure and process and decentralization parameters. Within each area are subchapters of information (**Exhibit 1-17**).

Exhibit 1-17
CHISD Site-Based Decision-Making Plan
2002 Revision

Plan Areas	Subchapters
Rationale for Site-Based Decision-Making	Commitment to Improvement of Student Achievement
	Statement of Purpose for SBDM
The Collaborative Structure and Process	Campus SBDM Council
	Campus Task Forces and Ad-Hoc Committees
	Board Members
	Accountability of Campus Councils
	Statutes, Rules and Policies
	Evaluation: District, Campus
Decentralization Parameters	Goal Setting and Curriculum Decisions
	Budget Decisions
	School Organization Decision
	Staffing Pattern Decisions

Source: CHISD associate superintendent, Instruction and Administrative Services, March 2002.

Responsibilities of the central office, individual campuses and those shared between the two are defined in **Exhibit 1-18**.

Exhibit 1-18
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	Set academic goals based on Academic Excellence

		expected learner outcomes and a means of evaluating those outcomes.	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 the role of technology in improving student performance.
Budget Decisions	Determine allocations for regular program needs.	Determine allocations for special and innovative programs.	Develop a campus budget tied to campus improvement plans.
	Assimilate all campus/department budgets.	Develop necessary budget adjustments.	Operate within budget allocations.
School Organization Decision	Monitor the legal ramifications of innovative school strategies.	Research innovative strategies to support campus goals.	Identify innovative strategies needed to support campus goals.
Staffing Pattern Decisions	Advertise personnel needs.	Encourage applicants to apply to CHISD.	Identify personnel needs.
	Attend job recruitment fairs.	Interview applicants.	Recommend applicants for employment.

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

COMMENDATION

CHISD develops and updates information to guide the SBDM process and differentiates responsibilities between the central office and individual campuses.

FINDING

In CHISD, principals chair the SBDM committees, which makes it difficult for the committees to implement measures the principals oppose. According to the district's SBDM policy (BQB Local), the SBDM committee shall be established on each campus to assist the principal and shall serve exclusively in an advisory role, except that each committee shall approve staff development of a campus nature.

The intent of the law establishing SBDM was to move more responsibility to the campuses and include parents, teachers and community and business leaders in making decisions at that level. Based upon interviews by the review team, principals in CHISD are reluctant to cede any responsibility for decisions to the SBDM committees, other than for approving campus staff development. In the interviews, principals indicated that as long as they are held responsible for student achievement, they will continue to control input and development of campus plans.

One of the principals with experience in another district indicated surprise at the limited amount of responsibility entrusted to the campuses in areas such as budget development and recommendation and campus application of program funds for student needs. According to the SBDM guidelines, most recently revised in 2002, all budgetary preparation and monitoring responsibility is conducted centrally.

In Smithville ISD (SISD), two teachers have served as chairs of SBDM teams during 2000-01 and 2001-02. TEA awarded SISD commendations during a 2001 District Effectiveness and Compliance visit for the involvement of the district's SBDM committees in the creations, implementation, evaluation and promotion of both district and campus goals and achievements. At Spring Branch ISD, SBDM committees are allowed extensive involvement in all aspects of district operations, including budgetary recommendations.

Recommendation 6:

Revise district policy to allow the site-based decision-making (SBDM) committee to elect a chair and to have broader decision-making authority.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent and assistant superintendent, Instruction and Administrative Services draft an amendment to board policy that allows campus site-based decision-making (SBDM) committees to elect a committee chair and to have broader decision-making authority.	October 2002
2.	The superintendent presents the policy change to the board for approval.	November 2002
3.	The board approves the policy and directs the superintendent to implement it.	December 2002
4.	The superintendent and associate superintendent, Instruction and Administrative Services, meet with the principals to review the changes and direct the principals to implement the new procedures beginning with the next SBDM council meeting at their school.	January 2003
5.	The principals meet with the SBDM councils and review the new procedures.	February 2003

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 1

DISTRICT ORGANIZATION, LEADERSHIP AND MANAGEMENT

D. COMMUNICATIONS AND PUBLIC RELATIONS

Prompt, accurate and collaborative communication is essential for fostering positive relationships between the school system and the public. Efficient communication keeps citizens from reacting negatively to rumors and gossip.

School districts use a variety of methods to communicate with the public and encourage their involvement, including publications, community forums, local media, board meetings, special events, business partnerships, volunteerism and Web sites.

Communities with excellent school districts attract new businesses, homebuyers, taxpayers and families, while those districts with poor reputations often lose families and businesses to better schools. Community involvement is essential to both the success of a school district and the quality of life within a school district's community.

CHISD values community input and provides a variety of opportunities for parents and community members to provide their opinions and expertise on school district issues and actions. The CHISD school board provides an opportunity for public comments at all regularly scheduled board meetings.

CHISD uses a variety of advisory groups and solicits public input through surveys mailed to parents and citizens. CHISD's 54-member district advisory council consists of 29 parents or community members, three students and 22 district employees. Campus SBDM committees provide parents with an opportunity to be involved in decision-making at their local campuses.

Additional advisory groups or committees include the Gifted and Talented Parent Coalition, Model the Reading Advisory Group, the Code of Conduct Committee and Responsible Parent meetings. Prior to the 2001-02 bond election, CHISD solicited input for secondary school expansion from a survey mailed to citizens and then established growth and expansion team (GET) committees. CHISD included parents and citizens as members of a committee to determine boundary change recommendations.

Compared to its peer districts, CHISD spends the second-lowest amount on community services (**Exhibit 1-19**).

Exhibit 1-19
Comparison of Expenditures for Community Services
CHISD and Peer Districts
2001-02

School District	Budgeted Expenditures
Grand Prairie	\$565,296
Duncanville	\$358,533
CHISD	\$235,980
Desoto	\$130,947

Source: TEA, PEIMS, 2001-02.

The Public Information Department and the School and Community Services Department are responsible for public and community relations within CHISD. **Exhibit 1-20** compares the staffing of these departments to the peer districts.

Exhibit 1-20
Comparison of CHISD Staffing for Public Information and
Community Involvement Departments with Peer Districts
2001-02

District	Enrollment	Number of Public Information and Community Involvement Personnel	Comments
CHISD	6,966	four full-time employees	<ul style="list-style-type: none"> • A director, Public Information • An assistant superintendent, School and Community Services • Two full-time secretaries
Duncanville	10,808	four full-time	<ul style="list-style-type: none"> • A director of

		employees	<ul style="list-style-type: none"> Communications • A coordinator of Education foundation, Grant Development and Special Projects • Two secretaries
Desoto	7,133	four full-time employees	<ul style="list-style-type: none"> • A director of Communications • A director of Parent and Community Relations • One secretary • District receptionist
Grand Prairie	20,977	eight full-time and one half-time employee	<ul style="list-style-type: none"> • A director of Communications • An assistant to the director • A director of Business Partnerships • 5.5 secretaries/clerks.

Source: TEA, PEIMS, 2001-02, TSPR telephone survey and district Web sites, April 2002.

CHISD publishes and mails the district newsletter, *CHISD Connection*, on a quarterly basis, adding extra editions as needed. To inform the public about the recent bond election, CHISD published an additional issue and a bond brochure.

CHISD publishes the district's annual calendar to distribute to staff and to the community. Board members receive a monthly calendar of district and campus events.

"*Profile of Success*," a tri-fold pamphlet identifying student awards and achievements in academics and extra curricular activities, district accomplishments and employee recognitions, is distributed upon request and is used as a promotional piece in employee recruiting packets.

Upon requests from parents, business owners and realtors, CHISD prepares informational packets about CHISD programs and schools. Packets include such information as district and campus demographics,

copies of recent news releases, a school calendar and the names and telephone numbers of administrators.

CHISD promotes its fine arts programs, highlights the talents of its students and provides entertainment for Cedar Hill citizens. The Public Information director works with a different school each month to provide 16 to 20 pieces of art to display in the CHISD boardroom and at the Cedar Hill post office and makes all arrangement for choral performances at the local senior citizen facility.

The Public Information director also coordinates special events for CHISD, such as new teacher luncheons and the annual employee awards breakfast.

In addition to the district newsletter, the parent teacher association (PTA) or the principals publish school newsletters (**Exhibit 1-21**). Marquees in front of each CHISD school publicize upcoming events at the schools and general district events, such as holiday school closings.

Exhibit 1-21
CHISD Campus Communication Efforts
2001-02

School	Communication Efforts	Frequency	Delivery Method
Bray Elementary	<ul style="list-style-type: none"> • PTA Newsletter • Grade level newsletter 	<ul style="list-style-type: none"> • Monthly • Each six weeks 	Students; Included with report card
Highlands Elementary	School newsletter	Monthly	Students
Plummer Elementary	School newsletter	Monthly	Students
High Pointe Elementary	School newsletter	Each six weeks	Students
Waterford Oaks Elementary	School newsletter	Monthly	Students
Beltline Intermediate	School newsletter	Quarterly	Students
West Intermediate	School newsletter	Each six weeks	Students

Permenter Middle School	<ul style="list-style-type: none"> • Student newspaper • PTA newsletter • "Middle Years" subscription 	<ul style="list-style-type: none"> • Monthly • Each six weeks • Monthly 	<ul style="list-style-type: none"> • Students • Web site • Mailed
Cedar Hill High School	<ul style="list-style-type: none"> • Counselor newsletter to parents of juniors and seniors • PTA newsletter 	<ul style="list-style-type: none"> • Monthly • Two times per year 	<ul style="list-style-type: none"> • Mailed • Mailed

Source: CHISD Public Information director, March 2002.

FINDING

The Public Information Department uses e-mail to keep CHISD employees, the city council, the Chamber of Commerce, the newspapers and citizens apprised of the latest news and at minimal cost-the cost of the e-mail service to the district.

CHISD e-mails news releases and articles publicizing school district news and events to local newspapers, including *Cedar Hill Today*, a weekly publication; *Focus News*, a daily publication; and *Southwest*, a weekly insert in *The Dallas Morning News*. Many times, the newspapers simply copy and paste the e-mails and/or the digital photos into their papers.

CHISD includes the e-mail address of the Public Information director in each issue of the district newsletter informing a citizen that whomever responds to the e-mail address will receive the latest CHISD news via e-mail. CHISD bundles addresses in like groups such as the city, chamber of commerce, district or high school and the local newspapers. This allows the information to be easily distributed to the applicable audience. The director said she sends approximately 150 e-mail messages daily. Communication via e-mail reduces the use of paper, copy time and postage, and delivers information faster than traditional mailings.

COMMENDATION

The use of e-mail is a cost-effective communication method for providing district news to the public.

FINDING

CHISD, the City of Cedar Hill and the Cedar Hill Chamber of Commerce have an excellent working relationship defined by open communication and cooperation. The CHISD superintendent and the city manager both serve as Chamber board members. The superintendent, mayor, city manager and members of the Chamber all stated the importance of communicating and working together to improve community relations.

Among the activities that the organizations mutually sponsor or support are:

- The annual Chamber auction.
- The annual luncheon welcoming new teachers, which helps them feel welcome in the community.
- The senior student luncheon, now in its fifth year. Recognition is given to top seniors in CHISD. The luncheon is treated as a business lunch. Each table seats five students and five business representatives. In 2001, 190 seniors were invited and more than 350 people attended. Approximately \$6,500 in scholarships to area colleges and universities were awarded. In 2002, 223 seniors attended the senior student luncheon where scholarships were awarded.
- Taste of Cedar Hill. Sponsored by the chamber, the first event held in 2002 featured samples from area restaurants and booths from local businesses with information about their companies. CHISD donated use of the high school cafeteria for the event.
- Country Day on the Hill. Sponsored by the city, this annual festival honored the school district on its 100th birthday.
- Monthly meetings of the chamber and the city council. At the city's monthly meeting one student from CHISD is honored for academic and citizenship achievements. At the chamber's monthly meeting one student, one teacher and one principal are honored for their respective dedication to the academic achievement.
- Annual golf tournament. The city, chamber and school district each provide volunteers to drive golf carts, serve refreshments and assist with any other activities associated with the tournament.
- Annual cleanup of the city sponsored by the City of Cedar Hill. Chamber and school district personnel volunteer their time.
- Best Southwest Scholars Program. Taken from the Texas Scholars Program, this chamber-sponsored program involves members going into grade 8 classrooms to encourage students to go to high school, take challenging courses and go to college. The visits involve role-playing to give students an idea of how much money different professions earn. If a student completes a certain course plan in high school, the student is awarded a medallion upon graduation and a notation is made on the student's transcript. The chamber is planning a revision to the program to include

encouraging the students by having a chamber member visit the students during high school and also plans to add a community service component to the recognition.

- Technology Services Interlocal agreement between CHISD and the City of Cedar Hill. The network staff and computer technicians in CHISD's Information Systems Department provide technology services to the city. The services include installation, testing and oversight of all network hardware, personal computers, software and related equipment. The city reimburses CHISD for salary and benefits for the equivalent of half of a professional personnel employee. Equipment such as computers, peripherals, software, hardware and other materials purchased by either party are the property of the entity that purchased the property. The cost of certain core infrastructure components such as network switches, servers and backbone fiber optic cabling are shared because both entities use them.

Because of CHISD's active participation in these numerous city and chamber activities, CHISD receives support from the community for district events. The overwhelming support for the district bond issue is an example of community support for the district.

COMMENDATION

CHISD cooperates with the City of Cedar Hill and the Cedar Hill Chamber of Commerce to promote the best interests of students and the community.

FINDING

CHISD's Public Information director reports to the associate superintendent, Instruction and Administrative Services, adding an extra step in the reporting process to the superintendent and increasing the direct reporting responsibility of the associate superintendent, Instruction and Administrative Services.

The Public Information director acts as a liaison between the media and the community, serves as the district spokesperson and media coordinator; publicizes and promotes events and activities within the district; produces brochures, bulletins, fliers, invitations and pamphlets; and plans and coordinates special events and programs. The director is active in civic organizations, represents the district as a goodwill ambassador to groups including the Lions Club, Chamber of Commerce, Chamber of Commerce Education Committee and Leadership Southwest, and serves as a member of the board of directors of Best Southwest Leadership and Cedar Hill Food Pantry.

Essential duties and responsibilities of the Public Information director listed in the job description include "Help the superintendent develop and publicize reports related to the performance of the district and articulate district goals and objectives." The Public Information director said that being a member of the instruction department provided easy access to school program information but daily interaction with the superintendent was essential. The superintendent is ultimately responsible for information provided to the community.

In most districts, the staff member responsible for communications is highly visible, serves as the media spokesperson, provides information to both external and internal audiences and reports to the superintendent for direction and efficiency. This person generally has easy access to instructional programs without reporting to instructional administration. In CHISD, the Public Information director is serving in these roles but does not report directly to the superintendent.

Recommendation 7:

Assign the Public Information director to report to the superintendent as the Communications director.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent directs the assistant superintendent, Personnel and Student Services, to change the reporting relationship of the Public Information director to the superintendent.	September 2002
2.	The assistant superintendent, Personnel and Student Services, changes the job description title to Communications director reporting to the superintendent.	October 2002

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 1

DISTRICT ORGANIZATION, LEADERSHIP AND MANAGEMENT

E. SCHOOL AND COMMUNITY SERVICES

The Office of School and Community Services serves CHISD in five areas: community education program; before-and after-school childcare (grades K-4); school/parent relations, diversity training for CHISD staff; parent/community volunteers, business partnerships; and the CHISD education foundation.

The assistant superintendent, School and Community Service, implements and supervises the Community Education Program and the before- and after-school childcare program (Extended Day Program) and supports the schools for the volunteer and business partnership programs.

The public education foundation serves as a private partner of the school district and funds educational programs and projects that enhance and maximize the quality of education in the school district. In February 2002, CHISD contracted a private consultant for a 12-month period to facilitate the organization and implementation of an education foundation.

FINDING

CHISD's 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 are very enthusiastic about the program. Parents appreciate the positive tone and indicated in interviews that the program promoted a positive final interaction between parents and child as one of the smiling dads helped children exit their cars. A CHISD board member launched this program in 1996. The Cedar Hill Chamber of Commerce recognized the Smiling Dads with the Civic Group of the Year Award in 2001. New dads are recruited by current volunteers and through both centralized efforts by the assistant superintendent, School and Community Service, and by individual principals.

COMMENDATION

CHISD uses volunteers to provide a safe environment for students in the driveways at school each morning.

FINDING

CHISD provides services for parents and the Cedar Hill community, such as an activity based child-care program at each elementary school for K-4 students in August 2001. The program operated before school from 6:30 a.m. to 7:30 a.m. and after school from 3:15 p.m. to 6:30 p.m. During the 2001 fall semester, 161 students enrolled in the program. Revenue from tuition totaled \$120,670 and salary and supplies cost \$57,102. For the 2002 spring semester, 151 students enrolled in the program.

CHISD provides the community access to a computer lab in the evening. Parent members of CHISD's Technology Committee felt a need existed for computer and Internet access for community members who did not have computer access. They created the Technology Opportunities for the Public Sector (TOPS) lab to address this issue. CHISD opens a computer lab at West Intermediate School every Thursday evening from 5 p.m. to 8 p.m. for public use. CHISD employs a paraprofessional as a lab assistant to help participants with basic computer use and to provide general information. CHISD's personnel costs for the program average \$130 monthly.

Facility costs for both programs are minimal since the facilities are already open for custodial services each evening.

COMMENDATION

CHISD provides computer and Internet access and an extended day program for parents and citizens, creating goodwill between CHISD and community.

FINDING

Although CHISD enjoys community and business support, the district does not have a uniform policy or uniform procedures for tracking volunteer efforts. Each campus is responsible for recruiting and coordinating volunteers and volunteer activities and is supposed to report that information to the assistant superintendent, School and Community Services. However, campus tracking efforts, the number of volunteers and reporting strategies, vary from school to school resulting in difficulty in tracking the contribution of volunteers districtwide and lack of a centralized database of best practices for community support.

The assistant superintendent, School and Community Services, oversees and assists with the volunteer program and business partnerships by placing placards advertising the volunteer opportunities and volunteer application forms in area businesses. A potential volunteer completes an application and returns it to a school secretary who forwards it to the office of School and Community Services. This office secures a background check on the individual and sends approval notice back to the school.

Thirty-eight percent of the parents, 48 percent of the teachers and 46 percent of the principals and assistant principals responding to the TSPR survey felt that schools had sufficient parent and community volunteers to help with school programs.

Each CHISD school has a Parent Teacher Organization (PTO) or Parent Teacher Association (PTA), as well as a SBDM committee that offers a vehicle for parents to get involved with decision-making. Levels of volunteer involvement vary widely among the schools. Volunteer involvement is highest at Bray and Plummer Elementary schools and lowest at Permenter Middle and the high school. The number of volunteers at each school and examples of volunteer efforts in the schools are shown in **Exhibit 1-22**.

Exhibit 1-22
Number of Volunteers and Volunteer Efforts by School
2000-01

School	Number of Volunteers	Summary of Activities
Bray Elementary School	150	PTA volunteers assist with cookie dough sale, popcorn Friday; supervise the Art room and purchase supplies, multicultural programs, taste test, collection of soup labels and box tops, luncheons and holiday goodies, carnival. Cedar Hill Garden Club assists with third grade garden; Church of Christ provides cookies; Dr. Seidler visits first grade for dental health; B. Baley provides candy for faculty/staff; Cedar Hill Fire Department; Walgreens donations; Emerald Lawns helps with landscaping; Apples for staff from Dr. Clark's office; Macaroni Grill, Red Bird Skateland, Chick-fil-A, Albertson's, TXI, Red Cross, Proctor & Gamble provides certificates for free meals, certificates for free entry, supplies for teachers and office services: individual volunteers assist as

		mentors, tutors and reading buddies; Smiling Dads.
High Point Elementary School	25	Volunteers from PTA serve as room mothers; Smiling Dads; mentors, tutors; various donations of snacks, supplies and certificates for free items from Apple Bee's Restaurant, Bennigans, Busy Bee's Bakery, Barnes & Noble/Starbucks, Spaghetti Warehouse, Office Depot, Office Max, High Point teachers volunteer tutoring services.
Highlands Elementary School	19	PTA volunteers assist with Santa's Workshop, Spirit T-shirts, Candle fundraiser, fall carnival, Rummage/bake sale, Movie Night and Valentine dance; Highlands (student's supplies) American Concepts Peelers Elan Fundraiser; Smiling Dads; individual mentors/tutors; business donations from Pancho's Mexican Buffet, Spaghetti Warehouse, HardRock Café, Popeye's Chicken and Chick-fil-A.
Plummer Elementary School	60	PTA volunteers provide fall carnival, school t-shirts, treats for teachers, copy room assistance, tutoring, special programs for students, spring fundraiser; Smiling Dads; parents tutoring; business donations from Albertson's, Kroger, Busy B's Bakery, Sonic, Wendy's, Chick-fil-A, Minyards; individuals donating goods and services.
Waterford Oaks Elementary School	30	PTA volunteers hold a fundraiser; Smiling Dads; individuals mentor and tutor, help with decorating, copying, snacks and classroom assistance; business donations from Sonic Drive Inn, Exxon Tiger Mart, Chick-fil-A, Walgreens, Sir Speedy Printing, Cops and Robbies; assistance from Hillcrest Baptist Church and Trinity Church.
Beltline Intermediate School	40	Volunteers provide services as Smiling Dads and Moms, mentor/tutors, TAAS conferences; business donations from Chick-fil-A and Sonic; PTA volunteers assist with popcorn sales, spinal screening, book sales and candy sales.
West Intermediate School	40	Volunteers assist with health screenings, reading with students, classroom help, class assistance with large classes, maintain bulletin boards, assist in office, individual and small group tutorials/mentoring, book fair assistance and lab assistance.

Permenter Middle School	15	PTA provides volunteers in the office, library and classrooms, provide teacher/student incentives (meals, prizes), sort mail, run copies, assist with school fundraiser and assembly; Smiling Dads; Antioch Baptist Church provides mentors; business donations from Exxon Tigerwash, Sonic, Chick-fil-A, Cotton Patch and Mailboxes Etc.
Cedar Hill High School	7 volunteers and Booster Club members	PTA volunteers, Smiling Dads, individual mentor/tutors and lunch monitors; business donations from Cotton Patch, Domino's Pizza, Longhorn BBQ, Exxon Tiger Mart, Busy Bee Bakery and Chick-fil-A; fundraising support from Band Boosters, Choir Boosters, Drill Team Boosters, Athletic Club, Vocational Clubs.

Source: CHISD assistant superintendent, School and Community Services, March 2002.

Recruiting volunteers, fostering business partnerships and collaborating with nonprofit agencies is the responsibility of individual schools in addition to districtwide publicity efforts such as published flyers and newspaper ads periodically inserted by the central office.

The director of Communications in Tyler ISD developed a database for tracking volunteers, volunteer hours, volunteer program activities, business and community partners, in-kind donations and other gifts to the district or individual schools. Campus principals submit standardized volunteer program information to the director of Communications each month. The director performs monthly and annual performance reviews of volunteer programs to ensure campuses have sufficient volunteers.

Many districts use these recorded hours to show community and parental support to newcomers and as a source of in-kind contribution when applying for grants requiring matching funds from the district. Various campuses in these districts use uniform policy and procedures to produce monthly reports to submit to central administrators for analysis. Individual campuses can then receive necessary assistance in volunteer recruiting or tracking efforts as needed.

Recommendation 8:

Develop and implement districtwide volunteer and community involvement tracking and reporting procedures.

Detailed procedures should include uniform ways to maximize, track and report volunteer involvement districtwide.

Other procedural activities should address the specifics of developing a database of best practices to share with each school, nurturing established partnerships, developing partnerships with foundations and developing a method for tracking volunteer hours by campus and the associated accountable personnel.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent, School and Community Services, convenes a committee of principals, volunteers and business partners to develop a volunteer and community involvement policy and procedures.	September 2002
2.	The assistant superintendent, School and Community Services, develops a uniform database to track and record volunteers and volunteer hours.	November 2002
3.	The assistant superintendent, School and Community Services, submits the volunteer and community involvement draft policy and procedures to the superintendent for approval.	December 2002
4.	The superintendent requests board approval of the volunteer and community involvement policy and procedures.	December 2002
5.	The superintendent directs the assistant superintendent, School and Community Services, to implement the new policy and procedures and ensure all principals and school personnel are appropriately informed.	January 2003
6.	Principals identify and submit campus needs for volunteers to the assistant superintendent, School and Community Services, according to the uniform policy and procedures.	February 2003 and Ongoing
7.	The assistant superintendent, School and Community Services, monitors the implementation on a monthly basis and makes necessary adjustments.	February 2003 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Expenses for the CHISD Community Education Program exceeded revenues for each of the past four semesters, from August 2000 through May 2002. Records for previous semesters were not available.

CHISD's Community Education program offers adult education, business/financial classes, technology classes and several home/special interest classes. Cedar Valley Community College offers three classes at CHISD sites. **Exhibit 1-23** shows the number of classes offered, the number of participants, revenue and expenses.

Exhibit 1-23
Community Education Classes, Number of Participants, Revenue and Expenses
2000-01 and 2001-02

Semester	Number of Classes	Number of Participants	Revenue	Expenses	Profit or (Loss)
Fall 2000	21	231	\$4,298	\$6,370	(\$2,072)
Spring 2001	26	190	\$6,243	\$8,889	(\$2,646)
Fall 2001	20	209	\$3,758	\$6,665	(\$2,907)
Spring 2002	28	247	\$4,157	\$6,157	(\$2,000)

Source: CHISD, School and Community Services Department, July 2002.

The amount of loss ranged from approximately \$2,000 to \$2,900 each semester. Salary costs for the assistant superintendent, School and Community Services, and the secretary and facility costs are not included in the expenses.

Tuition for classes varied in cost and sessions offered on one date for three hours or less were free. The tuition for the majority of the classes ranged from \$20 to \$35.

Many Texas districts sponsoring community education classes in conjunction with local community colleges perform a cost analysis to determine the viability of future course offerings. Many of these districts rely on enrollment projections, past course offerings and a history of both revenue and expenditures to assist in determining future tuition costs to ensure that courses are offered at no cost to the hosting district.

Recommendation 9:

Ensure that tuition and fees for community education classes recover all district costs.

CHISD should perform a cost analysis for each course offered through the district. The district should maintain historical and future records by tracking courses offered, enrollment trends and both semester revenue and expenditures to project tuition rates and fees for future community education classes and to ensure these offerings operate at no additional cost to the district.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent, School and Community Services, performs a cost analysis for each community education course offered and determines tuition and fees for each course that will recover all costs for the Community Education Program including the amount of salary commensurate to the amount of time the assistant superintendent and the secretary devote to the Community Education Program.	September 2002 and Ongoing
2.	The assistant superintendent, School and Community Services, forwards the recommendation to the superintendent for approval.	October 2002
3.	The superintendent requests board approval to increase tuition and fees for community education courses.	November 2002
4.	The assistant superintendent, School and Community Services, implements new tuition and fees in the brochure of course offerings.	December 2002

FISCAL IMPACT

Estimating the loss to be approximately the average of the past four semesters ($\$2,072 + \$2,646 + \$2,907 + \$2,000 =$ an average loss per semester of $\$2,406$), the amount of savings would be approximately $\$2,400$ for the fall semester of 2002-03 and a minimum of $\$4,800$ yearly ($\$2,400$ each semester) for each year thereafter.

Recommendation	2002-03	2003-04	2004-05	2005-06	2006-07
Ensure that tuition and fees for community education classes recover all district costs.	\$2,400	\$4,800	\$4,800	\$4,800	\$4,800

Chapter 2

EDUCATIONAL SERVICE DELIVERY

This chapter examines the educational service delivery of the Cedar Hill Independent School District (CHISD) in the following areas:

- A. Organization and Staffing
- B. Curriculum and Instruction
- C. Staff Development
- D. Compensatory Education
- E. Career and Technology Education
- F. Gifted and Talented Education
- G. Special Education
- H. Bilingual/English as a Second Language
- I. Health Services
- J. Discipline Management/Alternative Education

Effective and efficient use of a district's financial and human resources and a well-designed instructional program determine how well a district meets its goal of educating children. Student performance on standardized tests, mastery of subject matter and fluctuating student enrollment affect the development and modification of programs and services provided by a district.

BACKGROUND

CHISD encompasses 37.6 square miles including the City of Cedar Hill and portions of Dallas, Duncanville and Grand Prairie. In 2001-02, CHISD served 6,966 students at nine locations: five elementary schools, two intermediate schools, one middle school and one high school (**Exhibit 2-1**). In addition to the nine schools, CHISD operates two discipline alternative education programs, one for grades 5 through 12 (AEP) and an elementary program (Behavior Adjustment Class) for students in kindergarten through grade 4.

Exhibit 2-1
CHISD Campuses, Grade Levels and Enrollment
2000-01 and 2001-02

Campus	Grade Levels	2000-01 Enrollment	2001-02 Enrollment	Percentage Change 2000-01 to 2001-02
Cedar Hill High School	9-12	1,957	2,085	6.5%

W.S. Permenter Middle School	7-8	1,113	1,238	11.2%
Belt Line Intermediate School	5-6	581	598	2.9%
West Intermediate School	5-6	488	475	(2.7%)
Bray Elementary School	K-4	310	345	11.3%
Highlands Elementary School	K-4	420	431	2.6%
High Pointe Elementary School	K-4	541	583	7.8%
Plummer Elementary School	EC-5	544	601	10.5%
Waterford Oaks Elementary School	Pre-K-4	549	610	11.1%
Total		6,503	6,966	7.1%

Source: Texas Education Agency (TEA), Academic Excellence Indicator System (AEIS), Public Education Information Management System (PEIMS), 2000-01 through 2001-02.

CHISD selected three peer districts, De Soto, Duncanville and Grand Prairie ISDs, in the same geographic area for comparisons. The Regional Education Service Center X (Region 10) located in Richardson serves CHISD and its peer districts. Twenty Regional Education Service Centers located throughout Texas provide school districts with various services including, technical assistance, planning, staff and curriculum development, financial assistance and technology assistance.

Exhibit 2-2 compares 2001-02 enrollment and the demographics of CHISD with its peer districts, Region 10 and the state. Compared to its peer districts, CHISD has the highest percentage of Anglo students, the second-highest percentage of African American and Native American students and the second-lowest percentage of Hispanic and Asian/Pacific Islander students. CHISD also has the lowest percentage of economically disadvantaged students compared to its peer districts, less than half the state average. The federal government allocates additional financial aid to districts for use in increasing academic performance for economically disadvantaged students.

Exhibit 2-2
Student Enrollment and Demographics
CHISD, Peer Districts, Region 10 and State
2001-02

District	Student Enrollment	African American	Hispanic	Anglo	Asian/Pacific Islander	Native American	Economically Disadvantaged
Cedar Hill	6,966	47.5%	15.9%	34.1%	2.0%	0.5%	24%
De Soto	7,133	61.7%	11.3%	25.6%	1.2%	0.2%	37%
Duncanville	10,808	44.3%	24.5%	28.4%	2.5%	0.3%	40%
Grand Prairie	20,977	14.4%	50.5%	30.2%	4.1%	0.8%	54%
Region 10	618,135	21%	31.8%	42.3%	4.3%	0.5%	44.1%
State	4,150,741	14.4%	41.7%	40.8%	2.8%	0.3%	50.5%

Source: TEA, PEIMS, 2001-02.

Note: Totals may not add to 100 percent due to rounding.

CHISD's student attendance rate increased in 1999-2000 and exceeded two of its peer districts and the state and regional averages in both 1998-99 and 1999-2000, which is the most recent data available. CHISD's student dropout rate in 1999-2000 was the second-highest among its peer districts, and was above the regional average but below the state average (Exhibit 2-3).

Exhibit 2-3
Attendance Rate and Dropout Rate
CHISD Peer Districts, Region 10 and State
1998-99 through 1999-2000

District	Attendance Rate		Dropout Rate	
	1998-99	1999-2000	1998-99	1999-2000
Cedar Hill	96.3%	96.4%	0.7%	1.1%
De Soto	96.0%	96.4%	0.8%	0.5%
Grand Prairie	95.9%	95.8%	1.5%	1.3%
Duncanville	95.0%	95.5%	1.0%	0.2%
Region 10	95.7%	95.7%	1.0%	0.9%

State	95.4%	95.6%	1.6%	1.3%
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Source: TEA, AEIS, 1998-99 through 1999-2000.

CHISD's overall student-to-teacher ratio-district enrollment divided by the number of classroom teachers-increased 3.4 percent from 1997-98 to 2001-02 (**Exhibit 2-4**).

Exhibit 2-4
CHISD and Peer Districts, Student-to-Teacher Ratio
1997-98 and 2001-02

District	1997-98	2001-02	Percentage Change 1997-98 to 2001-02
Duncanville	15.5	15.8	1.9%
Grand Prairie	15.3	15.3	0.0%
Cedar Hill	14.8	15.3	3.4%
De Soto	14.6	14.3	(2.1%)

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

Texas state law mandates that class sizes in grades K-4 be no more than 22 students per teacher. In 2000-01, compared with its peer districts, CHISD's elementary class size was the second-largest in grades 1,2 and 5; and the second-smallest in grade 3 and smallest in kindergarten (**Exhibit 2-5**).

Exhibit 2-5
CHISD and Peer Districts
Average Elementary School Class Size
2000-01

Grade	Cedar Hill	De Soto	Duncanville	Grand Prairie	State
Kindergarten	18.6	20.8	20.7	19.1	18.8
One	18.4	17.1	19.1	16.2	18.1
Two	19.8	19.8	20.0	16.7	18.7
Three	19.0	19.2	19.7	17.3	19.0

Four	17.5	20.2	19.8	19.1	19.8
Five	22.1	19.9	23.5	19.7	22.6
Six	22.7	19.6	23.0	22.3	22.5
Mixed Grades	N/A	19.9	14.6	15.3	23.2

Source: TEA, AEIS, 2000-01.

At the secondary level, CHISD's average class size in foreign language, math and social studies classes has decreased since 1996-97 (**Exhibit 2-6**). The largest decrease occurred in the size of math classes (18 percent) followed by foreign language classes (12 percent) and social studies classes (8 percent). Class size in English and science increased by 5 percent.

Exhibit 2-6
Change in CHISD
Average Secondary School Class Size
1996-97 and 2000-01

Subject	1996-97	2000-01	Percentage Change 1996-97 to 2000-01
English	19.7	20.7	5.0%
Foreign language	22.7	20.0	(11.9%)
Math	22.8	18.6	(18.4%)
Science	20.8	21.8	4.8%
Social studies	24.2	22.3	(7.9%)

Source: TEA, AEIS, 1996-97 and 2000-01.

CHISD's secondary school class sizes in math and social studies are lower than class sizes in all of its peer districts and the regional and state averages. In English, CHISD's class size is second-lowest among the peer districts and higher than the regional and state averages. In foreign language classes, CHISD's class size is lower than the state average, third-lowest among the peer districts and higher than the regional average (**Exhibit 2-7**).

Exhibit 2-7
CHISD, Peer District, Region 10 and State Average Secondary School

**Class Size
2000-01**

District	Class Size				
	English	Foreign Language	Math	Science	Social Studies
Grand Prairie	22.2	21.3	23.0	24.6	25.2
Duncanville	20.0	21.4	21.6	21.8	23.7
De Soto	20.0	19.3	20.8	22.3	23.4
Cedar Hill	20.7	20.0	18.6	21.8	22.3
Region 10	19.8	19.8	20.7	21.8	22.4
State	20.2	20.9	20.3	21.6	22.7

Source: TEA, AEIS, 2000-01.

In addition to small class sizes, school districts must have a sound instructional management system in place to ensure the instructional program is effective. Instructional administrators must be accountable for program planning, curriculum, evaluation systems and for allocating resources to instructional programs that improve student performance.

The Texas Essential Knowledge and Skills (TEKS) outlines expectations for student learning and helps guide the district's curriculum, which is aligned across the district vertically and horizontally. Concepts taught carry over from grade to grade across the district (horizontally) and from the primary level to the intermediate level and the secondary level (vertically). The district uses curriculum guides as a plan for instruction that details what students need to know, how they are to learn it, what teachers must do to help and the context in which learning and teaching occur.

Guides that provide teachers with a clear map of strategies are most likely to be successful. CHISD began its curriculum guide development process in 1997-98. CHISD's budget includes appropriations for writing the curriculum. CHISD has developed working drafts of scope and sequence documents for all elementary grades, 43 middle school courses and 115 high school courses. The scope and sequence will include the basic understandings, strands and concepts based upon the essential knowledge and skills and the order it will be taught. CHISD recently purchased guides for the majority of Career and Technology courses. **Exhibit 2-8** displays CHISD's development and review schedule.

Exhibit 2-8
CHISD Curriculum Guide
Development and Review Schedule

School Year	Activity	Person(s) Responsible	Date Completed
1997-98 through 2000-01	Development of documents by subject area teachers, grades 7-12 and by grade level teams, grades K-6	Curriculum and Instruction Department	2000-01
2001-02	Planning for Texas Academic Knowledge and Skills (TAKS) inclusion in curriculum guide: Gather information Attend workshops Review TAKS documents Attendance at Region 10 workshop Curriculum and Instruction Department Vertical team meetings in four core areas	Curriculum and Instruction Department	School year 2001-02 School year 2001-02 Summer, 2002
2002-03	Update documents to include TAKS by subject area teachers, 7-12 Update documents to include TAKS by grade level teams, K-6	Curriculum and Instruction Department	Summer 2002-Summer 2003
2003-04	Use of new documents by staff as "working drafts" Revision of documents as needed Continuation of document development/revisions in non core areas PK-6 Continuation of document development/revisions in courses not completed, 7-12	Curriculum and Instruction Department	School year 2003-04
2004-05	Continue review of curriculum guides and scope and sequence, PK-12	Curriculum and Instruction Department	Ongoing

Source: CHISD Curriculum director, 2001-02.

Since 1993, Texas has been rating and accrediting districts and schools based upon specific performance measures including the reading, writing,

math and social studies portions of the Texas Assessment of Academic Skills (TAAS) and annual dropout rates. Districts and campuses receive annual accountability ratings from TEA. A district cannot earn an Exemplary or Recognized rating if it has one or more low-performing campuses. **Exhibit 2-9** presents the TEA accountability ratings for districts and campuses.

Exhibit 2-9
TEA Accountability Ratings
2000-01

Rating	Applicability/ Explanation
Exemplary	District and campus: At least 90 percent passing (reading, writing and mathematics all students and each student group* and social studies all students only) and a dropout rate of 1 percent or less for all students and each student group.
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.
Academically Acceptable/Acceptable	District/Campus: At least 55 percent passing (reading, writing and mathematics all students and each student group and 50 percent passing social studies all students only) and a dropout rate of 5 percent or less for all students and each student group.
Academically Unacceptable/Low-performing	District/Campus: Below 55 percent passing (reading, writing and mathematics all students and each student group and less than 50 percent passing social studies all students only) and a dropout rate above 5 percent or less for all students and each student group.
Alternative Education (AE): Commended, AE: Acceptable, AE: Needs Peer Review, or AE: Not Rated	Campuses that applied and were identified as eligible for evaluation 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 within grades one to 12, such as pre-kindergarten 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 when they are found to be rated as unacceptable.
Suspended: Data Inquiry	District and campus: serious errors in data reporting that affected one or more of the base indicators used for determining accountability ratings. The errors were of such magnitude that the results were deemed unsuitable for ratings purposes.

Source: TEA, AEIS, 2000-01.

**Student groups are African American, Hispanic, White and Economically Disadvantaged.*

In addition to the accountability ratings, any district and campus meeting the standards for at least the Academically Acceptable/Acceptable rating is eligible for consideration for additional acknowledgements in:

- attendance;
- comparable improvement for reading;
- comparable improvement for mathematics;
- Algebra I end-of-course results;
- students completing advanced academic courses;
- Advanced Placement(AP)/international baccalaureate (IB) results;
- College admissions testing results;
- TAAS/Texas Academic Skills Proficiency (TASP) Equivalency;
- and
- percentage of graduates under the Recommended High School Program or the Distinguished Achievement Program.

Comparable Improvement is computed for TAAS reading and mathematics, using students tested in English who can be matched to their results from a prior school year. Each campus has a unique comparison group of 40 other campuses in the state that closely match the target

school on a number of characteristics. Campuses receive an acknowledgement when their student scores increased at a higher rate than their comparative group. Students graduate under one of three programs; minimum, recommended or distinguished achievement. High School campuses are eligible for acknowledgements according to the number of graduates in the recommended or distinguished achievement program. The recommended and distinguished achievement programs require additional academic credits students must take.

Exhibit 2-10 shows the most recent accountability ratings for CHISD, its peer districts and each school in CHISD. CHISD and one peer district received an academically acceptable rating.

Exhibit 2-10
CHISD, Peer Districts and CHISD Campuses
2000-01 Accountability Ratings

Campus	Accountability Rating
CHISD	Academically Acceptable
De Soto ISD	Recognized
Duncanville ISD	Recognized
Grand Prairie ISD	Academically Acceptable
Bray Elementary School	Exemplary
Highlands Elementary School	Acceptable
High Pointe Elementary School	Acceptable
Plummer Elementary School	Acceptable
Waterford Oaks Elementary School	Acceptable
West Intermediate School	Recognized
Beltline Intermediate School	Acceptable
W. S. Permenter Middle School	Acceptable
Cedar Hill High School	Acceptable

Source: TEA, AEIS, 2000-01.

For a district to receive a recognized rating, at least 80 percent of all students and each student subgroup must pass the reading, writing and mathematics portions of the TAAS test. CHISD students scored 79.3 percent in social studies and 79.7 percent of economically disadvantaged

students passed the math portion of the test. Of the nine CHISD campuses, Bray Elementary School was rated exemplary, West Intermediate School was rated recognized and the remaining schools were rated academically acceptable. Individual schools also received acknowledgements for particular programs and student performance:

- Cedar Hill High School received recognition from TEA for the number of students graduating under the Recommended High School Program;
- Cedar Hill High School, High Pointe Elementary School and Plummer Elementary School received recognition for student performance in reading on TAAS;
- West Intermediate School received recognition for student performance in TAAS math; and
- Belt Line Intermediate School and West Intermediate School received recognition for student attendance for 1999-2000.

All teachers need high-quality instructional resources, but new teachers especially depend on well-designed resources and materials. Resources supply ideas for accommodating diverse student performance.

The TAAS measures student performance. Texas administers TAAS in reading and mathematics in Grades 3-8 and 10; in reading and mathematics in Spanish in Grades 3 and 4; in writing in Grades 4, 8 and 10 and in science and social studies in Grade 8. End-of-course examinations are administered in Algebra I, Biology, English II and U.S. History.

In 2000-01 and 2001-02, the percentage of all CHISD students passing all sections of the TAAS was lower than the state averages in reading, math and in all tests taken. The percentage of all CHISD students passing writing was two percentage points higher than the state average in 2000-01 and three percentage points higher in 2001-02 (**Exhibit 2-11**).

Exhibit 2-11
CHISD, Region 10 and State
Percentage Students Passing TAAS, All Levels
2000-01 through 2001-02

	2000-01		2001-02*	
	CHISD	State	CHISD	State
Reading	88%	89%	89%	91%
Math	86%	90%	91%	92%
Writing	89%	87%	91%	88%

All Tests	79%	82%	83%	85%
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Source: TEA, AEIS, 2000-01 through 2001-02.

*TEA, preliminary TAAS scores, 2001-02.

Between 1997-98 and 2001-02, the passing rate for all students and each student subgroup increased in reading, math and writing. The reading passing rate for Hispanic students increased 0.4 percentage points (Exhibit 2-12).

Exhibit 2-12
Percentage of All CHISD Students
Passing TAAS, All Levels
1997-98 through 2001-02

All Students					
Subject	1997-98	1998-99	1999-2000	2000-01	2001-02*
Reading	87.8%	86.3%	86.1%	88.3%	89.6%
Math	82.1%	82.8%	85.3%	86.1%	91.5%
Writing	87.8%	89.1%	86.0%	88.7%	91.4%
African American Students					
Subject	1997-98	1998-99	1999-2000	2000-01	2001-02*
Reading	80.3%	78.6%	79.2%	83.4%	86.3%
Math	71.3%	72.4%	78.3%	80.5%	87.6%
Writing	83.7%	83.3%	79.8%	84.5%	89.5%
Reading	86.2%	85.3%	82.4%	85.5%	86.6%
Math	80.8%	81.2%	82.6%	85.9%	90.9%
Writing	79.7%	90.1%	82.6%	84.2%	87.2%
Anglo Students					
Subject	1997-98	1998-99	1999-2000	2000-01	2001-02*
Reading	93.0%	92.7%	93.1%	94.4%	95.5%
Math	89.7%	91.2%	92.0%	91.7%	97.1%
Writing	92.3%	92.8%	92.9%	93.8%	95.5%
Economically Disadvantaged Students					

Subject	1997-98	1998-99	1999-2000	2000-01	2001-02*
Reading	78.0%	74.3%	77.0%	82.0%	82.8%
Math	70.3%	72.5%	77.5%	79.7%	89.1%
Writing	80.7%	80.7%	75.7%	80.8%	85.6%

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

*TEA, Preliminary TAAS scores 2001-02.

In 2001-02, the percentage of CHISD students in grade 6 passing the TAAS math test exceeded the state averages. In grade 8 writing, CHISD students scored five percentage points higher, 90 percent, compared to the state average of 85 percent. Students in grade 10 surpassed the state average scores in all areas (**Exhibit 2-13**). The district provided these preliminary scores.

Exhibit 2-13
CHISD, Region 10 and State
Percentage of Students Passing TAAS by Grade Level
2001-02

Grade/Subject	CHISD* 2001-02	State* 2001-02
3rd-Reading	83%	87%
3rd-Math	86%	87%
4th-Reading	88%	92%
4th-Writing	87%	89%
4th-Math	94%	94%
5th-Reading	88%	92%
5th-Math	95%	96%
6th-Reading	88%	88%
6th-Math	95%	93%
7th-Reading	87%	91%
7th-Math	87%	92%
8th-Reading	92%	94%
8th-Writing	90%	85%

8th-Math	87%	92%
8th-Science	90%	90%
8th-Social Studies	79%	79%
10th-Reading	97%	94%
10th-Writing	96%	91%
10th-Math	94%	92%

Source: CHISD, Preliminary TAAS scores, 2001-02.

CHISD student scores on the Scholastic Aptitude Test (SAT) I (a college entrance exam) declined in 1999, increased in 2000 and declined again in 2001 (**Exhibit 2-14**). Beginning with the class of 1999, CHISD students scored below the state average.

Exhibit 2-14
Mean SAT I Score for CHISD, Region 10, and the State
Classes of 1997 through 2001

Entity	Class of				
	1997	1998	1999	2000	2001
CHISD	1008	1008	980	989	970
State	992	992	989	990	992

Source: TEA, AEIS, 1997 through 2001.

CHISD SAT I scores were lower than the scores of all peer districts in 1999 and in the middle of the peer districts in 2000. Compared with its peer districts, CHISD had the second-highest percentage of students tested in 1999. In 2000, CHISD's percentage of students taking the test was less than two of its three peers (**Exhibit 2-15**).

Exhibit 2-15
CHISD Mean SAT I Scores Compared with Peer Districts
Classes of 1999 and 2000

District	Class of 1999		Class of 2000	
	Percentage Tested	Score	Percentage Tested	Score
De Soto	75.3%	1064	81.3%	1025

Cedar Hill	72.4%	980	71.0%	989
Grand Prairie	48%	995	47.1%	972
Duncanville	70.2%	990	71.9%	972

Source: TEA, AEIS, 1999 and 2000.

Every student enrolled in a Texas public school in grades 3-8 and 10 must be given the opportunity to take the TAAS. There are circumstances under which some students are not tested. In addition, of the students who are tested, not all students' test performances are considered for a school or district's accountability ratings. The reasons for exclusion are:

- 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 tests given in grades 5 or 6, or the Spanish TAAS writing test 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 exemption (LEP) for every test.

Exhibit 2-16 shows the exemptions from TAAS for CHISD, Region 10 and the state for 1997-98 and 2000-01. ARD exemptions are granted 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 their progress by the ARD committee, which includes the regular education teacher, the special education teacher, an assessment person (diagnostician or counselor) and an administrator empowered to commit the school district to whatever services are determined necessary by the ARD committee.

Exhibit 2-16
CHISD, Region 10 and State
Percentages of Students Exempted from Taking TAAS
1997-98 and 2000-01

Category	CHISD		Region 10		State	
	1997-98	2000-01	1997-98	2000-01	1997-98	2000-01
Absent	0.6%	0.4%	0.7%	0.6%	0.8%	0.6%
ARD exempted	1.0%	0.6%	5.9%	1.0%	5.2%	1.1%

LEP exempted	0.7%	0.1%	3.9%	2.4%	2.3%	1.4%
Other	0.4%	0.2%	0.8%	0.7%	0.7%	0.7%
Not tested - all	2.7%	1.3%	11.2%	4.7%	8.9%	3.8%

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

The Language Proficiency Assessment Committee (LPAC) on each campus may grant Limited English Proficient (LEP) exemptions to individual bilingual/ESL students. This committee is comprised of the same types of employees as the ARD committee, but instead of a special education teacher, the LPAC has a bilingual or ESL teacher.

Other exemptions 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.

CHISD is exempting fewer students in all categories than both the regional and state averages (**Exhibit 2-17**). Decisions on exempting students from TAAS are specific to each individual student and the specific needs of those students as determined by the ARD and LPAC committees. Beginning in 2000-01, special education students whom the ARD committee exempted from TAAS but who received instruction in TEKS were tested on the State-Developed Alternative Assessment (SDAA). In 2001-02, CHISD administered the SDAA to 146 students in reading, 126 students in mathematics and 82 students in writing.

Exhibit 2-17
CHISD, Region 10 and State
Percentage of Students Exempted from TAAS by Ethnicity
2000-01

Entity	African American	Hispanic	Anglo	Economically Disadvantaged	Special Education
Absent	0.4%	0.4%	0.5%	0.1%	0.3%
ARD exempted	0.9%	0.0%	0.4%	1.0%	5.3%
LEP exempted	0.1%	0.2%	0.0%	0.1%	0.0%
Other	0.2%	0.6%	0.1%	0.2%	0.0%
Not Tested	1.5%	1.2%	1.0%	1.4%	5.5%
Region 10	3.0%	9.3%	2.1%	7.1%	10.1%
State	3.3%	5.7%	2.0%	5.1%	10.6%

Source: TEA, AEIS, 2000-01.

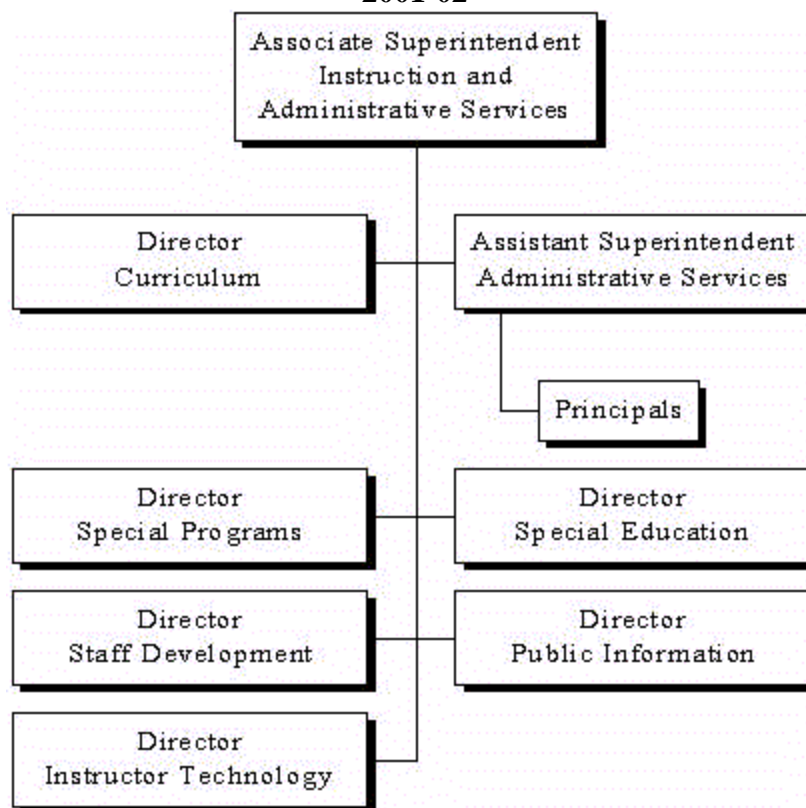
Chapter 2

EDUCATIONAL SERVICE DELIVERY

A. ORGANIZATION AND STAFFING

Exhibit 2-18 shows the organization of the district's Instruction and Administrative Services Department.

Exhibit 2-18
Organization of the Department of Instruction and Administrative Services
2001-02



Source: CHISD, superintendent, 2001-02.

The department of Instruction and Administrative Services supervises and supports school principals, the development and supervision of curriculum, the direction for and supervision of instructional programs, and the evaluation and analysis of student performance and staff development. The primary responsibilities of each of these employees are described in **Exhibit 2-19**.

Exhibit 2-19
Responsibilities of CHISD Department of Instruction and
Administrative Services
2001-02

Position	Key Areas of Responsibility
Associate Superintendent, Instruction and Administrative Services	<ul style="list-style-type: none"> • Supervises and provides support for directors and principals. • Interacts with parents and/or concerned individuals regarding specific school issues. • Oversees budget preparation and the expenditure of authorized funds. • Reviews and evaluates the instructional program and student achievement. • Supervises continuous curriculum development.
Assistant Superintendent, Administrative Services	<ul style="list-style-type: none"> • Supervises and provides support for principals. • Interacts with parents and/or concerned individuals regarding specific school issues. • Oversees and supervises issues regarding attendance and truancy. • Oversees and supervises CHISD's Discipline Management Plan. • Drafts, disseminates and generally oversees policies, procedures and regulations.
Director, Special Education	<ul style="list-style-type: none"> • Coordinates, monitors and evaluates the special education program. • Supervises the delivery of special education instruction services to ensure compliance. • Develops instructional goals and staff development programs associated with the goals. • Prepares the federal budget and quarterly reports. • Recommends district standards for classroom procedures. • Prepares, edits and publishes news items, bulletins, curriculum guides and courses of study related to special education. • Supervises student referrals, student appraisals and ARD processes.

	<ul style="list-style-type: none"> • Supervise and evaluates central special education staff. • Supervises all contract services for special education. • Conducts an annual evaluation of each special education program.
Director, Curriculum	<ul style="list-style-type: none"> • Develops and refines instructional goals, policies and programs. • Coordinates the implementation of CHISD's curriculum, related programs and activities. • Compiles data for required state and federal reports. • Coordinates health and library services. • Coordinates districtwide assessment except TAAS.
Director, Staff Development	<ul style="list-style-type: none"> • Plans, implements and evaluates instructional programs. • Provides effective staff development activities. • Applies research and data to improve the content, sequence and outcomes of the teaching-learning process. • Obtains and uses evaluative findings (including student achievement data) to examine curriculum and instructional program effectiveness. • Conducts on-going staff training needs analysis. • Applies for staff development funding to expand and • maintain programs. • Coordinates districtwide TAAS assessment.
Director, Special Programs	<ul style="list-style-type: none"> • Completes applications for Federal Title programs and quarterly reports. • Monitors, evaluates and works to improve special programs: ESL, G/T, At-Risk and Federal Title programs. • Encourages and supports the development of innovative instructional programs. • Interacts with parents and/or concerned individuals regarding specific school issues.

	<ul style="list-style-type: none"> • Coordinates special programs between elementary and secondary schools. • Develops and implements parent training in special programs. • Plans and implements staff development for special programs. • Supervises and evaluates staff for all special programs; social worker, support counselor and G/T specialist. • Supervises counselors and coordinates counselor meetings.
Director, Instructional Technology	<ul style="list-style-type: none"> • Provides direction to staff in effective use of technology, including individual training and staff development activities. • Provides technical assistance to staff. • Evaluates instructional software, hardware and related materials. • Oversees district computer labs. • Oversees district Accelerated Reader networks. • Recommends priorities regarding instructional technology needs.
Director, Public Information	<ul style="list-style-type: none"> • Directs and manages CHISD's public information activities. • Serves as the information liaison between the school system and the community. • Serves as district spokesperson and coordinates media coverage. • Prepares press releases and publishes articles. • Designs, prepares district publications. • Coordinate activities relating to bond elections. • Organizes staff recognition activities. • Maintains district press clipping files.

Source: CHISD job descriptions and TSPR interviews, 2002.

FINDING

The Instruction and Administrative Services Department has more managers than comparable districts of its size, and the positions of

associate superintendent, assistant superintendent and directors have overlapping responsibilities.

In CHISD, the associate superintendent, Instruction and Administrative Services, is supported by five management positions related to the instructional area: assistant superintendent, Administrative Services and director positions for Curriculum, Staff Development, Special Programs, Instructional Technology and Special Education. The Staff Development director retired at the end of 2001-02. The district plans to rehire him for a half-time position in 2002-03.

Typically, in districts with less than 10,000 students there are few senior management positions because such positions are costly and funding is limited. As a result, these senior management positions must take on broader responsibilities than in larger districts.

Also, since there are fewer campuses in districts of this size, principals usually report directly to the superintendent or a position at the second level of management directly responsible for the instruction program. In CHISD the position at the second level of management would be the associate superintendent, Instruction and Administrative Services.

In Bastrop ISD, which has approximately 7,000 students, the assistant superintendent for Curriculum and Instruction, which is at the second level of management, supervises the principals. The assistant superintendent position is supported by four positions:

- Executive director, Academic Programs: coordinates curriculum development in all subject areas, coordinates staff development programs and coordinates special programs including gifted and talented, bilingual/ESL and advanced placement;
- Supervisor, Special Education: coordinates special education services for all students;
- Director Career and Technology Education: directs all career, technology and vocational courses; and the
- Director, Technology Education: directs instructional technology services and training.

In Galveston ISD, which has approximately 8,500 students, or 20 percent more than CHISD, the assistant superintendent for Curriculum and Instruction, which is the second level of management, supervises the principals and is supported by five positions:

- Director, Special Education: coordinates special education services for all students.

- Director, Accelerated Education, which has responsibility for all federal and compensatory education programs.
- Director, Planning and Evaluation, which is responsible for all testing, data analysis, program evaluation, attendance and dropout initiatives and the gifted and talented education program.
- Director, Elementary Education and Director, Secondary Education, which provide curriculum development and instructional support to elementary and secondary campuses and work with staff development needs of the campuses. The Director, Secondary Education also coordinates the CATE program and the alternative education programs.

In addition to having larger number of management positions, the responsibilities of the positions also overlap (**Exhibit 2-20**).

Exhibit 2-20
Overlap of Key Responsibilities
Instruction and Administrative Services Department
2001-02

Key Responsibilities	Associate Superintendent	Assistant Superintendent	Director Curriculum	Director, Special Programs	Director, Staff Development
Supervises and provides support for principals.	X	X	X	X	
Interacts with parents and concerned individuals.	X	X		X	
Supervises and coordinates continuous curriculum development in K-12.	X		X	X	
Reviews and evaluates the instructional program and student achievement.	X		X	X	X

Develops and refines instructional goals, policies and programs.	X		X	X	
Prepares reports regarding instructional programs and compiles data for state and federal reports.			X	X	X
Plans and implements staff development programs.			X	X	X

Source: CHISD job descriptions, 2001-02.

The associate superintendent, Instruction and Administrative Services, Curriculum director and Staff Development director all evaluate programs and student achievement. Three positions plan and implement staff development programs and compile data and reports regarding instructional programs. The associate superintendent, Instruction and Administrative Services, and the assistant superintendent, Administrative Services share responsibility for supervising principals and assistant principals and interacting with parents and concerned individuals. Interacting with parents and concerned individuals is also a responsibility of the assistant superintendent, School and Community Services, who reports directly to the superintendent.

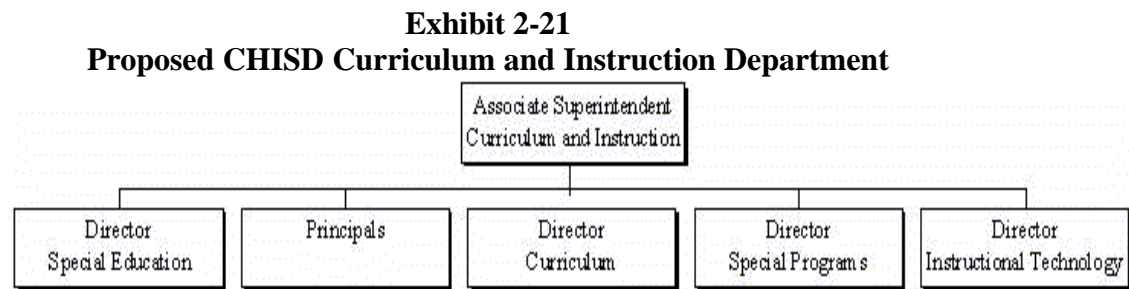
The responsibilities of the Instruction and Administrative Services Department are primarily instruction and curriculum, yet the department's title does not include curriculum. Most school districts, including CHISD's peer districts, refer to this department as the department of Curriculum and Instruction.

In addition, CHISD's Public Information director reports to the associate superintendent, Instruction and Administrative Services. This employee handles communications to the public regarding districtwide events, develops articles on district programs and has responsibility for communicating with the news media on key or sensitive issues. These responsibilities encompass areas beyond the Instruction and Administrative Services Department.

Recommendation 10:

Reorganize CHISD's Instruction and Administrative Services Department and change the title to the Curriculum and Instruction Department.

Exhibit 2-21 illustrates the proposed organization.



Source: WCL Enterprises, May 2002.

CHISD should eliminate the assistant superintendent, Administrative Services and the Staff Development director. Both of these positions have staff on contract and savings would not accrue until 2003-04.

Assign the responsibilities of the assistant superintendent as follows: supervision of principals to the associate superintendent, Instruction and Administrative Services; supervision of the Discipline Management Plan to the Special Programs director; oversight of the security contract with the City of Cedar Hill to the associate superintendent, Business and Support Services; parent and concerned individual issues and issues regarding attendance and truancy to the assistant superintendent, School and Community Services and policy updates to the superintendent's secretary.

Assign the responsibilities of the Staff Development director, when eliminated, as follows: coordination of staff development to the director Curriculum and program evaluation to the associate superintendent, Instruction and Administrative Services, who is currently training principals in a program evaluation process.

Assign the Public Information director position to report directly to the superintendent.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent presents a recommendation for the department's title change and the reorganization of the	October 2002
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	Instruction and Administrative Services department to the board.	
2.	The board approves the recommendation, and the superintendent eliminates the assistant superintendent, Administrative Services and reassigns those duties to other staff members.	November 2002
3.	The superintendent moves the reporting status of the Public Information director from the associate superintendent, Instruction and Administrative Services to the superintendent.	November 2002
4.	The assistant superintendent, Personnel Service and Student Services, revises the job descriptions for all affected positions.	November 2002
5.	The associate superintendent, Curriculum and Instruction, implements the new organization.	December 2002
6.	The superintendent recommends eliminating the Staff Development director's position and the assistant superintendent, Administrative Services' position in 2003-04 to the board.	January 2003
7.	The board approves the recommendation and the superintendent reassigns those duties to other staff members.	August 2003

FISCAL IMPACT

This fiscal impact is calculated upon the reduction of two positions, one through retirement and the other through elimination. The assistant superintendent, Administrative Services has a base salary of \$85,284 plus 15 percent benefits of \$12,793 for a total of \$98,077. The Staff Development director has a base salary of \$71,153 plus 15 percent benefits of \$10,673 for a total of \$81,826. However, since the Staff Development director retired in 2001-02 and was rehired by the district for 2002-03 for half-time services, at a salary of \$40,913 ($\$81,826 \div 2$), savings for that position are claimed at the current half-time rate. Both positions are eliminated in 2003-04, for a total savings of \$138,990 ($\$98,077 + \$40,913$).

Recommendation	2002-03	2003-04	2004-05	2005-06	2006-07
Reorganize CHISD's Instruction and Administrative Services Department and change the title to the Curriculum and Instruction Department.	\$0	\$138,990	\$138,990	\$138,990	\$138,990

Chapter 2

EDUCATIONAL SERVICE DELIVERY

B. CURRICULUM AND INSTRUCTION

The Instruction and Administrative Services Department manages the development and modification of the curriculum, educational service delivery and program evaluation in CHISD. The department is also responsible for providing principals and teachers with the tools necessary for consistent delivery of educational services such as curriculum guides and staff development across all campuses and grade levels.

The district focuses student learning on core subjects as defined by the Texas Education Code: reading, math, English/language arts, science and social studies. At the elementary level, CHISD students attend school seven hours and 15 minutes each regular school day. Of that total, five hours, or 69 percent, is in classroom learning and two hours and 15 minutes, or 31 percent, is allocated for physical education, art, music, lunch, recess and breaks (**Exhibit 2-22**).

Exhibit 2-22
Percentage of Time CHISD Elementary and Intermediate
Students Devote to Core Subjects
2001-02

Subject	Percentage of Time
Reading	14%
Math	21%
English/language arts	14%
Science	10%
Social studies	10%
Total	69%

Source: CHISD associate superintendent, Instruction and Administrative Services, 2001-02.

State law requires certain amounts of instruction in particular subjects. For grades 6-8, students must take 12 hours in core subjects, and in grades 9-12, students must take at least 12 units, although the state recommends 14 units. In CHISD, secondary student enrollment in core subjects ranges

from a high of 64.9 percent of all students in grade 7 to a low of 43.4 percent in grade 12 (**Exhibit 2-23**). Students in grade 12 usually take fewer core subjects because they completed many of them during their first three years in high school and are allowed to take more electives or enrichment courses during their senior year.

Exhibit 2-23
CHISD Secondary Student Enrollment in Core Subjects
2001-02

Grade	Percentage of Students Enrolled in Core Subjects
7	64.9%
8	58.6%
9	61.9%
10	55.3%
11	57.1%
12	43.4%

Source: CHISD associate superintendent, Instruction and Administrative Services, 2001-02.

The percentage of students passing reading in 2000 increased in 4, 8, and 10. In 2001-02, reading scores in grades 4 and 6 decreased while scores for grades 8 and 10 increased. Overall, from

1997 -98 through 2001-02 the percentage of students passing reading increased in grades 3,5 and 8, while scores decreased in grades 4,6 and 10. Overall, math and writing scores all increased (**Exhibit 2-24**).

Exhibit 2-24
CHISD Students Passing TAAS for each Grade Tested
1997-98 through 2001-02

Grade/Subject	1997-98	1998-99	1999-2000	2000-01	2001-02*
3rd-Reading	82%	83%	85%	81%	83%
3rd-Math	75%	78%	79%	72%	86%
4th-Reading	89%	88%	88%	91%	88%
4th-Writing	88%	84%	88%	85%	87%

4th-Math	84%	84%	86%	87%	94%
5th-Reading	87%	83%	81%	85%	88%
5th-Math	84%	84%	88%	93%	95%
6th-Reading	89%	85%	86%	88%	88%
6th-Math	88%	87%	90%	93%	95%
7th-Reading	88%	82%	81%	87%	87%
7th-Math	86%	82%	80%	78%	87%
8th-Reading	87%	91%	88%	89%	92%
8th-Writing	81%	91%	79%	87.%	90%
8th-Math	83%	85%	89%	86%	87%
8th-Science	84%	89%	88%	89%	90%
8th-Social Studies	77%	75%	76%	78%	79%
10th-Reading	93%	93%	92%	93%	97%
10th-Writing	95%	93%	93%	93%	96%
10th-Math	74%	79%	83%	89%	94%

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

* TEA, Preliminary TAAS scores 2001-02.

FINDING

CHISD's associate superintendent, Instruction and Administrative Services, trained principals in program evaluation based on the report *A Practical Model for Program Evaluation* by the Texas Association of School Administrators. The associate superintendent, Instruction and Administrative Services, used CHISD's mentoring program as a model for the process during monthly principal meetings in 2001-02.

CHISD central office administrators evaluate a variety of programs annually and make recommendations to improve programs, or to continue or discontinue them. Examples of program evaluation completed in 2002, include the following programs: special education inclusion, CHISD's K-12 library program, the Reading Recovery program and SSMART labs. These programs target not only regular program students but also at-risk students who need additional instructional support using pull-out programs, tutorials, teacher training and on-going assessments.

The special education inclusion evaluation included surveys, interviews and assessment data report analysis that resulted in several commendations and recommendations to make the program more effective. The evaluation of the Reading Recovery program resulted in a recommendation to discontinue the program due to the cost and the limited number of students it helped. The library program evaluation recommended the library task force (with four parents added to the task force) create a CHISD Library Policies and Procedures Manual and release librarians who are presently teaching a full day of special classes.

COMMENDATION

CHISD has an effective evaluation process for determining strengths and weaknesses of educational programs.

FINDING

CHISD does not have a well-written local policy that provides direction for curriculum management. CHISD's curriculum policies include three legal policies; Policy EGA (Legal) Curriculum Development: Innovative and Magnet Programs; Policy EHA (Legal) Curriculum Design: Basic Instructional Program; and Policy EHB (Legal) Curriculum Design: Special Programs. CHISD has no local policy or administrative regulations regarding curriculum development.

CHISD contracts with the Texas Association of School Boards (TASB) for its policy development. TASB develops policies designated in the policy manual as "Legal" or as an "Exhibit" to comply with various legal requirements defining local district governance. TASB issues regular policy updates for local review and action to ensure that the district's policies remain in compliance with the changes in laws. Districts develop local policies to reflect decisions of the local boards of trustees and designate these policies as "Local" in the policy book.

Well-written curriculum policies provide clear direction concerning staff responsibilities, establish how to allocate available resources to accomplish the goals of the district and outline the processes and procedures needed to direct decision making. These policies generally include a purpose statement and statements defining the curriculum, outline the process for curriculum development and define the responsibilities of all stakeholders, including the board, the superintendent and district staff, principals, teachers, students and parents. In addition, these policies must be clearly written and thoroughly communicated to all staff members and the community.

Bastrop and Fort Bend ISDs both developed board policy, EG (Local) Curriculum Development that provides the required direction for local curriculum management. Fort Bend's policy includes:

- a definition of curriculum;
- the curriculum development process;
- the requirement that written curriculum documents are to be provided in all subject areas and courses offered;
- the expectation regarding alignment of the curriculum with instructional materials, classroom teaching and the district assessment program;
- the provision for professional staff development; and
- procedures that connect the budgetary process with curricular and program needs.

Recommendation 11:

Develop and adopt a local board policy to provide direction for curriculum management.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The associate superintendent, Instruction and Administrative Services, contacts TASB for information on districts with strong curriculum management policies.	October 2002
2.	The associate superintendent, Instruction and Administrative Services, writes a local policy for curriculum development and management.	November 2002
3.	The associate superintendent, Instruction and Administrative Services, submits the proposed policy to the superintendent for review and approval.	December 2002
4.	The CHISD Board of Trustees reviews and approves the policy for inclusion in the CHISD Board policy manual.	December 2002
5.	The superintendent submits the policy to TASB's Policy Service for formatting.	March 2003

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

CHISD students did not score well in 2000-01 on end-of-course (EOC) exams in Algebra I, Biology, U.S. History and English II. These tests are

used as the indicator for the 2002-03 Texas Assessment of Knowledge and Skills (TAKS), the state's new assessment requirement for graduation.

All students completing Algebra I, Biology, English II and U.S. History must take an EOC examination. Senate Bill 103 passed by the 76th Session of the Texas Legislature mandated a number of changes to the TAAS. Renamed TAKS, the exit-level portion of the test will be moved to grade 11 and administered for the first time in 2003-04. The new test will assess English language arts, mathematics, science and social studies. Students in grade 9 in 2001-02 will be the first class required to pass the exit-level test to graduate. The TEA reports that the 2001 passing rates on the EOC examinations are the best predictor of performance currently available for the new exit-level tests.

In 2000-01, the percentage of CHISD's students taking EOC examinations was higher than the peer districts and the Region 10 and state average. However, CHISD students scored lower than students in all of the peer districts on English II, U. S. History and Biology EOC exams and second-lowest on Algebra I (**Exhibit 2-25**). The largest discrepancy between CHISD's EOC passing rates and those of the state and region were for Algebra I. Statewide, 49.2 percent of students passed the Algebra I EOC exam, compared with 34 percent in CHISD, a difference of 15.2 percentage points. Hispanic students in CHISD, however, scored slightly higher than the regional and state averages on the English II EOC exams. All other CHISD scores were below the regional and state averages for the "all students" category.

Exhibit 2-25
Percentage of Students Passing EOC Exams
CHISD, Peer District, Regional and State Average
2000-01

District	Percentage of Students Passing English II by Student Group				
	All Students	African American	Hispanic	Anglo	Economically Disadvantaged
Grand Prairie	80.8%	75.4%	77.9%	84.8%	72.5%
Duncanville	76.4%	69.8%	66.1%	87.6%	63.6%
De Soto	69.1%	65.4%	58.5%	78.9%	61.9%
CHISD	63.9%	55.2%	69.4%	70.3%	57.3%
Region 10	76.7%	67.6%	66.9%	85.6%	65.2%
State	75.1%	65.0%	68.2%	82.1%	65.4%

District	Percentage of Students Passing Biology by Student Group				
	All Students	African American	Hispanic	Anglo	Economically Disadvantaged
De Soto	78.5%	73.8%	87.8%	88.6%	74.2%
Duncanville	75.8%	67.8%	71.7%	91.3%	66.2%
Grand Prairie	71.5%	72.3%	60.6%	83.7%	61.5%
CHISD	69.5%	53.7%	64.7%	88.5%	52.9%
Region 10	79.9%	69.0%	65.8%	91.2%	85.7%
State	79.9%	68.1%	67.9%	92.0%	66.8%
District	Percentage of Students Passing U.S. History by Student Group				
	All Students	African American	Hispanic	Anglo	Economically Disadvantaged
Grand Prairie	82.1%	80.1%	76.7%	88.8%	74.9%
Duncanville	77.8%	67.3%	69.4%	90.8%	62.7%
De Soto	75.2%	65.6%	77.4%	74.1%	60.3%
CHISD	70.9%	61.1%	66.2%	82.3%	64.1%
Region 10	76.0%	62.4%	63.7%	83.4%	58.9%
State	74.3%	60.3%	63.1%	85.2%	59.2%
Grand Prairie	57.3%	50.4%	49.4%	67.4%	54.1%
De Soto	38.0%	28.9%	49.1%	52.0%	24.7%
CHISD	34.0%	22.9%	24.7%	50.0%	24.2%
Duncanville	28.9%	17.4%	29.2%	46.9%	20.8%
Region 10	47.8%	28.0%	31.6%	63.6%	30.8%
State	49.2%	31.3%	37.5%	63.1%	36.0%

Source: TEA, AEIS, 2000-01.

Without improved scores on EOCs, few students can expect to receive passing scores on the TAKS exit examinations. Recognizing the deficit in Algebra I EOC scores, the district included a plan with specific initiatives in the high school's Campus Improvement Plan (CIP) to vertically align

the middle school and high school algebra curriculum. However, neither the District Improvement Plan (DIP) nor the high school CIP address any of the other EOC examination scores.

Many Texas school districts attempt to increase student performance on specific EOC examinations, like CHISD did with their Algebra I EOC scores, through strategies specifically identified in CIPs and DIPs, such as curricular reviews, tutoring and subject-specific resources including instructional technology software.

Recommendation 12:

Include strategies for improving student pass rates on end-of-course exams in the Campus Improvement Plans and the District Improvement Plan.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The associate superintendent, Instruction and Administrative Services, gathers information regarding the assistance with curriculum studies available from regional education service centers or other school districts.	October 2002
2.	The associate superintendent, Instruction and Administrative Services, convenes a committee of teachers, administrators and central office personnel to review information and formulate recommendations regarding the alignment of the district's Algebra I, Biology, English II and U.S. History curricula with EOC examinations.	January 2003
3.	The committee submits its recommendations with timelines to the superintendent for review.	February 2003
4.	The superintendent submits the recommendations with timeliness to the board for approval.	April 2003
5.	The associate superintendent, Instruction and Administrative Services, initiates the approved plans.	May 2003 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 2

EDUCATIONAL SERVICE DELIVERY

C. STAFF DEVELOPMENT

The Texas Education Code requires certain criteria for staff development in a Texas school district (Subchapter J. Staff Development, Section 21.451). The key requirements are that staff development:

- must include training in technology, conflict resolution strategies and discipline strategies;
- may include instruction as to what is permissible under law;
- must be predominantly campus-based, related to achieving performance objectives; and
- must be developed and approved by the campus site-based decision-making committee.

Campus staff development may include activities that enable the campus staff to plan together to share effective strategies for curricular and instructional issues, to analyze student achievement results, to reflect on means of increasing student achievement, to study educational research, to identify students' strengths and weaknesses, to develop meaningful programs for students and to appropriately implement site-based decision-making.

According to TEA, an effective policy on staff development includes:

- an explanation of how training needs will be identified;
- specific training requirements;
- an explanation of how campus-level staff development operates;
- a focus on staff development aimed at student achievement;
- criteria for how campus staff are to be reimbursed for attending training on their own time;
- training requirements for special programs such as gifted and talented, Title I, students with disabilities and athletics; and
- an administrator training policy.

FINDING

CHISD does not have a comprehensive staff development plan that targets areas of weakness, such as curriculum and instructional strategies designed to increase performance in social studies and EOC exams. Staff development for 2001-02 included two days for new teachers, three district-planned days for all staff, three campus-planned days, four workdays and one day for parent conferences (**Exhibit 2-26**). The district's

planned staff development included four half-day sessions; preventive discipline, discipline and classroom management, gifted and talented education and mini sessions.

**Exhibit 2-26
CHISD District Planned Staff Development 2001-02**

Date	Courses	Audience
August 3, 2001	New teacher orientation	New teachers
August 6, 2001	New teachers Half-day - Teacher evaluation procedures	New teachers
August 7, 2001	Half-day - District plan of preventive social skills day campus planned	All teachers
August 8, 2001	Campus-planned staff development	Campus staff
August 9, 10, 2001	Workdays	All teachers
October 5, 2001	Parent conference day	All teachers
December 21, 2001	Workday or comp day	All teachers
January 7, 2002	Half-day -gifted and talented and half-day discipline	All teachers
February 22, 2002	Half-day district-planned mini sessions; half-day campus-planned	All teachers
May 24	Workday	All teachers
May 25, 2002	Dealing with difficult students and working with parents or comp day	All teachers

Source: CHISD associate superintendent of Instruction and Administrative Services, 2001-02.

In addition to staff development provided on scheduled staff development days, CHISD offered 29 one-hour after-school mini sessions throughout the year. Each session addressed a different topic and no sessions were repeated (**Exhibit 2-27**). CHISD limited enrollment for each session to 40 teachers and allowed teachers to attend 12 of the 29 one-hour mini sessions to earn compensatory time and not attend the full day of staff development and a workday.

Exhibit 2-27
After-School Mini Session Staff Development
2001-02

Fall Semester		Spring Semester	
Date	Topic	Date	Topic
Sept. 17	Energizing the workplace	Jan. 17	Empowering parent conferences
Sept. 25	Conflict and negotiation	Jan. 22	Behavior-What I need to know to change it
Sept. 27	Effective parent communication	Jan. 29	Motivating culturally diverse students
Oct. 2	Working with difficult parents	Feb. 12	Providing quality service
Oct. 11	Discipline issues for special education kids	Feb. 19	Strategies for managing student behavior
Oct 16	Generating data and linking it to intervention	Feb. 28	Creative uses of math in your class
Oct. 18	Stress and time management	Mar. 5	Dysfunctional families
Nov. 1	What are ESL and bilingual education	Mar. 19	Rx for common discipline problems
Nov. 13	You can never be too rich or have too many index cards	Mar. 21	Writing across the curriculum
Nov. 19	Effective cooperative learning strategies	Mar. 26	The Millennium Generation
Nov. 27	Conflict management	Apr. 4	Special education law and guidelines
Dec. 4	Everyone teaches math	Apr. 9	Recognizing drug problems and gang activity
Dec. 6	Classroom management tips	Apr. 16	Creative ideas for gifted and talented kids
Dec. 10	Pre-empting a classroom crisis	Apr. 22	Working with parents from other cultures
		May 2	Roundtable discussion of school laws and policies

Source: CHISD Staff Development catalog, 2001-02.

CHISD also offers voluntary staff development during the summer. Summer staff development in 2001 addressed gifted and talented education and elementary mathematics and reading.

CHISD secondary teachers identified staff development needs in the following order: technology, classroom management, school climate and instructional issues. CHISD elementary teachers identified the same needs in a different order: classroom management, instructional issues, school climate and technology. CHISD addressed the needs by offering a variety of short sessions teachers could choose to attend.

Conroe ISD uses current research on brain theory focusing on how students learn and plans staff development using four strands: (1) the development of confident and competent learners through an understanding of the unique learning needs and varied characteristics of students, (2) Learner-centered curriculum, (3) Learner-centered assessment and (4) Learner-centered instruction and learning. Alief ISD's plan includes motivation, assessment and planning strategies.

Many districts develop staff development philosophies and plans focusing on current research that equips teachers with processes/strategies/skills necessary to enable all students to reach their potential. Districts provide staff development opportunities that connect the research to the TEKS and the Professional Development and Appraisal System (PDAS). Developing comprehensive districtwide staff development plans that reflect the areas most in need of improvement provide opportunities for most teachers to be trained in the same strategies which enable an entire district to improve in the weaker student performance areas.

Recommendation 13:

Develop a coordinated staff development plan that focuses on district and campus goals.

To be effective, CHISD's staff development should be planned comprehensively using input from campus site-based decision-making committees, to include specific areas of weaknesses.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director, Curriculum, contacts Region 10 for samples of district staff development plans.	November 2002
2.	The director, Curriculum, convenes a committee of central office directors, 3 members of the site-based decision-making committees, principals and teachers to review other district	November 2002 - March 2003

	plans and develop a comprehensive and coordinated plan for CHISD.	
3.	The director, Curriculum, submits the CHISD staff development plan to the associate superintendent, Instruction and Administrative Services and superintendent for review, and approval.	March 2003
4.	The director, Curriculum, implements the plan.	June 2003 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 2

EDUCATIONAL SERVICE DELIVERY

D. COMPENSATORY EDUCATION

School districts provide additional support programs for students who are not performing at grade level and who might be at risk of dropping out of school. The federal Elementary and Secondary Education Act (Title I, Part A), originally enacted in 1965, and the Improving America's Schools Act of 1994 provide funds for this purpose.

Texas school districts receive federal funding for a variety of purposes. The poverty level in the geographical area in which the school district is located determines the amount of Federal funding allocated to the districts. The students served in programs funded by Title I, Part A, are selected based on educational need, not economic status. Title I, Part B funds are used for programs to aid migrant children. Title II, Eisenhower Funds are for professional development. Title IV is for safe and drug-free schools and Title VI is for innovative education program strategies. The Elementary and Secondary Education Act, which has been amended on several occasions, first authorized these various entitlements in 1965 and last reauthorized them in October 1994. **Exhibit 2-28** identifies funds the district received in each of these programs.

Exhibit 2-28
CHISD Federal Program Funds
2001-02

Title	2001-02
Title I-Part A	\$151,406
Title II Eisenhower Professional Development	\$19,199
Title IV-Safe and Drug-Free Schools	\$27,726
Title VI Innovative Education Program	\$24,912
Title VI - Class Size Reduction Program	\$69,049
Migrant	\$1,160
Vocational Carl Perkins	\$34,256
Total	\$327,708

Source: CHISD director of Special Programs, 2001-02.

Schedule 5B of the Title I application requires districts to rank their schools based on the percentage of students in the free and reduced-price lunch program.

Some Title I funds are awarded to schools, others to targeted assistance programs. In schoolwide assistance programs, the funds can be used throughout the school to upgrade the entire educational program as long as the program meets the needs of the targeted students. To qualify as a schoolwide assistance school, at least 50 percent of the student population must be economically disadvantaged. Targeted assistance programs must use the funds for designated-purpose programs such as a computer lab that serves the targeted students. CHISD has four Title I Target Assistance schools: High Pointe, Highlands, Plummer and Waterford Oaks elementary schools. CHISD uses Title I funds for salaries for Reading Recovery teachers who work with students in grades 1 and 2 who are not reading on grade level.

Texas began allocating state funds for compensatory programs in 1975 with the passage of House Bill 1126. Compensatory or accelerated education, as defined in Section 42.152 (c) of the Texas Education Code, are programs designed to improve and enhance the regular education program for students at risk of dropping out.

Among its peer districts, CHISD had the lowest percentage of economically disadvantaged and at-risk students in 2001-02. CHISD budgeted the second-lowest amount of compensatory education funds. Budgeted compensatory funds were 5.4 percent of total budgeted instructional expenditures (**Exhibit 2-29**).

Exhibit 2-29
Number of At-Risk and Economically Disadvantaged
Students and Budgeted Compensatory Funds
CHISD and Peer Districts
2001-02

District	At-Risk Students	Economically Disadvantaged Students	Compensatory Education Funds	Percentage of Total Instructional Expenditures
Grand Prairie	3.4%	54%	\$4,517,674	6.4%
Cedar Hill	2.8%	24%	\$1,263,709*	5.4%
Duncanville	4.7%	40%	\$1,398,035	3.9%
De Soto	3.2%	37%	\$926,244	3.8%

Source: TEA, PEIMS, 2001-02 and CHISD associate superintendent, Business and Support Services.

**On April 30, 2002, the district reported to the review team an amended budgeted amount of \$1,263,709; however, the budgeted amount reported to TEA for PEIMS was \$426,571.*

Districts use compensatory funds for programs to increase student achievement and reduce the dropout rate of at-risk students. In determining the appropriate accelerated or compensatory program, districts must use student performance data from the state assessment instruments and any other achievement tests administered by the district. Based on this needs assessment, district and school staff design the appropriate strategies and include them in the campus or district improvement plan.

FINDING

CHISD's DIP addresses improving the achievement of at-risk students. Three objectives of goal one relate to special programs; (1) "The District shall develop and implement a plan specifically targeting improvement in identified student subgroups," (2) "The District will identify all students not performing at grade level or above and provide appropriate remediation to bring these students up to grade level" and (3) "The District will provide a full range of programs and services to meet the needs of identified students in special programs."

To supplement state and federal funds allocated for these programs, CHISD applied for a number of grants. CHISD joined TEA's grant announcement service, which provides e-mail notification of newly available grants. Upon notification, CHISD's director, Special Programs, reviews the criteria required for the available grants and presents the requirements at regularly scheduled curriculum staff meetings. CHISD uses the focus of the grant to determine which staff member will be responsible for the grant application. The other staff members provide assistance. CHISD received \$1.4 million in grants over the past two years (**Exhibit 2-30**).

Exhibit 2-30 CHISD Grant Funds and Program Description 2000-01 and 2001-02

Grant	Amount	Funding	Program	School
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		Year	Description	Location
Reading Competitive Grant	\$30,000 (\$15,000 per campus)	2001-02	Sixth Grade Reading Textbooks	Beltline and West Intermediate Schools
Even Start Family Literacy	\$200,000	2001-05	Provides GED, ESL, and Adult Basic Education, Early childhood	Districtwide
Model Reading Intervention Competitive Grant	\$349,000	2001-02	SMMART Labs (Students Mastering Math and Reading Techniques)	All elementary and intermediate schools Grades 3-6
Accelerated Reading Instruction	\$223,600	2000-01 2001-02	Early Intervention programs	Grades K-2 all elementary schools
One Community/One Child	\$10,000 (\$5,000 per campus)	2000-01	Parental involvement in schools	Waterford Oaks and High Pointe Elementary Schools
One Community/One Child	\$5,000	2001-02	Parental involvement in schools	High Pointe Elementary School
Class-size Reduction Program	\$56,450	2000-01	Reduce class size by hiring additional staff	Plummer and Waterford Oaks Elementary Schools
Class-size Reduction Program	\$69,049	2001-02	Reduce class size by hiring additional staff	Plummer and Waterford Oaks Elementary Schools
Library Supplemental	\$1,619	2000-01	Additional library materials	Beltline Intermediate
Library Supplemental	\$2,089	2001-02	Additional library materials	To be determined
Spanish AP Grant	\$3,000	2000-01	30 hand held recorders	Cedar Hill High School

Kindergarten Planning Grant	\$40,000	2000-01	Program planning for expansion to full day program	All K-4 schools
Kindergarten Facilities Grant	\$120,000	2000-01	Capital expenditures for expansion to full day program	All K-4 schools
Technology Infrastructure Fund (TIF)	\$160,000	2000-01	Distance learning laboratories	Permenter Middle School Cedar Hill High School
TIF Grant	\$200,000	2001-02	Portable computer labs	Bray, High Pointe, Highlands and Waterford Oaks Elementary Schools
Total	\$1,469,807			

Source: CHISD director, Special Programs, 2001-02.

CHISD implements a variety of programs to serve at-risk students. **Exhibit 2-31** describes each program and its location.

Exhibit 2-31
CHISD Compensatory Education Programs
2001-02

Program	Description	Location
Reading Recovery	Specialized reading instruction at grades one and two.	All elementary schools
SMMART (Students Mastering Math and Reading Techniques)	Established labs with reading teachers and support teachers providing intensive instruction in math and reading.	All elementary schools
Plato Labs	Computer labs and software used for remediation in math and TAAS math tutorials.	Permenter Middle School Cedar Hill High School
Plato Comprehensive Lab	Comprehensive package for tutoring in math, science, and	Alternative Education Program

	social studies.	
CEI Labs	Computer lab for Reading Acceleration program.	Elementary, Intermediate and Permenter Middle Schools
Reading/TAAS classes	Additional reading class.	Permenter Middle School
Tutorials	Tutorial during the day, before and after school.	Districtwide
Reading Mentors	Volunteers who work on reading skills, fluency and comprehension with individual or small groups of students.	Elementary and Intermediate Schools
Reading Specialist	Two specialists mentor teachers, model teach and work with students on specific reading skills.	Elementary schools
Even Start	Family Literacy Grant provides parenting and adult basic education, early childhood program, GED preparation.	Districtwide
TAAS Exit summer class	Additional tutoring during the day and evening in the summer for students who have any section of TAAS Exit to pass.	High School
Reading Acceleration	Project Read instruction during school day.	Permenter Middle School
GED	In-school preparation for taking the GED exam.	High School

Source: CHISD director, Special Programs, 2001-02.

In addition to the programs designed to increase student achievement, CHISD assigned each administrator in the department of Instruction and Administrative Services to a campus. The central office administrator provided weekly assistance at the campus by assisting with planning, evaluating data, attending teacher conferences, working with individual students, monitoring student progress or providing other duties as requested by the principal.

Campus improvement plans indicate CHISD appropriated compensatory funds for instructional materials such as phonics workbooks, reading

recovery materials, early literacy books and TAAS materials at the elementary schools. At the secondary schools, CHISD used compensatory funds to implement a reading acceleration program and to acquire TAAS materials. CHISD paid the salaries of all staff in the alternative education program with compensatory funds.

COMMENDATION

CHISD has developed programs and strategies for providing intensive instruction in reading and math.

Chapter 2

EDUCATIONAL SERVICE DELIVERY

E. CAREER AND TECHNOLOGY EDUCATION

According to the Texas Education Code, each Texas school district must offer career and technology education. Career and Technology Education (CATE) is a curriculum designed to prepare students to manage the dual roles of family member and wage earner. Career and Technology Education courses should prepare students to gain entry-level employment in a high-skill, high-wage job or continue in post-secondary education. CATE includes training in health sciences and technology, marketing, industrial technology and trade, industrial occupations and other areas. CATE is a popular option for students in CHISD. About 58 percent of all CHISD high school students, 1,201 of 2,075 students, are enrolled in CATE courses. Many students enroll in more than one CATE course during the year.

The coordinator of Career and Technology manages the CATE program as part of his overall responsibilities. CHISD participates in the Dallas-Fort Worth Metroplex Workforce Commission and InterLink. InterLink Inc. advises CHISD on jobs most needed in the future in the Dallas-Fort Worth area. CATE begins in the elementary school with the use of guest speakers and Career Day. Middle school students enroll in Career Investigation, Computer Literacy, Family and Consumer Science, Life Management and Industrial Technology courses and high school students have a wide array of courses from which to choose. Of the 71 courses offered, students enrolled in 41 different courses. Although 71 courses are listed, some courses are offered on a rotating basis. Some CHISD students attend Auto Tech and Cosmetology courses in Duncanville under a shared agreement.

CHISD's percentage of total enrollment in CATE programs is lower than the state and regional averages. Compared with its peer districts, CHISD spends the second highest amount per student on its CATE programs (**Exhibit 2-32**).

Exhibit 2-32
CATE Enrollment and Budgeted Expenditures
CHISD and Peer Districts
2001-02

District	Students Enrolled in CATE	Percentage of Total Enrollment	CATE Budgeted Expenditures	Expenditures per Student

Duncanville	2,751	25.5%	\$1,921,674	\$699
Cedar Hill	1,201	17.2%	\$1,099,600*	\$916
De Soto	1,194	16.7%	\$945,955	\$792
Grand Prairie	2,856	13.6%	\$2,824,052	\$989
Region 10	122,823	19.9%	N/A	N/A
State	802,149	19.3%	\$745,133,786	\$929

Source: TEA, PEIMS, 2001-02.

*On April 30, 2002, the district reported to the review team an amended budgeted amount of \$1,099,600; however, the budgeted amount reported to TEA for PEIMS was \$285,771.

Expenditures for the CATE program increased 61.3 percent from 1997-98 through 2000-01 and 62 percent per student over the same time frame, though enrollment decreased by 0.5 percent (**Exhibit 2-33**).

Exhibit 2-33
CHISD CATE Expenditures
1997-98 through 2000-01

Category	1997-98 Actual	1998-99 Actual	1999-2000 Actual	2000-01 Actual	Percentage Change 1997-98 to 2000-01
CATE expenditures	\$771,556	\$113,500	\$1,102,928	\$1,244,756	61.3%
CATE students served	1,254	1,283	1,198	1,248	(0.5%)
CATE expenditures per student	\$615	\$885	\$921	\$997	62.1%

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

CHISD is undertaking a series of initiatives to address the needs of its college and non-college-bound students. CHISD participates with Cedar Valley Community College in two programs: TechPrep articulation agreements and concurrent enrollment courses. In addition to these two programs, CHISD offers work-based education courses.

TechPrep is a program that leads students toward associate or baccalaureate degree programs and helps students prepare for high-skill, high-wage jobs in at least one field of engineering technology, applied science, construction, publishing or business through a planned, sequential program of study. Students take a coherent sequence of courses while in high school that will earn them "Credit-in Escrow" at colleges with whom the high school has articulation agreements. "Credit-in-Escrow" are college credits earned for successful completion of certain high school courses. The school district must have an articulation agreement with a college indicating which specific high school courses in a chosen field the college will give credit. Students may earn high school credit and up to 15 hours of college credit simultaneously if they earn a grade of "B" or better in a coherent sequence of courses while in high school and then enroll in the college that participates in an articulation agreement with the high school. The TechPrep program has courses available in hospitality management, criminal justice and health science.

The concurrent enrollment program with Cedar Valley Community College allows students to earn college hours and high school credit requirements in the same course. CHISD teachers are the instructors for the concurrent enrollment courses. Cedar Valley Community College waives tuition for the high school students enrolled in concurrent enrollment courses. Fourteen CATE courses carry dual credit options. CHISD offers work-based education programs in Business Career Preparation, Family and Consumer Science, Marketing Dynamics and Trades and Industry. Work-based education programs allow students to receive credit toward graduation requirements while employed.

CHISD students may choose from more than 70 CATE courses representing seven program areas including Career and Technical Education, Business Education, Health Occupations, Family and Consumer Science, Marketing Education, Technology Education and Trade and Industrial Education. **Exhibit 2-34** displays the number of students enrolled in CATE classes for high school credit and the number enrolled for dual credit.

Exhibit 2-34
Career and Technology Course Enrollment
Sorted by Dual Credit and High School Credit
2001-02

Course	High School Credit only	Enrolled for Dual Credit
Career and Technical Education		
Applied Agricultural Science	55	

Agricultural Metal Fabrication	32	
Equine Science	12	
Home Maintenance and Improvement	43	
Floral Design	52	
Business Education		
Keyboarding	64	
Accounting I	11	26
Business Computer Info Systems I	116	
Business Computer Info Systems II	7	48
Business Computer Programming	25	
Telecommunications and Networking	12	
Health Occupations		
Health Science Technology	42	
Health Science Technology II	7	
Family and Consumer Sciences		
Personal and Family Development	114	
Individual and Family Life	59	
Interior Design	62	
Family and Consumer Sciences Career Prep	29	
Family and Consumer Sciences Career Prep II	9	
Marketing Education		
Travel and Tourism Marketing	9	25
Marketing Dynamics	21	22
Business Education Career Prep (COOP)	4	18
Business Education Career Prep (COOP)		2
Technology Education		
Technology Systems	156	
Computer Applications Industrial	279	
Architectural Graphics	20	
Engineering Graphics	33	

Computer Multimedia & Animation	73	6
Trade and Industrial Education		
Automotive Technician	6	
Automotive Technician II	2	
Cosmetology I	8	
Trade and Industrial COOP	16	
Trade and Industrial II COOP	3	
Computer Maintenance	16	15
Intro. To Criminal Justice		30
Crime in America	209	47
Criminal Justice Internship	4	9
Courts and Criminal Procedures	36	9
Fundamentals of Criminal Laws	33	
Police Systems and Practices	63	
TOTAL	1,742	257

Source: CHISD coordinator, Career and Technology, March 2002.

FINDING

Beginning with the fall semester in 1996-97, CHISD began a two-semester honors United States Air Force Junior Reserve Officer Training Corps course, the flight-training ground school, that is an in-depth study of the aviation industry and its development, aircraft design advances and aviation fundamentals. The course is the only such course offered in the state of Texas.

The course content includes principles of flight, the flight environment, aircraft systems and performance, meteorology for flights, interpreting weather data, basic navigation, radio navigation systems, aviation physiology, flight planning and decision-making and selected real-time aircraft incident and accident investigation case studies. Cadets are provided an opportunity to actually fly an aircraft and conduct actual airfield management in conjunction with the Experimental Aircraft Association's annual sponsorship of the Young Eagles program. Also, cadets use a fully operational static flight simulator throughout the course to reinforce course objectives and incident and accident case studies.

Students receive concurrent high school credit and six hours of college credit, through the Dallas County Community College System, for the course. The cost of materials used in the course is paid for by the US Air Force and includes pilot manuals, study guides, annual edition of the Federal Aviation Administration (FAA) regulations, flight computers, flight plotters, aeronautical charts, videos and computer software.

In 2002-03, 11 students, or cadets, will be enrolled in the course. Enrollment is limited, and cadets must have the approval of the senior aerospace science instructor at Cedar Hill High School prior to registering. Upon completion of the course, cadets are eligible to take the FAA private pilot written exam.

COMMENDATION

CHISD's Air Force Junior Reserve Officer Training Corps course provides a unique opportunity for students to receive high school and college credit, apply classroom instruction in real airfield management situations and qualify for private pilot examinations.

Chapter 2

EDUCATIONAL SERVICE DELIVERY

F. GIFTED AND TALENTED EDUCATION

Since 1987, state law has required all Texas school districts to have educational programs that serve the needs of gifted and talented students and that the programs be available in all districts and at all grades. Gifted and talented students have high levels of achievement, intellectual and academic ability, creativity, leadership skills and talent in the visual and performing arts.

Districts are required to have a systematic process for identifying gifted and talented students. The TEA issues guidelines for the identification of gifted and talented students in an effort to ensure that all of these students receive a quality education. The process must include quantitative as well as qualitative evaluation tools and instruments. Funding for the identification of gifted and talented students and programs is available through the Texas Foundation School Program. Gifted and talented programs provide more challenging curriculum for students from various cultural, linguistic and socioeconomic backgrounds.

CHISD's Gifted Education program is a three-pronged program focusing on creative, intellectual and leadership skills and serves students who are performing, or have the potential to perform, at high levels relative to their peers. The program is designed to develop complex thinking processes that include problem solving and decision making, as well as critical and creative thinking. Students are provided the opportunity to work independently or in groups.

Compared to its peer districts, CHISD spends the most in total and per student on its gifted and talented education program. The number of CHISD students enrolled in gifted and talented program as a percentage of total enrollment is less than two of its peer districts (**Exhibit 2-35**).

Exhibit 2-35
CHISD, Region 10, State and Peer Districts
Gifted and Talented Education Enrollment
2001-02

District	Number of Students Served	Percentage of Total Enrollment
Duncanville	1,234	11.4%

Grand Prairie	1,500	7.2%
Cedar Hill	464	6.7%
De Soto	468	6.6%
Region 10	66,067	10.7%
State	339,270	8.2%

Source: TEA, PEIMS, 2001-02.

The number of students served in CHISD's program does not include students in kindergarten through grade 2. CHISD received a waiver to delay gifted and talented identification until the second semester of grade 2. In kindergarten through grade 2, teachers informally evaluate the potential of all children. Teachers gather student data in a portfolio each year to assist them in determining if a formal referral for evaluation should be made in May of a student's second-grade year.

Total funding for the gifted and talented programs increased by 16.9 percent and per student funding decreased by 10.8 percent from 1997-98 through 2001-02. The number of students in the program increased 31.1 percent over the same period (**Exhibit 2-36**).

Exhibit 2-36
CHISD Expenditures for the Gifted and Talented Education Program
1997-98 through 2001-02

Category	1997-98 Actual	1998-99 Actual	1999-2000 Actual	2000-01 Actual	2001-02 Budget	Percentage Change 1997-98 to 2001-02
Gifted and talented expenditures	\$1,468,979	\$1,268,575	\$1,257,153	\$1,559,889	\$1,717,942*	16.9%
Gifted and talented students served	354	432	425	467	464	31.1%
Gifted and talented expenditures per student	\$4,150	\$2,937	\$2,958	\$3,340	\$3,702	(10.8%)

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

**On April 30, 2002, the district reported to the review team an amended budget of \$1,717,942; however, the budget reported to TEA for PEIMS was \$145,115.*

Each CHISD school serving grades K-6 students determines the gifted and talented grouping design at grades 3 through 6. Once a grade groups gifted and talented students in a classroom, the grouping practice will be maintained for the remaining elementary grades. Gifted and talented students receive different instruction from other students.

FINDING

CHISD provides an abundance of honors, Pre-Advanced Placement (Pre-AP) and Advanced Placement (AP) courses for its students and encourages students to follow the more rigorous graduation program. Honors courses provide students with a more challenging curriculum than regular education courses. AP courses give students the opportunity to try college-level courses while in high school. If students score a three or better on an AP exam, colleges award three or four college hour credits when they enroll in the college. Pre-AP courses prepare students academically for AP. The College Board provides curriculum objectives for the courses and offer teacher training institutes. Cedar Hill Middle School gifted and talented students enroll in Pre-AP and honors courses. AP and Pre-AP courses at the high school level provide students with more academically rigorous or differentiated instruction.

CHISD received recognition in a Dallas area magazine, *D* and in *Newsweek* for the number of students enrolled in Advanced Placement courses. *Newsweek* ranks schools according to the number of Advanced Placement exams given in one year divided by the number of graduating seniors that year. In March 2000, *Newsweek* ranked Cedar Hill High School in the top 450 schools in the nation.

CHISD provides honors, advanced or pre-AP courses in the four core subjects and band at the middle school. Students in the middle school may also take Spanish I for high school credit. High school students may choose from an array of Pre-AP and AP classes in the four core areas and 35 electives (**Exhibit 2-37**).

Exhibit 2-37 Courses Available to Middle and High School

**Gifted and Talented Education Students
2002-03**

Middle School	Course
	Honors Algebra I Honors Geometry Pre-AP English 7 Pre-AP English 8 Advanced History Advanced Science Spanish I Honors Band
High School	Course
	English IH Pre-AP English IIH Pre-AP English IIIH AP English IV AP Creative and Tech Writing and Research- Dual Credit Geometry H Algebra II H Pre-Calculus H - Dual Credit Pre-Calculus Pre-AP - Dual Credit Calculus AB AP Calculus BC AP Statistics AP Biology IH pre-AP Biology AP - Dual Credit Chemistry IH Pre AP Chemistry AP Physics IH Pre AP Physics B AP Physics C AP US History H US History AP Geography H World History H World History AP Government H AP Economics H AP French III H Spanish I - IV H Advanced Spanish I-IV AP - Dual Credit Latin I-III H Accounting II H - Dual Credit

Business Image Mgt. and Multimedia H BCIS II H -Dual Credit Business Computer Program I H AP Business Computer Program II Elementary Education Rotation H Art History AP Debate H Advanced Journalism H Yearbook Advanced Journalism I H Newspaper Desktop Publishing H Yearbook Photo H Ag Science H Music Theory AP Advanced Reading H Pre AP Music Theory Honors Band H Private Pilot Ground School H- Dual Credit Pre AP Art I and II Student Leadership H Travel Marketing Services H Practical/Creative Writing H Independent Study in English H Independent Study in Math H Humanities H Anatomy and Physiology H A cappella Choir H Show Choir H Theatre Production H Psychology AP Studio Art AP
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Source: CHISD High School Curriculum Catalog, 2002-03.

To receive a high school diploma, a student entering grade 9 in 1998-99 through 2000-01 could complete the requirements of the minimum high school program, the recommended high school program or the distinguished achievement program as specified in Chapter 74.11 of the Texas Education Code. Additional core course credits of one fine arts credit and two credits in the same foreign language are required for the recommended program and three foreign language credits in the same language are required for the distinguished achievement program. The distinguished achievement program requires four advanced measures obtained by a combination of scores of three or better on College Board Advanced Placement exams, college courses and original research projects.

CHISD does not require prerequisites to enroll in honors, Pre-AP and AP courses. Enrollment is open to any student. Consequently, many more students enroll in the more challenging courses. Gifted and talented students who enroll in classes with general education students receive more challenging assignments.

The percentage of CHISD students enrolled in advanced courses and graduating under the recommended graduation plan greatly exceeds that of all of its peer districts and the state and regional averages (**Exhibit 2-38**).

Exhibit 2-38
Percentage of Students Enrolled in Advanced Courses and
Percentage of Graduates Completing the Recommended Program
CHISD, Peer Districts, State and Regional Averages
2000-01

District	Percentage in Advanced Courses	Percentage of Graduates with Recommended Graduation Requirements
Cedar Hill	52.8%	65.3%
De Soto	16.6%	54.4%
Grand Prairie	15.4%	53.5%
Duncanville	19.2%	25.5%
Region 10	20.6%	39.7%
State	20.1%	38.6%

Source: TEA, AEIS, 2000-01.

COMMENDATION

CHISD provides many advanced courses and encourages students to pursue the more challenging recommended graduation program.

FINDING

CHISD's practice of open enrollment in honors, pre-AP and AP courses is not the same as printed descriptions of course requirements in the high school student handbook and catalog. The Cedar Hill High School Student Handbook and the high school curriculum catalog of course offerings list prerequisites for enrollment in honors, Pre-AP and AP courses.

The criteria for Pre-AP/AP/Honors described in the Student Handbook lists the following requirements:

1. grades: an 87 or above average and/or demonstrated mastery of subject matter and appropriate grade level;
2. testing: achievement test scores above the 88th percentile and mastery of TAAS;
3. teacher recommendation based on student motivation and cooperation is required;
4. advanced science courses require demonstrated proficiency in math; and
5. English honors require an analysis of the student writing.

The high school curriculum catalog of course offerings indicates that test scores and teacher recommendations are prerequisites for enrollment.

The high school principal and counselors and the assistant superintendent for Administrative Services said enrollment in an honors or AP course is open to any student. Confusion occurs when the regulations for enrollment in certain courses are stated differently from the practice the school follows. Some students may not be aware of the practice and therefore do not enroll in the class.

Recommendation 14:

Align the high school student handbook and the curriculum catalog of high school course offerings with actual practice.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The associate superintendent, Instruction and Administrative Services, and the high school principal review the current practice and the description of the prerequisites in the high school student handbook and the curriculum catalog.	October 2002
2.	The associate superintendent, Instruction and Administrative Services, submits the corrections to the high school student handbook and the curriculum catalog of course offerings to the superintendent for approval.	November 2002
3.	The high school principal corrects the high school student handbook and the curriculum catalog prior to printing.	December 2002
4.	The high school principal disseminates newly printed curriculum catalogs to students prior to selection of courses.	February 2003

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

CHISD does not have a plan for tracking and monitoring AP test fees, incentive awards and teacher training. The district funds advanced placement test fees that are in addition to the state's \$30 stipend, which detracts from funds available for students not performing up to expectations. In 2000-01, the district spent \$17,430 to cover the additional \$30 AP fee, making the student responsible for only \$18 per test. The number of students ranged from 190 students in 1998-99 taking 353 tests to 289 students in 2000-01 taking 581 tests.

In 1999, the state began funding an exam subsidy of \$30 for each test fee for students enrolled in an AP class at a Texas public school. Hence, students pay \$48 instead of \$78 for each AP exam taken. In addition, students who are eligible for financial need reductions qualify for another \$22 fee reduction offered by the College Board, the examination sponsor, and a \$7 administrative fee waiver. TEA also uses federal grant funds to waive another \$14 reducing the total amount for an AP examination per economically disadvantaged student to \$5.

The district also participates in the Texas Advanced Placement Incentive program passed by the Texas Legislature in 1993 designed to award campuses, teachers and students for high performance on AP exams. The state incentive program gives \$100 awards to each campus for each student who scores a three or above on an AP examination. The TEC specifically states these are "school awards" and "a school shall give priority to academic enhancement purposes in using an award received under the program." In a TEA memo dated February 2002 from the associate commissioner of Curriculum, Assessment and Technology, school districts were informed that AP Campus Awards may not be used for:

- student bonuses, awards, scholarships or any payment that could be considered financial gain for the student;
- teacher bonuses, awards, scholarships, or any payment that could be considered financial gain for the teacher;
- administrator bonuses, scholarships, or any payment that could be considered financial gain for the administrator;
- payment of any portion of student examinations, including re-test fees
- t-shirts or any other such novelty items; and
- all other items or payments that could be considered inappropriate.

CHISD received \$10,700 and \$10,000 in 1999-2000 and 2000-01, respectively for campus awards. TEA sends campus principals a survey that captures information on how the campus awards are being used to improve academic services. The district was unable to provide a copy of the completed TEA survey for 1999-2000 or 2000-01 upon request.

In 1991-92, the O'Donnell Foundation granted CHISD \$41,000 for technology and the AP program. The grant funded an incentive program that provided monetary awards to students scoring three or better on an AP exam and monetary awards to teachers based upon the number of their students scoring three or better. CHISD, through a local decision, pays students and teachers stipends of \$100 per score of three or four and \$200 per score of five on AP exams. In 2000-01, the district paid \$38,815 in student/teacher stipends for AP scores and teacher training.

In addition to these stipends, CHISD also pays the registration and travel expenses and a \$300 stipend for teachers attending AP summer institutes. The state reimburses the district for these fees up to \$450 for expenses incurred for the training of a certified AP teacher who teaches an AP class the following year. Beginning in summer 2002, the grants include teachers in grades 9 and 10 who teach Pre-AP courses. Six of 12 CHISD teachers attending AP summer institutes in 2000 qualified for reimbursements and eight of 23 qualified in summer 2001. The district, however, funded all 35 teachers for training received in both years while only receiving TEA reimbursements for the 14 teachers who were certified. The total cost to the district was \$10,733. CHISD does not require teachers attending summer training be certified.

Exhibit 2-39 shows the amount of stipends and subsidies awarded over the past five years.

Exhibit 2-39
CHISD AP Incentive Program Expenditures
1996-97 through 2000-01

Stipends	1996-97	1997-98	1998-99	1999-2000	2000-01
Number of students receiving stipends	89	96	111	106	99
Student Stipends for AP scores	\$15,000	\$15,700	\$20,000	\$16,000	\$16,200
Teacher stipends for student AP scores and attending AP Summer Institutes	\$29,840	\$39,850	\$31,995	\$19,980	\$22,615
Student Subsidy for Exam Costs	\$11,340	\$10,110	\$10,590	\$14,340	\$17,430

AP Summer Institute Registration Fees	N/A	N/A	N/A	\$2,145	\$8,588
Total	\$56,180	\$65,660	\$62,585	\$52,465	\$64,833

Source: CHISD, associate superintendent, Business and Support Services, July 2002.

Many districts who participate in the Advanced Placement Texas Incentive Program have instituted a plan to determine how they will fund their certified teachers, who will assist in the administrative record keeping for the program and how the campuses receiving award incentives will invest their award money for academic enhancements.

A plan for districts' AP programs, their funds and incentive awards gives districts not only direction but ample time to determine if their general fund can support expenses like additional exam subsidies.

Recommendation 15:

Implement the Texas Incentive Program for Advanced Placement and track subsidies, awards and teacher training.

The district should consider eliminating unnecessary district subsidies for Advanced Placement (AP) exam fees and AP training for uncertified teachers.

Under the Texas Incentive program for Advanced Placement, students would pay \$48 per exam. Students who qualify due to economic status would pay \$5 per exam. Only certified teachers who attend AP summer institutes should be reimbursed for their fees and travel.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The associate superintendent, Instruction and Administrative Services, creates a plan for tracking subsidies, awards and teacher training and recommends to the superintendent the elimination of unnecessary AP subsidies.	October 2002
2.	The superintendent requests board approval for the elimination of additional district AP subsidies.	December 2002
3.	The board approves of the plan and the elimination of additional district AP subsidies.	January 2003
4.	The associate superintendent. Instruction and Administrative	January

	Services, implements the plan.	2003
5.	The associate superintendent, Instruction and Administrative Services, informs the high school principal, teachers, counselors, students and parents of the changes.	January 2003

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 2

EDUCATIONAL SERVICE DELIVERY

G. SPECIAL EDUCATION

The Individuals with Disabilities Education Act (IDEA) requires all public school districts that receive federal funds to identify students with learning disabilities or special learning needs so that accommodations can be made to provide equal learning opportunities. IDEA regulations require a multidisciplinary team of special education teachers, a regular education teacher, assessment personnel, an administrator and a parent to determine the educational plan for students who qualify. In Texas, this committee is the Admission, Review and Dismissal (ARD) committee, because its main duties include admitting students into the special education process, reviewing their educational program and dismissing students who are no longer eligible. Specific areas of eligibility for Special Education Services include: autism, deafness, hearing impairment, mental retardation, speech and language impairment, auditory impairment, traumatic brain injury, serious emotional disturbance, vision impairment including blindness, multiple disabilities, orthopedic impairment, other health impairments, learning disabilities, pervasive developmental issues and homebound instruction for students unable to attend school.

In 2001-02, CHISD's special education student population was 8.9 percent of the district's total student population. This percentage is less than the state and the regional averages of 10.9 and 11.7 percent, respectively, and less than its three peer districts. CHISD spends more per eligible student than all peer districts. A significant number of students in CHISD require a ratio of two students per one adult due to the severity of their disabilities. Several students require medical procedures that can only be delegated to a registered nurse (RN). CHISD staffs elementary schools with clinic aides; therefore, the district employed an RN to serve the special education student needs. CHISD's per pupil expenditure is \$1,468 less than the state average (**Exhibit 2-40**).

Exhibit 2-40
Special Education Enrollment and Program Expenditures
CHISD, Peer District, Region 10 and State
2001-02

District	Number of Students Enrolled	Percentage of Total Enrollment	Special Education Budgeted Expenditures	Expenditures per Eligible Student

Grand Prairie	2,844	13.6%	\$9,292,659	\$3,267
Duncanville	1,206	11.2%	\$3,970,164	\$3,292
De Soto	892	12.5%	\$2,508,434	\$2,812
Cedar Hill	620	8.9%	\$2,597,319*	\$4,189
Region 10	67,332	10.9%	N/A	N/A
State	486,725	11.7%	\$2,753,628,704	\$5,657

Source: TEA, AEIS, 2001-02.

*On April 30, 2002, the district reported to the review team an amended budgeted amount of \$2,597,319; however, the budgeted amount reported to TEA for PEIMS was \$757,820.

Expenditures for special education increased 27.1 percent from 1997-98 through 2001-02. The number of students served increased 10 percent, and per student expenditures increased 15.4 percent (**Exhibit 2-41**).

Exhibit 2-41
CHISD Expenditures for the Special Education Program
1997-98 through 2001-02

Category	1997-98 Actual	1998-99 Actual	1999-2000 Actual	2000-01 Actual	2001-02 Budget	Percentage Change 1997-98 to 2001-02
Special education expenditures	\$2,043,378	\$2,406,385	\$2,570,823	\$2,677,988	\$2,597,319*	27.1%
Special education students served	563	558	658	663	620	10.1%
Special education expenditures per student	\$3,629	\$4,313	\$3,907	\$4,039	\$4,189	15.4%

Source: TEA, AEIS, 1997-98 through 2000-01 and PEIMS, 2001-02.

*On April 30, 2002, the district reported to the review team an amended budget of \$2,597,319; however, the budget reported to TEA for PEIMS was \$757,820.

CHISD employs 28 special education teachers and eight speech therapists, one of whom is bilingual, two special education counselors, five diagnosticians and one special education nurse. Twenty-three teachers have the appropriate certification, four have one-year emergency permits and one has a one-year, out-of-state permit. The special education program provides aides, diagnosticians, therapists, transportation, materials and supplies, adaptive and assistive equipment, contract services and workshops. A summary of CHISD's special education programs and services appears in **Exhibit 2-42**.

Exhibit 2-42
CHISD Special Education Program Services
2001-02

Program/Service	Description
Assistive Technology	An assistive technology device is any item, piece of equipment or system used to maintain or improve the functional capabilities of a child with a disability. CHISD employs an assistive technology specialist who coordinates a team of special education personnel in evaluating, selecting, adapting, maintaining, repairing, replacing and/or updating devices. The specialist also trains teachers to fully utilize the assistive device.
Diagnostic team	Diagnosticians provide psycho-educational services to students.
Student and Teacher Assessment Team (STAT)	A team located at each school addresses ways to assist students who are struggling in the classroom by making recommendations for helping the student that include tutorials, at-risk programs, remedial programs and referrals.
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 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.
Homebound	Educational services provided at home or at health-related facilities for students who are unable to attend school.

Source: CHISD, Special Education director, 2001-02.

CHISD delivers services to special education students through a variety of instructional settings: inclusion, content mastery, resource, a preschool program for children with disabilities, life skills, community-based instruction and intervention classes. Inclusion means the special education student receives instruction in a regular education class. Students needing special education support attend a content mastery class, staffed with a special education teacher and an aide. Students remain enrolled in the regular education class and attend content mastery classes as needed. Resource classes provide instruction to the special education students each day. Some special education students attend regular education classes for some subjects and resource classes for other courses. Life skills classes are for the more severely challenged students. These students also receive instruction in community settings. Students with behavior problems attend intervention classes to learn social skills along with academics.

CHISD's qualifying rate of CHISD students referred for special education services increased from 49 percent in 2000-01 to 57 percent in 2001-02. **Exhibit 2-43** illustrates the number of referrals by campus and the percentage of students qualifying for special education services for 2001-02. Forty-nine percent of the students referred for educational reasons qualified for services and 76 percent of those referred for speech qualified.

Exhibit 2-43
Number of Referrals for Evaluation by CHISD School and
Percentage of Referrals Eligible for Services
2001-02

School	Number of Referrals	Number of Students Eligible for	Percentage Eligible
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		Services	
Bray Elementary			
Educational	24	12	50%
Speech	24	15	63%
Plummer Elementary			
Educational	35	19	54%
Speech	13	12	92%
Waterford Oaks Elementary			
Educational	28	18	64%
Speech	9	7	78%
Highlands Elementary			
Educational	18	13	72%
Speech	27	21	78%
High Pointe Elementary			
Educational	20	5	25%
Speech	23	18	78%
West Intermediate			
Educational	15	8	53%
Speech	1	1	100%
Beltline Intermediate			
Educational	64	21	33%
Speech	0	0	-
Permenter Middle School			
Educational	18	13	72%
Speech	0	0	-
Cedar Hill High School			
Educational	11	5	45%
Speech	0	0	-
Total			
Educational Total	233	114	49%

Speech Total	97	74	76%
Combined Total	330	188	57%

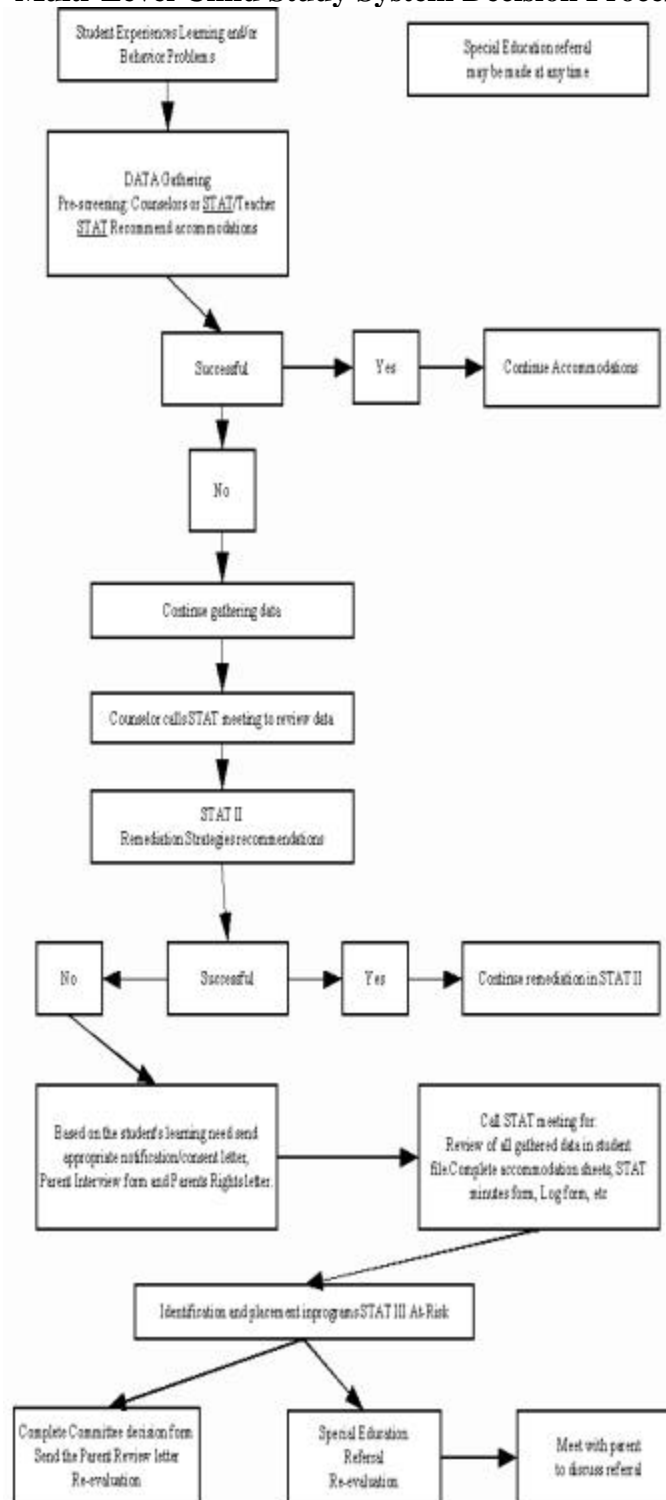
Source: CHISD, Special Education director, June 2002.

CHISD must convene an ARD meeting on each student referred for evaluations and all students referred must be evaluated if there is an educational need. According to the Special Education director, an educational evaluation requires more than four hours and a speech evaluation requires a minimum of two and a half hours. The Special Education director said the large number of referrals forced CHISD to contract with outside consultants at a cost of \$250 per day to complete evaluations.

In addition, CHISD uses a multi-level pre-referral process (**Exhibit 2-44**). Referral for special testing is allowed at any step within the process. The director said several factors contributed to the large number of special education referrals. One factor is that the district is under the state median of identified special education students. Another factor is that some campuses previously were hesitant to refer students due to a misunderstanding about the referral process. CHISD requires that the pre-referral student-teacher assessment teams (STAT) on each campus consider many factors when determining individual student needs. These factors include previous state and district assessment results, report card grades, accommodations provided in the classroom, campus programs, behavioral issues, the ability to process language and whether the student is working at one or more year behind their grade level.

Exhibit 2-44
CHISD Pre-Referral Process

Multi-Level Child Study System Decision Process



Source: CHISD, Special Programs director.

FINDING

CHISD contracts with neighboring school districts or private agencies to provide the majority of services related to special education, such as occupational, physical, vision and auditory therapy, orientation and mobility services, in-home parent training and psychologist services rather than employing full-time staff to provide these services (**Exhibit 2-45**).

Exhibit 2-45
CHISD Special Education Services,
Number of Students Served and Cost of Service
2001-02

Special Education Service	Contractor	Number of Students Served	Cost
Occupational Therapy	Midlothian ISD for 2.5 days per week and day weekly with Johnson County S. E. for up to 40 days	26	\$32,000 - Midlothian Up to \$6,613 to Johnson County Special Ed Co-op
Physical Therapy	Superior Pediatrics	22	\$28,963
Vision Therapy	Private consultant and Johnson County Cooperative for 1 day weekly	17	\$45,134
Orientation and Mobility Services	Region 10	2	\$13,556
Auditory Therapy	Shared agreement with Midlothian ISD and Dallas Regional Day School for the Deaf	6	Itinerant Services \$5,000 DRDSD \$7,000 per student
In-home and Parent Training	Private In-home trainer	12	\$25 per hour plus travel- \$4,000 through March 2002
Psychologist/LSSP	Ellis County	35 evaluations	\$19,351

Source: CHISD, Special Education, director, 2001-02.

CHISD participates in the cooperative Regional Day School Program for the Deaf (RDSPD), with Dallas ISD being the fiscal agent. CHISD pays Dallas ISD \$7,000 per student for four CHISD students with auditory

impairments to attend the RDSPD. The Texas Legislature created RDSPD in 1973 to assist districts providing services to children who are deaf or are hard of hearing. One CHISD student attends school at the Texas School for the Blind and Vision Impaired.

COMMENDATION

CHISD controls cost by contracting for needed services and participating in cooperatives.

FINDING

CHISD is responsive to parents needs and provides a variety of programs for parents of special education students.

CHISD Special Education personnel hold six parent meetings throughout the year to discuss issues or concerns and to keep parents informed. Guest speakers provide information on a variety of topics such as the ARD process, mood disorders in children and proactive discipline techniques. CHISD, in conjunction with five area school districts, holds additional meetings for parents of children with autism.

CHISD's Special Education Department collaborated with an outside agency to make 20 refurbished Pentium computers with CD players, keyboards and monitors available to special education students. To qualify for a computer, the student and parents were required to attend four computer-training classes. CHISD provided free babysitting for families with additional children. The outside agency charged \$15 for the training. CHISD and the family each paid \$7.50 for the training.

Before an ARD meeting, CHISD sends a draft of the student's Individual Educational Plan (IEP) to the parent or guardian for review, giving parents time to develop questions and input for the ARD meeting. CHISD uses two surveys each spring; one for parents to assess the ARD process and the other for parents and staff pertaining to CHISD's special education program in general. CHISD sent 623 surveys. Of the 104 surveys returned, 81 percent indicated communication and the ARD process were satisfactory or better and 88 percent rated CHISD's special education program as satisfactory to excellent.

CHISD's Special Education Department publishes a newsletter monthly for staff and parents.

The Special Education director arranges legal training annually for all campus and district administrators through the district attorney and provides monthly legal updates at principal meetings.

COMMENDATION

CHISD's special education parent programs and open communication build trust between the district and parents.

FINDING

CHISD Special Education Department participates in reimbursement programs for services provided by the district. The Special Education director provided training to personnel at the district and campus levels to maximize reporting.

The Individuals with Disabilities Education Act (IDEA) of 1975 requires school districts to provide certain education-related health services to children with disabilities to meet their unique needs. In September 1992, the state's Medicaid program was amended to allow school districts to enroll as Medicaid providers and to apply for Medicaid reimbursement for services they are providing to children with disabilities.

Student health and related services (SHARS) are those services determined to be medically necessary and reasonable to ensure a disabled child receives the benefits of a free and appropriate public education. These services include assessment, audiology, counseling, medical services, school health services, occupational therapy, physical therapy, speech therapy, psychological services and associated transportation.

School districts can apply for reimbursement for specific services provided to Medicaid-certified children. According to the *Texas Medicaid Provider Procedures Manual* from the Texas Health and Human Services Commission, the reimbursement amount is for the federal portion of the fee for each eligible service, which was 60.2 percent for 2000-01. Districts must certify that they used state or local funds to pay for the remainder. Reimbursements can be deposited in the general revenue fund and do not necessarily have to be spent on special education services. To qualify for SHARS Medicaid reimbursement, claims must be filed within 12 months of the date that services are delivered.

To obtain maximum reimbursements, CHISD requires all diagnosticians, speech and language pathologists and special education counselors to attend training provided by the SHARS Medicaid processing agency. The training covers all paperwork requirements, says which services qualify for reimbursement and how to bill for services. CHISD invites general education counselors and health services providers to attend the training, but does not require them to attend. A special education clerk verifies student Medicaid eligibility status and provides this information to all CHISD service providers, who in turn complete their monthly billing. The

special education clerk cross-references the list of Medicaid-eligible students with Medicaid information received at Cedar Hill High School Transition meetings. The clerk tracks and monitors who is completing forms and provides reminders when needed.

In 1996, the state began another special education reimbursement program, Medicaid Administrative Claiming (MAC), which allows districts to receive federal reimbursement for administrative services provided by the districts that cannot be billed through SHARS. Participating districts join consortiums so that each district's time commitment for the study is greatly reduced. The time study requires employees providing health related services to students to keep a record of the time they are providing direct services. By joining a consortium, all employees providing health related services are not required to keep the time log.

Districts that join a consortium provide the names of their staff who provide direct activities, such as counselors, nurses, administrators and therapists, but not teachers. From this list, a percentage of the staff is selected to participate in the time study, which requires one week per quarter of coding activities. From this study, the levels of service needed are determined, which along with base expenditures and Medicaid eligibility rates, determines the amount of reimbursements to districts for MAC-eligible activities.

The consortium bases fees on a percentage of reimbursements and sends a representative to the districts to explain the services and fees. Deloitte Consulting is the processing company for claims for the La Porte Consortium.

Since the consortium handles most of the administrative duties required by the federal government, it is relatively simple for districts to participate. The amount of the reimbursements depends on the level of staff activity for eligible activities, which means it is dependent upon the level to which a district promotes health-related activities, and the percentage of the student population that is eligible for Medicaid. In CHISD, the Special Education director disseminates the time study information to participating staff members and monitors their participation.

MAC is designed as a supplemental program, and is not intended to cover health-related expenditures currently provided by the districts. For example, the district could hire speech therapists, nurses, or use a contract worker in the schools to facilitate eligibility, or open a clinic. Districts report how the reimbursed money is used each year.

Cedar Hill ISD is a member of the La Porte ISD consortium, which serves numerous school districts in Texas. La Porte ISD receives 20 percent of the reimbursements as an administrative fee. CHISD is filing in seven of the 10 permissible areas and is preparing to file in two additional areas, audiological and medical.

CHISD received SHARS reimbursements of \$24,066 and MAC reimbursement of \$48,983 for 2000-01. Increased monitoring and filing in additional areas increased funds received in 2000-01 by 65 percent (**Exhibit 2-46**).

**Exhibit 2-46
Reimbursement Fund Activity
1998-99 through 2001-02**

Year	SHARS Reimbursement Received	MAC Reimbursement Received	Total Reimbursements Received
1998-99	\$12,906	\$49,948	\$62,854
1999-2000	\$8,368	\$35,958	\$44,326
2000-01	\$24,066	\$48,983	\$73,049
2001-02	\$33,029	\$39,922*	\$72,951

Source: CHISD, Special Education director, March 2002.

** This amount represents two of four quarters.*

COMMENDATION

Through careful, routine monitoring, CHISD increased the amount of Medicaid reimbursement received.

Chapter 2

EDUCATIONAL SERVICE DELIVERY

H. BILINGUAL/ENGLISH AS A SECOND LANGUAGE

Bilingual/English as a Second Language (ESL) programs are required by federal and state laws to provide education to students whose first language is not English. All school districts with 20 or more Limited-English-Proficient (LEP) students in the same grade level are required to offer Bilingual/ESL or an alternative language program.

Schools must provide bilingual education in pre-kindergarten through elementary grades. The goal of bilingual education is to enable LEP students to become competent in the comprehension, speaking, reading and composition of the English language through the development of literacy and academic skills in the primary language and in English. Districts must provide bilingual education, ESL instruction or other transitional language instruction approved by TEA in the post-elementary grades through grade 8. Instruction in ESL is required at the high school level. The ESL program enables the LEP students to become competent in the comprehension, speaking, reading and composition of the English language through the integrated use of second language methods.

The percentage of bilingual/ESL students in CHISD is lower than in all of its peer districts. CHISD and all of its peer districts have a lower percentage of bilingual/ESL students than the regional average. CHISD's per student expenditure is higher than the state average and second-highest among its peer districts (**Exhibit 2-47**).

Exhibit 2-47
Bilingual/ESL Enrollment and Per Student Expenditures
CHISD, Peer Districts, Region 10 and State
2001-02

Entity	Students Enrolled in Bilingual/ESL	Percentage of Total Enrollment	Total Budgeted Expenditures	Expenditure per student
Grand Prairie	2,872	13.7%	\$7,267,316	\$2,530
Duncanville	833	7.7%	\$211,348	\$254
De Soto	178	2.5%	\$299,504	\$1,683
Cedar Hill	166	2.4%	\$346,020*	\$2,084
Region 10	94,307	15.3%	N/A	N/A

State	542,609	13.1%	\$790,531,036	\$1,457
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Source: TEA, PEIMS, 2001-02.

*On April 30, 2002, the district reported to the review team an amended budget of \$346,020; however, the budget reported to TEA for PEIMS was \$43,231.

Expenditures for the bilingual/ESL program increased 105.5 percent from 1997-98 through 2001-02 while the student population served increased 46.9 percent during that same period (**Exhibit 2-48**). Per-student expenditures increased 39.9 percent.

Exhibit 2-48
CHISD Bilingual/ESL Education Expenditures
1997-98 through 2001-02

Category	1997-98 Actual	1998-99 Actual	1999- 2000 Actual	2000-01 Actual	2001-02 Budget	Percentage Change 1997-98 to 2001-02
Bilingual/ESL expenditures	\$168,412	\$162,161	\$212,024	\$266,662	\$346,020*	105.5%
Bilingual/ESL students served	113	127	114	147	166	46.9%
Bilingual/ESL expenditures per student	\$1,490	\$1,277	\$1,860	\$1,814	\$2,084	39.9%

Source: TEA, AEIS, 1997-98 through 2000-01 and PEIMS, 2001-02.

*On April 30, 2002, the district reported to the review team an amended budget of \$346,020; however, the budget reported to TEA for PEIMS was \$43,231.

FINDING

CHISD offers a bilingual program on two elementary campuses: Bray Elementary for Pre-K-K and Highlands Elementary for grades 1-4. Any CHISD student qualifying for the bilingual program enrolls at these two schools. CHISD provides bus transportation from the student's home to the bilingual program. Three bilingual teachers serve 27 students; one for Pre-K, one for grades 1 and 2 and one for grades 3 and 4. Teachers deliver instruction in English and Spanish based on the academic needs of each student.

The ESL program provides an intensive second language program for older students. At the elementary and intermediate schools, the ESL program is a pullout program. Students are removed from science and social studies for 45 to 90 minutes of language instruction with an ESL teacher. At the secondary schools, students receive their English/Language Arts instruction from a certified ESL teacher and have content-specific teachers for the remainder of their classes. As a result, the ESL program requires fewer teachers to serve a larger number of students. Five ESL teachers serve 166 Limited English Proficient/Bilingual students; one ESL teacher serves students at Plummer elementary, one ESL teachers is shared by Highlands and Waterford Oaks elementary schools, High Point and Bray share one ESL teacher; Beltline and West Intermediates share one ESL teacher as do the middle and high school.

In pre-K through grade 6, students in both programs are given the Idea Oral Proficiency test (IPT) in both English and Spanish and students in grades 7 to 12 are given the IPT in English to determine their progress in oral language. Unless exempted by a Language Proficiency Assessment Committee (LPAC), all Bilingual/ESL students take the TAAS in English. LPAC committee membership includes the school administrator, a Bilingual/ESL teacher, a parent of an LEP student, a counselor and a classroom teacher. The LPAC reviews student test data and teacher recommendations regarding placement in the program and eligibility for exemptions from TAAS.

CHISD exempts a lower percentage of students than the state average, as shown in **Exhibit 2-49**.

Exhibit 2-49
Percent of LEP Exemptions from TAAS
CHISD, Region 10 and State Averages
1997-98 through 2000-01

Entity	1997-98	1998-99	1999-2000	2000-01
CHISD	0.4%	0.7%	0.2%	0.2%
State	2.4%	2.3%	1.3%	1.3%

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

Students may exit Bilingual/ESL programs if they pass the reading portion of the grade-appropriate English TAAS and the writing portion of the grade-appropriate English TAAS and meet the other exit requirements in the Texas Administrative Code. Students may also exit bilingual/ESL programs by scoring at or above the 40th percentile on the English reading and language portions of a state-approved norm-referenced measure. Pre-K, K and grade 1 LEP students may not leave the Bilingual program until the end of grade 1. Each district's LPAC must monitor students who leave the program.

COMMENDATION

CHISD offers a comprehensive Bilingual and ESL program.

Chapter 2

EDUCATIONAL SERVICE DELIVERY

I. HEALTH SERVICES

A district's commitment to health and wellness supports academic goals. Healthy children have fewer absences and are better prepared to learn.

CHISD employs a registered nurse (RN) who coordinates five additional RNs and seven clinic aides. The five RNs staff the clinics at the high school, middle school, the two intermediate schools and Plummer Elementary School. Paraprofessionals serve as clinic aides at the remainder of the elementary schools. The RN assigned to Plummer Elementary School serves special needs children who require tube feedings or other procedures requiring RN supervision at all the elementary schools.

The Texas Education Code allows any school employee to administer medication or minor first aid under the supervision of an RN. The coordinator of health services is responsible for all nursing decisions made at the elementary schools with clinic aides.

Exhibit 2-50 compares the number of health services staff in CHISD with the number of staff in its peer districts.

Exhibit 2-50
Health Services Staff
CHISD and Peer Districts
2001-02

District	Number of Schools	Total Enrollment	Number of Registered Nurses	Number of Clinic Aides or Assistants
Cedar Hill	9	6,966	6	7
De Soto	11	7,133	7	9
Duncanville	16	10,808	11	6
Grand Prairie	30	20,977	38	2

Source: TSPR telephone survey and peer district Web sites, 2001-02.

FINDING

CHISD's Health Services Department provides a variety of health-related services to CHISD students and employees (**Exhibit 2-51**).

Exhibit 2-51
CHISD School Health Services Provided
2000-01

Type of Service	Number of Contacts
Vision screening	3,564
Hearing screening	3,592
Spinal screening	1,105
Student clinic visits for medication	20,977
Student clinic visits	41,157
Parent contact/student sent home	3,575
Student reportable accidents	265
Classroom visits	55
Employee reportable accidents	80
Emergency medical service calls	24

Source: CHISD Health Services Annual Report, 2000-01.

In 1998-99, CHISD coordinated services with the Texas Department of Health (TDH) to implement immunization clinics at West and Beltline Intermediate schools. The school nurses notify parents, get permission slips, assign appointment times for each student and maintain all records.

TSPR's survey results indicated that 83 percent of parents and 87 percent of students believe that students have access, when needed, to a school nurse while 7 percent of parents and 9 percent of students believe that students did not have access to a school nurse when needed.

The coordinator of Health Services is certified to teach American Red Cross First Aid and cardiopulmonary resuscitation and annually recertifies the health services staff, special education teachers, after-school care workers and any other employees who request certification.

CHISD ordered Hepatitis B serum directly from the manufacturer and CHISD Rns, under the supervision of a retired physician in the community, gave injections to district employees that are considered "high

risk" to hepatitis B exposure. CHISD offered the injections at a reduced cost to any employee wishing to take it at their own expense.

COMMENDATION

CHISD provides comprehensive health services to CHISD students and employees.

Chapter 2

EDUCATIONAL SERVICE DELIVERY

J. DISCIPLINE MANAGEMENT/ALTERNATIVE EDUCATION

Chapter 37 of the Texas Education Code addresses discipline, law and order in Texas public schools. The original provisions were adopted in 1995 as part of the revision of the Texas Education Code. The Legislature amended these provisions in 1997 and 1999.

Under the Texas Education Code, each school district must have a district improvement plan. A discipline management program must be included as part of that plan. The district improvement plan must include strategies for improving student performance that include discipline management. Chapter 37 of the Texas Education Code provides additional guidelines that districts can use to formulate their own local policies.

CHISD is committed to providing each student with a quality educational program. CHISD strives to achieve a working balance between rights and responsibilities, which foster a positive school climate where there is mutual respect and an opportunity for students to develop to their fullest potential.

CHISD convenes a Code of Conduct Committee three times yearly to review the student code of conduct and recommend changes to the CHISD Board of Trustees. The committee is comprised of one parent and one teacher from each elementary and intermediate school; one parent, two teachers and two administrators from the middle school; and two high school teachers and two parents of high school students.

The district's student code of conduct for 2000-01 is designed to inform students, parents, legal guardians and school personnel of the rules of conduct in CHISD. The code of conduct establishes CHISD's authority to administer discipline whenever the interest of the district is involved, on or off school grounds, in conjunction with or independent of classes and school-sponsored activities. To support the student code of conduct, CHISD adopted a multi-level discipline management plan.

The student code of conduct includes parent and guardian responsibilities, student responsibilities and the following standards for student conduct. Students must:

- attend all classes, daily and on time;
- prepare for each class with appropriate materials and assignments;
- meet district or campus standards of grooming and dress;

- show respect toward others;
- demonstrate courtesy even when others do not;
- respect the property of others, including district property and facilities;
- behave in a responsible manner, always exercising self-discipline;
- pay required fees and fines, unless they are waived;
- respect the rights and privileges of other students and of teachers and other district staff;
- seek changes in school policies and regulations in an orderly and responsible manner through appropriate channels;
- cooperate with staff in investigations of disciplinary cases and volunteer information relating to a serious offense and in maintaining safety, order and discipline; and
- refrain from violations of the student code of conduct.

The code of conduct lists 62 general misconduct violations for which discipline management techniques can be applied. Twenty-one discipline management techniques are available to teachers and principals, ranging from oral correction or cooling-off time, detention, withdrawal of privileges, such as participation in extracurricular activities and corporal punishment

The discipline management plan outlines levels of violations and consequences for six categories of offenses (**Exhibit 2-52**).

Exhibit 2-52
CHISD Levels of Violations and Consequences
Discipline Management Plan
2001-02

Category	Type of Offense	Sample Offenses	Range of Consequences
I	Minor	Tardiness Refusal to participate Disrespect (mild) Scuffling and horseplay Cheating Possession of laser pointer Violation of dress code	Student conference Detentions Corporal punishment Time-out Boys' Town training contracts In-school suspension
II	Intermediate	Insubordination Persistent misbehavior of Category I offenses Truancy Possession of bladed	Detention Corporal punishment In-school suspension Suspension up to three days

		instrument Degrading or demeaning remarks Possessing ammunition	Fines for possession and/or use of tobacco
III	Serious	Persistent misbehavior of Category II offenses Threats Stealing Altering school records Fighting Sexual harassment Disruption of class Possessing, selling, giving or delivering drug paraphernalia, fireworks or mace	In-school suspension Suspension up to three days Behavior Adjustment Center Law enforcement agency may be contacted Category I or II consequences that may be applicable
IV	Alternative Education Program (AEP)	Engages in conduct relating to a false alarm or a terrorist threat	Must be placed in AEP
IV	AEP	Engages in conduct punishable as a felony Offense relating to the abuse of glue or volatile chemicals Public lewdness Retaliation against school employee Graffiti on school facility Assault	Shall be placed in AEP Suspension of 3 days- minimum 30 day assignment to AEP Maximum assignment through the last day of school in the current school year. If the student is placed during the last six weeks of the school year the placement may continue through the first semester of the next school year.
IV	AEP	Persistent misbehavior as defined by the student code of conduct Making false threats, hoaxes regarding school safety Possessing, selling, giving or delivering "look-alike" weapons	May be placed in AEP Suspension of three days- minimum 30 day assignment to AEP Maximum assignment through the last day of school in the current school year. If the student

		<p>Involvement in gang activity</p> <p>Engaging in verbal or written exchanges that threaten the safety of another student, employee or school property</p> <p>Possessing explosive devices</p> <p>Possessing, using or is under the influence of any amount of marijuana or a controlled substance</p> <p>Flashing, streaking, or exposing the buttocks</p>	<p>is placed during the last six weeks of the school year the placement may continue through the first semester of the next school year.</p>
V	Discretionary Expulsion	<p>Criminal mischief</p> <p>Commits a serious act while under the influence of alcohol; or possesses uses or is under the influence of alcohol, if punishment is less than a felony.</p> <p>Terrorist threat</p>	<p>First Offense -Minimum 45 day assignment to AEP</p> <p>Second offense: Expulsion</p>
VI	Mandatory Expulsion	<p>Engaging in conduct that involves the selling, giving or delivering to another person any amount of marijuana or any amount of a controlled substance or alcoholic beverage.</p> <p>Assault or retaliation against an employee, or a volunteer on school property</p> <p>Terrorist threat</p> <p>Arson</p> <p>Possesses a firearm,</p> <p>Indecency with a child</p>	<p>Expulsion-Referral to Juvenile Justice-Law enforcement agency contacted</p>

Source: CHISD Student Handbook, 2001-02.

Alternative education programs (AEP) became mandatory with the adoption of Chapter 37 by the Texas Legislature in 1995. Section 37.008 of the Texas Education Code provides detailed information on the provision of such programs.

Each school district shall provide an alternative education program:

- in a setting other than a student's regular classroom;
- on or off of a regular school campus;
- for students who are assigned to the alternative education program to be separated from students who are not assigned to the program;
- that focuses on English language arts, mathematics, science, history and self-discipline;
- for students educational and behavioral needs; and
- that provides supervision and counseling.

An AEP may provide for a student's transfer to a different campus, a school-community guidance center or a community-based alternative school.

On-campus AEPs must use certified personnel; however, off-campus AEPs may use instructional personnel as they choose for students not receiving special education or bilingual education services.

An off-campus AEP is not required to comply with the minimum seven-hour school-day length provision; however, funding is based on attendance in the same manner as other programs. Off-campus programs must be conducted in a facility completely separated from all campuses serving students in the regular education program.

An AEP may not be held in the same room as an in-school suspension program or any other room that contains students who are not assigned to the AEP. Districts may continue to provide transportation services and allow students to engage in activities such as eating in the same cafeteria as other students.

Districts develop local policies that explain how the district will provide for a student's educational needs and provide counseling services for students during placement in an AEP.

CHISD operates one alternative campus for grades 5 through 12. Intermediate AEP begins at 7:45 a.m. and ends at 2 p.m. while secondary students attend AEP from 8:15 a.m. until 2:30 p.m. In 1998, CHISD established an elementary alternative education program behavior adjustment class for students having difficulty behaving in the regular classroom setting. The program, located at Bray elementary school, is

staffed with one teacher and one aide to serve a maximum of 12 students. CHISD allocates two slots per K-4 campus and two open slots for emergency placements. CHISD also participates in a juvenile justice alternative education program for adjudicated youth. Texas law requires counties with populations of more than 125,000 to create a juvenile justice alternative education program (JJAEP) to provide an educational setting for students who were expelled for committing felonies so they can continue their education.

School administrators assign students to AEP in accordance with the CHISD discipline management plan. Student placements range from 30 days to a maximum of one school year. Offenses occurring during the last six weeks period may result in a placement extending into the following school year.

The AEP provides a highly structured and controlled academic setting with an emphasis on core curriculum, life and coping skills and a counseling program designed to assist students upon return to their regular campus. Staffing at CHISD's AEP consists of eight full-time employees: a principal, counselor, four secondary content teachers, one elementary teacher, a half-day special education teacher and two paraprofessionals. AEP teachers prepare lessons to instruct the students in the four core classes. The teachers of students enrolled in elective courses send assignments for the students to complete in the AEP setting. Teachers at the AEP supervise the work and return it to the teacher at the home campus. The AEP program also uses a Plato Comprehensive Computer lab for instruction and tutorials in math and reading.

The AEP program operates a level system for behavior and completion of assignments. Students earn points for being on time, satisfactorily completing daily assignments and having no documented disciplinary action to progress through the three levels of privileges. To move from level one to another, the student must earn 100 points. To return to the home campus, a student must complete the assigned time, be on level three, have completed all forms and returned all materials and textbooks. Students earn an additional credit day off their original assignment for every seven consecutive days of attendance without an absence.

The total enrollment in the AEP center ranged each month from three students in August 2000 to 42 in March 2002. Monthly elementary enrollment averaged two students and reached a high of four students in December 2000. Secondary enrollments ranged from three students in August 2000 to 40 in March 2002 (**Exhibit 2-53**).

Exhibit 2-53
CHISD AEP Average Monthly Enrollment
2000-01 and 2001-02

Month	2000-01			2001-02		
	Grades 5-6	Grades 7-8	Grades 9-12	Grades 5-6	Grades 7-8	Grades 9-12
August	0	1	2	0	1	8
September	1	2	6	0	1	10
October	2	3	14	1	1	17
November	2	3	15	1	3	21
December	4	4	15	2	4	14
January	3	7	18	2	4	21
February	2	9	24	1	5	30
March	3	8	23	2	5	35
April	2	7	19	2	8	30
May	0	8	24	2	10	26

Source: CHISD, AEP principal, June 2002.

FINDING

CHISD developed a preventive discipline program focusing on strategies to prevent students from reaching the point of disciplinary consequences.

CHISD gathered information within the district and sought information from outside sources. Central office administrators and principals provided input and each principal submitted preventive discipline measures used at their school. CHISD sought input from six school districts with demographics similar to CHISD and reviewed TSPR's *AIMS* database and Master Teacher on the Internet. These Internet resources contain best practices used in other districts in preventative discipline programs.

CHISD appointed a committee with parent, teacher and administrator members. This committee reviewed the collected information, attended a program in a neighboring district and made a recommendation for a three-pronged approach. The first was to enlarge the committee and have the committee develop a program of K-12 skills and plan implementation training for the staff. The second was to evaluate campus-based initiatives,

address implementation problems and provide staff development to address teacher perceptions and skills in positive discipline management, and the third was to provide intensive training to teachers who continue to have problems working with students.

The preventive discipline committee was comprised of two teachers from each elementary school, three middle school teachers and four high school teachers. They developed curriculum and activities for the CHISD program "Putting Respect in Decisions Everyday" (PRIDE). The curriculum focuses on respect for self, respect for others and respect for the school. Members of this committee trained both administrators and lead teachers from every campus to assist with implementation of the program. Each school displays posters in the classrooms relating to PRIDE and staff members wear PRIDE shirts on designated days.

CHISD also assigns students to intervention classes. The program includes both general education students and special education students having difficulty with behavior in the regular classroom. Intervention classes are self-contained classes staffed with a special education teacher and an aide. The students receive counseling and social skills training on a regular basis. The minimal placement in intervention class is six weeks. Appropriate behavior is the focus of the intervention class, which teaches social skills while working on academics.

CHISD provides four intervention classes: one at Highlands Elementary for pre-kindergarten through grade 4, one at West Intermediate for grades 5 and 6, one at Permenter Middle School and one at Cedar Hill High School.

In addition, CHISD addresses alcohol, drugs and violence with a variety of programs and activities in all schools. Elementary schools use a curriculum program, Rainbow Days. Permenter Middle School students performed a play titled "On The Edge" that showed the effects of drug use on the life of a young adolescent. Cedar Hill High School incorporates "Life strategies for Teens" in the curriculum used during the time devoted to PRIDE and uses outside speakers to present assembly programs on the effects of drug use.

CHISD school police officers teach classes about drug and alcohol use at the elementary, intermediate and middle school. A licensed social worker at both the middle and high school works with students individually and in groups. All schools participate in Red Ribbon Week by having a variety of activities highlighting drug prevention.

COMMENDATION

CHISD developed a preventive discipline program to address appropriate behavior in schools.

FINDING

Despite CHISD's efforts to improve behavior in the schools, the number of incidents resulting in placement to an off-campus AEP, out of school suspensions and in-school suspensions (ISS) increased at Cedar Hill High School. Four hundred and four students received one-day suspensions, 196 students received two-day suspensions and 197 students received three-day suspensions. Some students received multiple suspensions. However, the number of students receiving out-of-school suspension at most other CHISD schools decreased.

Exhibit 2-54 shows the number of students at each campus that received discipline during 2000-01 and 2001-02.

**Exhibit 2-54
Number of CHISD Students Receiving Discipline by Campus
2000-01 and 2001-02**

School	Expulsion Without Placement in Another Setting		Placement to an Off-Campus AEP		Out-of-School Suspension		In-School Suspension	
	2000-01	2001-02	2000-01	2001-02	2000-01	2001-02	2000-01	2001-02
Cedar Hill High School	0	0	94	125	449	797	1,408	1,914
Permenter Middle	2	0	27	26	341	176	597	774
Beltline Intermediate	0	0	0	1	96	56	251	10
West Intermediate	0	0	8	6	1	3	701	421
Bray Elementary School	0	0	0	0	0	1	2	0
High Pointe Elementary	0	0	0	0	0	10	0	12
Highlands	0	0	0	0	138	47	128	25

Elementary								
Plummer Elementary	0	0	0	0	3	1	39	39
Waterford Oaks Elementary	0	0	0	0	46	72	80	83
District Total	2	0	129	158	1,074	1,163	3,206	3,278

Source: CHISD, assistant superintendent, Administrative Services, June 2002.

CHISD reviewed data for out-of-school suspensions and plans to assign students awaiting a hearing for placement in an off-campus AEP to ISS rather than out-of-school suspension. Sending student to ISS as opposed to an AEP returns students sooner to their regular classrooms for instruction and helps them from falling behind on any class assignments. CHISD will continue however, to use out-of-school suspension for students considered a threat to others or who have a weapons violation.

Exhibit 2-55 shows the number of students assigned to AEP by violations. The total number of students assigned to AEP increased in 2001-02, with the largest increase for incidents violating CHISD's code of conduct. Alcohol-related incidents, assault of students, indecent exposure and terrorist threats decreased.

Exhibit 2-55
Number of Students Assigned to AEP by Discipline Violation
1999-2000 through 2001-02

Discipline Violation	1999-2000	2000-01	2001-02
Alcohol-related	2	13	4
Arson	1	0	0
Assault of employee	1	1	1
Assault of students	31	8	5
Drug-related	22	30	32
Indecent exposure	1	8	4
On-campus felony	1	1	2

Off-Campus Title V	0	1	3
Terrorist threat	4	4	0
Violations of CHISD code of conduct	55	65	106
Total	118	131	157

Source: CHISD, AEP principal, June 2002.

Many districts form safety or discipline committees to open a dialogue about discipline, violence, drug or alcohol incident rates and set goals and objectives on how to reduce these rates.

Recommendation 16:

Establish a discipline management committee at Cedar Hill High School to review incident data each six weeks and develop a plan to address areas of concern.

Principals, counselors and the social worker should work together to review incident data regularly, share ideas about influences and practices that could make a difference in the number of occurrences and determine if the discipline assigned is appropriate.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The associate superintendent, Instruction and Administrative Services, directs the high school principal to chair a committee including the high school assistant principals, a counselor, the social worker, nurse and the AEP principal.	October 2002
2.	The committee meets at the end of each six weeks to review incident data and discipline violations to look for trends. The committee proposes possible solutions.	October 2002
3.	The committee develops a plan including goals, objectives, activities and costs to reduce the number of incidents and the number of suspensions.	January 2003
4.	The committee submits the plan to the associate superintendent, Instruction and Administrative Services, for revision and approval.	February 2003
5.	The middle and high school implement the plan as appropriate and affordable.	March 2003 and Ongoing
6.	The discipline committee evaluates the plan twice yearly to	Ongoing

address changing data and to determine if the plan is making a difference.	
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FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

CHISD does not provide an AEP for students who need to recover or earn credits for graduation. Credit recovery programs help to prevent students from dropping out by giving them the opportunity to earn credits in an accelerated timeframe. These students include those who have significantly less course credits necessary for graduation than their age and grade level peers.

Exhibit 2-56 provides the percentage of students enrolled by secondary grade levels in CHISD, peer districts, Region 10 and the state. The percentage of students enrolled in grade 9 in CHISD is greater than in two of its peer districts and greater than the regional and state averages.

Exhibit 2-56
Percentage of CHISD, Peer Districts, Region 10 and State
Students Enrolled by Grade Level
2001-02

District	Percentage Enrolled by Grade					
	Grade 7	Grade 8	Grade 9	Grade 10	Grade 11	Grade 12
Duncanville	9.1%	8.5%	11.3%	6.5%	7.5%	6.7%
Cedar Hill	9.1%	8.7%	9.8%	7.8%	7.0%	5.3%
De Soto	9.4%	9.1%	9.7%	7.8%	6.5%	5.9%
Grand Prairie	7.5%	7.8%	8.9%	6.7%	5.8%	4.8%
Region 10	7.1%	7.5%	8.6%	6.9%	6.0%	5.1%
State	7.6%	7.5%	8.8%	7.1%	6.3%	5.5%

Source: TEA, PEIMS, 2001-02.

A larger percentage of students in grade 9 than in grade 8 and grade 10 indicates a large number of students in grade 9 did not successfully complete the required number of credits to be promoted to grade 10.

Students who fall behind in credits and are overage for their grade level tend to drop out of high school.

The percentage of CHISD students in grade 9 is greater than the percentage of students in grade 8 and greater than the percentage of students in each of the other grades in high school. Students who do not complete enough credits to advance to the next grade remain at this level. Unless students have the opportunity to make up credits, they continue to remain behind and consequently dropout or enter a General Education Equivalency program (GED).

Graduation and completion rates for CHISD and peer districts are illustrated in **Exhibit 2-57**. Compared with its peer districts, CHISD had the second-highest graduation rate, the second-highest GED completion and the second-highest longitudinal dropout rate. The longitudinal dropout rate is for the four-year period after the student enters grade 9.

**Exhibit 2-57
Completion Rates
CHISD, Peer Districts
Class of 2000**

District	Graduated	Continuing High School	Received GED	Longitudinal Dropout
Grand Prairie	77.5%	7.8%	7.0%	7.8%
Cedar Hill	87.1%	3.5%	4.1%	5.3%
De Soto	85.4%	6.9%	3.6%	4.1%
Duncanville	88.1%	5.5%	2.7%	3.7%

Source: TEA, AEIS, 2000-01.

Glen Rose ISD operates an academic division and a discipline management division in the same facility. Lamar Consolidated ISD (LCISD) in Rosenberg operates a similar program. LCISD and Glen Rose both use the self-paced instructional American Preparatory Institute (API) curriculum. Both programs implement the program aimed at students at risk of dropping out with one certified teacher and one aide.

The API, recognized by TEA as accredited, offers a high school diploma program. The cost for a set of two instructional software modules per semester course ranges from \$183 for Environmental Science to \$614 for Biology. API also offers some online courses for \$50 per semester course per student.

Recommendation 17:

Implement a credit recovery program.

The class loads for the AEP elementary teacher totaled no more than two students in any month. The elementary teacher and the special education teacher along with the special education aide could share supervising and assisting students in a credit recovery program at the AEP location. This would involve accelerated learning opportunities for students at risk of dropping out who need to earn credits toward graduation in a non-traditional manner. CHISD would need to increase the special education teacher from half-time to full time.

To implement a credit recovery program, CHISD would need to purchase the paper/pencil modules in core courses and several elective courses. The cost for two copies of 24 courses would total \$6,500.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The associate superintendent, Instruction and Administrative Services, appoints the AEP principal to chair a committee of the high school principal, a high school counselor and the AEP counselor to research effective credit recovery programs.	November 2002
2.	The principal of AEP recommends a program to the associate superintendent, Instruction and Administrative Services, for review and approval.	January 2003
3.	The associate superintendent reviews the proposal and forwards it to the superintendent.	February 2003
4.	The superintendent presents the credit recovery program proposal to the board for approval.	March 2003
5.	The board approves the program.	March 2003
6.	CHISD implements the credit recovery program.	August 2003

FISCAL IMPACT

Purchasing the paper/pencil API curriculum for \$6,500 would be a one-time cost. Increasing the half-time teacher at AEP to full time would require an increase of \$23,430 for salary and \$3,515 for benefits ($\$23,430 \times .15 = \$3,515$) for a total of \$26,945 ($\$23,430 + \$3,515$).

Recommendation	2002-03	2003-04	2004-05	2005-06	2006-07
One-time cost for a credit recovery program curriculum.	\$0	(\$6,500)	\$0	\$0	\$0
Recurring cost for staff.	\$0	(\$26,945)	(\$26,945)	(\$26,945)	(\$26,945)
Net Savings/(Cost)	\$0	(\$33,445)	(\$26,945)	(\$26,945)	(\$26,945)

Chapter 3

PERSONNEL MANAGEMENT

This chapter reviews personnel management for the Cedar Hill Independent School District (CHISD) in the following areas:

- A. Organization and Management
- B. Salary Administration
- C. Recruitment
- D. Personnel Records
- E. Appraisals, Handbooks and Job Descriptions

Organizations in both the public and private sector require proficient recruiting and placement of employees, competitive compensation, effective training and development, and equitable, timely and constructive employee performance evaluations.

BACKGROUND

The management and job placement of employees is a vital part of school district operations. In most public school districts, a human resources or personnel department manages employee-related tasks, including the:

- development of wage and salary schedules;
- administration of salary systems that include placement of positions on the salary schedules and periodic review to ensure that they are competitive with other area employers;
- classification of all positions;
- development of job descriptions for all positions and the periodic updating or modification of the job descriptions to reflect changes in responsibilities;
- development and administration of training programs for some or all district personnel;
- development of personnel staffing tables and review of staff allocation formulas;
- administration of an employee grievance process;
- recruitment of personnel to fill vacant positions;
- maintenance of required employee records;
- administration of the certification and permit processes;
- issuance of contracts and non-renewal or dismissal notices;
- placement of substitute teachers;
- recruitment and placement of student teachers;
- development of personnel-related board policies;
- development and administration of an employee benefits program;
- and

- reparation of periodic reports to address local board and state reporting requirements.

CHISD's District Improvement Plan (DIP) for 2001-02 links board-approved district goals with key activities performed by campuses or departments. **Exhibit 3-1** shows the personnel-related goals, objectives and strategies in the DIP.

Exhibit 3-1
District Improvement Plan
2001-02

	District Goal	District Objective	Strategy/Activity/Initiative
3	Provide a safe and orderly learning environment.	Objective A: Maintain and promote a safe, healthy and supportive environment for our students and staff.	Provide picture identification cards for all employees and substitutes.
4	Attract, retain and develop highly qualified and effective teachers and administrators with an increasing effort toward racial balance.	Objective B: Provide continuous and comprehensive professional development for staff, which promotes and nurtures an attitude and a desire for continuous improvement.	Continue implementation for Teaching Induction Period for Success for first-year teachers.
			Provide release time for mentors to observe new teachers and conference concerning strengths and areas to improve.
			Observe new teachers during the first 15 weeks and report concerns to Associate Superintendent Instruction/Administrative Services.
			Continue Implementation of Tier I, Tier II and Tier III on the Alternative Appraisal System for teachers.
			Provide annual and monthly training to substitutes.
			Send birthday cards to employee.
			Provide handbooks for all employee groups.

			Compare teacher salaries to compete with the district's market.
			Conduct annual CHISD Teacher Job Fair. Provide online application and job postings.
5	Achieve an open and effective internal and external communication network.	Objective B: Promote internal communications among staff that are accurate and timely.	Post all district forms online for ease of use.

Source: CHISD 2001-02 District Improvement Plan.

CHISD had 856.8 full-time-equivalent employees (FTEs) at the beginning of 2001-02, and an actual headcount of 929 employees in January 2002. Professional staff includes central and campus administrators, teachers, nurses, librarians, trainers, counselors, diagnosticians and professional support employees. Paraprofessionals include central and campus clerical employees and instructional aides, special educational aides, computer technicians and clinic aides. Classified employees include all food service, transportation and maintenance personnel, security guards, crossing guards and custodial personnel. The headcount by position is listed in **Exhibit 3-2**.

Exhibit 3-2
CHISD Employees by Category
November 2000 through January 1, 2002

Employee Category	Employees November 2000	Employees August 1, 2001	Employees January 1, 2002	Percentage Increase
Professional	441	550	558	26.5%
Paraprofessional	164	180	182	11.0%
Classified	179	187	189	5.6%
Total	784	917	929	18.5%

Source: CHISD assistant superintendent, Personnel and Student Services, March 2002.

Chapter 3

PERSONNEL MANAGEMENT

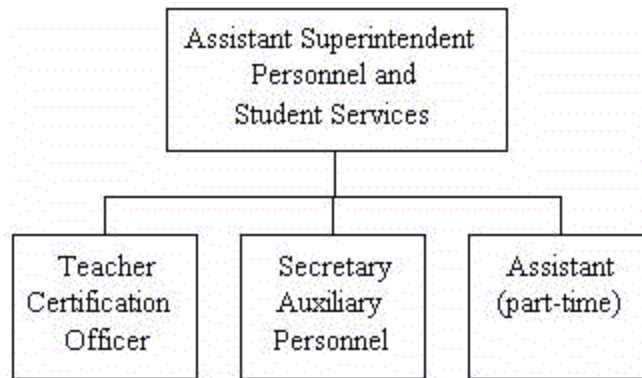
A. ORGANIZATION AND MANAGEMENT

The Personnel Organization in CHISD is under the assistant superintendent, Personnel and Student Services. Other staff members in the Personnel Organization are the teacher certification officer, the auxiliary personnel secretary and an assistant who works one day a week. The assistant superintendent, Personnel and Student Services, administers the district's overall recruiting program, including the screening of applicants, establishing and coordinating all recruiting trips, developing student teaching arrangements with colleges and universities and overseeing the substitute program.

Other responsibilities of the Personnel Organization include teacher's contracts, staff development, employee handbooks, wage and compensation programs, the employee appraisal process and staffing allocations for schools.

Exhibit 3-3 shows the organization of the positions within CHISD that report to the assistant superintendent, Personnel and Student Services, and perform personnel-related duties.

Exhibit 3-3
CHISD Personnel Organization
2002



Source: CHISD assistant superintendent, Personnel and Student Services, March 2002.

A Purchasing Department benefits assistant who processes employee benefit claims and a bond program secretary who processes substitute teachers and teacher leave requests handles additional personnel responsibilities.

FINDING

Managerial oversight of employee benefits and insurance within the district is fragmented. Four CHISD departments share responsibility for employee benefits and insurance management, which leads to duplication of effort, development of inaccurate information and a lack of coordination.

The assistant superintendent, Personnel and Student Services, handles Family Medical Leave Act requests. The part-time secretary conducts weekly new employee orientation sessions. The teacher certification officer maintains service records in staff personnel files, coordinates staff information for Public Education Information Management System (PEIMS) data input for new hires, responds to employee questions and concerns about everything from the application process to alternative certification and maintains records for all professional personnel.

The benefits assistant in the Purchasing Department should handle claims for medical, dental, life and gap insurance as well as claims for workers compensation, but the position is currently vacant.

The director, Student Services, distributes information on student insurance to parents.

The bond program secretary enters vacation and sick days for all employees into the district's computer system. This position is full-time, with part of the time spent on personnel activities and part spent supporting the bond program.

Spring ISD (SISD) has been recognized by the state for its exemplary Personnel programs. SISD includes all recruiting, certification services and benefits employees in one department. By having all personnel report to one area, the district claims to have increased the effectiveness of employee management.

Recommendation 18:

Consolidate all personnel responsibilities under the assistant superintendent, Personnel and Student Services.

The bond secretary position should be transferred to the Personnel Organization and should no longer be responsible for supporting the bond program. The administrator, Facilities Development, should assume all responsibilities previously performed by the bond secretary. The responsibilities of the vacant benefits position should be transferred to the bond secretary.

Combining the responsibilities into one position in the Personnel Organization will consolidate all employee-related compensation and benefits responsibilities under the assistant superintendent, Personnel and Student Services.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent requests and receives approval from the board for the reorganization of responsibilities.	September 2002
2.	The superintendent communicates the reorganization to the assistant superintendent, Personnel and Student Services, and the Purchasing director.	September 2002
3.	The superintendent directs the assistant superintendent, Personnel and Student Services, to coordinate the transfer of responsibilities and training of staff to assume new responsibilities.	September 2002
4.	The assistant superintendent, Personnel and Student Services, updates job descriptions to address the change in responsibilities.	September 2002
5.	The superintendent communicates the new organization structure to the CHISD staff.	September 2002

FISCAL IMPACT

The salary of the benefits assistant is \$14,080 plus 15 percent benefits or \$2,112, for a total of \$16,192 annually.

Recommendation	2002-03	2003-04	2004-05	2005-06	2006-07
Consolidate all personnel responsibilities under the assistant superintendent, Personnel and Student Services.	\$16,192	\$16,192	\$16,192	\$16,192	\$16,192

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PERSONNEL MANAGEMENT

B. SALARY ADMINISTRATION

Salary administration involves developing the district's pay practices, recommending appropriate structures on all classifications of personnel, conducting annual salary surveys by reviewing data provided by other districts, recommending modifications to the classification and compensation structure and conducting analyses of the impact of proposed salary and wage increases for both the regular system and the performance system.

The district conducts an annual salary survey for all positions using geographically close peer districts that regularly compete with CHISD for new employees. The district then prepares and updates a salary schedule for teachers based upon years of experience and highest degree earned.

Exhibit 3-4 provides the salary increases for CHISD teachers, paraprofessionals and auxiliary employees and administrators for 1999-2000 through 2001-02.

Exhibit 3-4
CHISD Salary Increases for
Teachers, Paraprofessional, Auxiliaries and Administrators
1999-2000 through 2001-02

Year	Minimum Guarantee Increase for Teachers plus step increase	Increase for Paraprofessionals and Auxiliary Personnel	Increase for Administrators
2001-02	\$1,200	3%	3% from the midpoint
2000-01	\$1,500	4%	Market increase by pay grade
1999-2000	\$3,000	5%	\$3,000

Source: CHISD assistant superintendent, Personnel and Student Services, March 2002.

Exhibit 3-5 provides the average CHISD teacher salary by years of experience.

Exhibit 3-5
CHISD Average Teacher Salary by
Years of Experience
1997-98 through 2000-01

Years of Experience	1997-98	1998-99	1999-2000	2000-01	2001-02
Beginning teachers	\$24,189	\$27,426	\$31,218	\$31,596	\$32,001
1-5	\$26,342	\$28,911	\$31,913	\$33,537	\$34,453
6-10	\$33,472	\$31,250	\$32,713	\$35,054	\$34,286
11-20	\$39,759	\$37,624	\$39,186	\$41,446	\$39,888
Over 20	\$44,732	\$43,598	\$45,054	\$46,423	\$47,181

Source: Texas Education Agency (TEA), Public Education Information Management System (PEIMS), 1997-98 through 2001-02.

Exhibit 3-6 provides the 2001-02 teacher salary schedule. A step is equivalent to years of experience, with the "zero" step being entry-level teachers who have no experience.

Exhibit 3-6
CHISD Teacher Salary Schedule
2001-02

Step	Degree	
	Bachelors	Masters
0	\$32,000	\$33,000
1	\$32,200	\$33,200
2	\$32,400	\$33,400
3	\$32,600	\$33,600
4	\$32,950	\$33,950
5	\$33,200	\$34,200
10	\$36,200	\$37,200
15	\$40,680	\$41,680
20	\$44,080	\$45,080

30+	\$48,260	\$49,260
-----	----------	----------

Source: CHISD assistant superintendent, Personnel and Student Services, March 2002.

Exhibit 3-7 presents CHISD central administrative average salaries compared with its peer districts, the state and Regional Educational Service Center X(Region 10) for 2000-01 and 2001-02. In 2001-02, CHISD central administrative average salaries were higher than the state average but lower than Region 10 and all of the peer districts.

Exhibit 3-7
CHISD, State, Region 10 and Peer District Central Administrative
Average Salaries
2000-01 to 2001-02

Entity	2000-01	2001-02
Duncanville	\$79,745	\$84,459
De Soto	\$69,576	\$81,612
Grand Prairie	\$82,838	\$79,446
CHISD	\$72,323	\$79,359
Region 10	\$75,564	\$83,844
State	\$69,916	\$77,527

Source: TEA, PEIMS, 2000-01 and 2001-02.

Exhibit 3-8 presents CHISD's campus administrative average salaries compared with its peer districts, the state and Region 10 for 2000-01 and 2001-02. In 2001-02, average CHISD campus administrative salaries were less than state and regional averages and all of the peer districts.

Exhibit 3-8
CHISD, State, Region 10 and Peer District Campus Administrative
Average Salaries
2000-01 and 2001-02

Entity	2000-01	2001-02
Duncanville	\$56,562	\$64,443
Grand Prairie	\$53,960	\$61,374

De Soto	\$51,196	\$59,397
CHISD	\$51,809	\$58,307
Region 10	\$60,119	\$62,581
State	\$58,081	\$59,873

Source: TEA, PEIMS, 2000-01 and 2001-02.

In 2001-02, CHISD's salaries for professional support were more than the state average but less than the regional averages and all peer districts(**Exhibit 3-9**).

Exhibit 3-9
CHISD, State, Region 10 and Peer District Professional Support
Average Salaries
2000-01 and 2001-02

Entity	2000-01	2001-02
Duncanville	\$48,016	\$51,832
Grand Prairie	\$46,537	\$51,079
De Soto	\$47,150	\$48,968
CHISD	\$45,511	\$47,438
Region 10	\$48,179	\$49,304
State	\$45,562	\$42,306

Source: TEA, PEIMS, 2000-01 and 2001-02.

FINDING

CHISD's teacher salaries are among the lowest in the Dallas area, which makes it difficult for the district to compete for and retain quality teachers. For 2001-02, compared with 14 area districts CHISD competes with, salaries for entry-level teachers in CHISD were the third-lowest and were 5.6 percent less than the area average; salaries for teachers with five years experience were the third-lowest and were 6 percent less than the area average; and teachers with 10 years experience were the second-lowest and were 4.1 percent less than the area average (**Exhibit 3-10**).

Only at 15 and 20 years experience do salaries for CHISD teachers increase relative to the competition, ranking fifth lowest at each experience level and less than 1 percent less than the area average.

Among the three peer districts, shown in italics in **Exhibit 3-10**, CHISD's teacher salaries exceed only De Soto ISD at most experience levels.

Exhibit 3-10
CHISD Teacher Salary Schedule Compared to Area Districts
2001-02

District	Salary Step				
	0	5	10	15	20
Mansfield	\$36,310	\$37,353	\$39,305	\$43,327	\$46,558
Carroll	\$35,750	\$36,435	\$38,010	\$41,430	\$46,082
Grapevine	\$35,500	\$36,226	\$39,131	\$43,158	\$46,860
Irving	\$35,075	\$35,901	\$38,033	\$41,396	\$45,113
Richardson	\$35,000	\$36,750	\$38,375	\$40,000	\$41,625
Garland	\$34,502	\$35,268	\$37,735	\$39,781	\$43,369
Mesquite	\$34,500	\$36,200	\$38,300	\$40,600	\$43,500
Lewisville	\$34,320	\$35,984	\$37,856	\$41,823	\$45,536
Grand Prairie	\$34,000	\$35,430	\$38,141	\$41,251	\$44,722
Duncanville	\$34,000	\$35,000	\$37,200	\$40,750	\$44,200
Arlington	\$33,500	\$34,695	\$37,158	\$40,962	\$44,532
CHISD	\$32,000	\$33,200	\$36,200	\$40,680	\$44,080
De Soto	\$31,000	\$32,400	\$34,800	\$38,400	\$41,400
Midlothian	\$27,740	\$31,880	\$37,230	\$41,260	\$44,300
Average	\$33,800	\$35,194	\$37,677	\$41,058	\$44,420
Percentage that CHISD salaries are above/(below) area average	(5.3%)	(5.7%)	(3.9%))0.9%)	(0.8%)

Source: CHISD assistant superintendent, Personnel and Student Services, March 2002.

In an attempt to provide additional teacher compensation, CHISD provides an annual attendance incentive for teachers and librarians. Any unused local personal leave earned from the previous school year is reimbursable at the rate of \$100 per day. If the employee does not choose reimbursement, unused local personal leave accumulates as local sick

leave. **Exhibit 3-11** shows CHISD's annual attendance incentive for 1998-99 through 2000-01.

Exhibit 3-11
CHISD Annual Teacher Attendance Incentive
1998-99 through 2000-01

	1998-99	1999-2000	2000-01
Number of Teachers	61	78	58
Total incentive amounts paid	\$19,450	\$24,200	\$20,650

Source: CHISD assistant superintendent, Personnel and Student Services, March 2002.

CHISD's teachers do not receive stipends for teaching subjects where there is a shortage of teachers, such as math or special education, making it difficult for the district to compete with its peer districts. According to the assistant superintendent, Personnel and Student Services, CHISD had 21 critical shortage teaching vacancies in 2001-02 filled by three long-term substitutes and 18 individuals on temporary or emergency permits. **Exhibit 3-12** shows the stipends the CHISD's peer districts offer for teachers in critical shortage areas.

Exhibit 3-12
CHISD and Peer District Additional Teacher Salary Items
2001-02

Entity	Additional items
CHISD	Base includes a \$1,200 minimum guaranteed increase over the 2000-01 contracted salary for all those returning excluding stipends. No stipend given for shortage areas.
De Soto	\$1,000 signing bonus and stipends for the shortage areas designated by TEA.
Duncanville	\$5,000 signing bonus for bilingual with an additional stipend of \$5,000. \$3,000 signing bonus for Special Education, math, foreign language, science and computer science with an additional stipend of \$5,000 for Special Education and \$1000 for the other shortage areas.
Grand Prairie	\$3,000 signing bonus to all shortage areas and \$3,000 stipend for Special Education and bilingual and \$2,000 for other shortage

	areas.
--	--------

Source: CHISD Personnel Organization Department survey, 2002.

CHISD also relies heavily on provisional teachers on permits to meet its staffing needs (**Exhibit 3-13**). Of 455.8 FTE teacher positions in CHISD in 2001-02, 104, or 22.8 percent, were on some form of temporary or emergency permit.

Exhibit 3-13
CHISD Teacher by Permit Type
2001-02

Type of Permit	Number of Permits
Emergency Permits - New	19
Permits - Renewals	17
Alternative Certification	20
Out of State - One-year Certificates	25
Non-Renewable	7
Temporary Classroom Permits	1
Non-Contract Permanent Substitutes	15
Total	104

Source: CHISD teacher certification officer, March 2002.

Exhibit 3-14 shows CHISD teacher permits by school.

Exhibit 3-14
CHISD Teachers on Permits by School
2001-02

School	Number
High school	25
Beltline	9
High Pointe	12
Permenter	22

Bray	2
Highland	6
Plummer	7
Waterford Oaks	7
West	13
Special Ed	1
Total	104

Source: CHISD teacher certification officer, March 2002.

Sixty-three percent of the teachers responding to the TSPR survey disagreed or strongly disagreed with the statement, "District salaries are competitive with similar positions in the job market." Numerous surveys returned by teachers included comments about the low salaries in CHISD. Residents attending the community forum also included several comments about low teacher salaries.

CHISD's teacher turnover is high, ranging from a low of 19.9 percent in 1997-98 to a high of 26.5 percent in 1999-2000. This equates to a loss of almost one of every four teachers employed by CHISD, from 1996-97 through 2000-01. For that five-year period, the average teacher turnover was higher than the state and regional averages every year (**Exhibit 3-15**).

Exhibit 3-15
CHISD and Peer District Teacher Turnover Rates
1996-97 through 2000-01

District	1996-97	1997-98	1998-99	1999-2000	2000-01
De Soto	15.7%	20.5%	25.1%	24.9%	31.6%
CHISD	21.4%	19.9%	24.6%	26.5%	24.7%
Duncanville	18.5%	20.4%	24.8%	27.2%	21.9%
Grand Prairie	13.4%	13.6%	16.6%	16.1%	17.1%
Region 10	14.0%	15.2%	19.6%	16.7%	17.7%
State	12.6%	13.3%	15.5%	15.0%	16.0%

Source: CHISD assistant superintendent, Personnel and Student Services and TEA, AEIS, 1996-97 through 2000-01.

CHISD lost 122 teachers in 1999-2000 and 125 in 2000-01. CHISD's teacher turnover is highest during the first three to four years of employment, which are the same years CHISD teacher salaries are among the least competitive in the area (**Exhibit 3-16**). In 1999-2000 and 2000-01, 47.5 percent and 55.2 percent of the departing teachers, respectively, had 1-4 years of experience. The result is a high cost to CHISD for recruiting new teachers and training them in classroom management techniques, campus planning, district instructional programs and intervention strategies.

Exhibit 3-16
Years of Teaching Experience in CHISD at Time of Departure
1999-2000 and 2000-01

Years of Experience	1999-2000		2000-01	
	Number	Percentage of Departing Teachers	Number	Percentage of Departing Teachers
1	26	21.3%	23	18.4%
2	15	12.3%	17	13.6%
3	7	5.7%	24	19.2%
4	10	8.2%	5	4.0%
5	7	5.7%	7	5.6%
6	8	6.6%	2	1.6%
7	3	2.5%	5	4.0%
8	4	3.3%	2	1.6%
9	7	5.7%	2	1.6%
10+	17	13.9%	16	12.8%
20+	18	14.8%	22	17.6%
Total	122	100%	125	100%

Source: CHISD assistant superintendent, Personnel and Student Services, March 2002.

Turnover is a measure of work force stability, job satisfaction and the adequacy of programs and incentives designed to retain qualified personnel.

The Personnel Organization monitors the district turnover rate for teachers. During the past three years, the primary reason given by teachers in CHISD for leaving the district has been "taking a position in another district." Although not all teachers leaving for this reason provide details about which district they go to, the majority who gave this information in 2000-01 indicated they were going to Dallas, Duncanville, Arlington, Mansfield and other schools. **Exhibit 3-17** illustrates teacher turnover by reason for departure over the last three years.

Exhibit 3-17
Reasons for CHISD Teacher Departure
1998-99 through 2000-01

Reason for Leaving	1998-99	1999-2000	2000-01
Moved to another district	60	59	56
Relocation	18	13	25
Mutual agreement	4	20	17
Career change	8	12	10
Retiring	1	11	9
Stay at home	6	7	7
Deceased	0	0	1
Total	97	122	125

Source: CHISD Personnel and Student Services Department survey, March 2002.

The Conference Board, a private information clearinghouse, estimates that the average turnover rate in most private-sector organizations for professional staff is 17 to 20 percent.

These projections, plus the estimate by the U.S. Department of Labor, state it costs a company one-third of a new hire's annual salary to replace

an employee. These projections also show that turnover costs will continue to spiral upward. Using a wage rate of the average teacher salary in CHISD, each departing employee will cost the district \$12,196. Estimates of the cost to replace supervisory, technical and management personnel run from 50 percent to several hundred percent of their salaries.

According to Dr. Jac Fitz-enz, founder of the Saratoga Institute, which publishes the world's largest database of human capital metrics/measurement, employee turnover costs as much as the departing worker's annual salary.

Recommendation 19:

Increase teacher salaries to be more competitive with peer districts.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent, Personnel and Student Services, surveys area districts to determine the average salary for teaching positions at all levels of experience.	September - November 2002
2.	The assistant superintendent and the associate superintendent, Business and Support Services, calculate the cost of increasing CHISD teacher salaries to be more competitive with the peer districts.	November 2002
3.	The assistant superintendent presents the results to the superintendent.	December 2002
4.	The superintendent reviews the information, presents it to the board and requests approval for inclusion in the 2003-04 budget.	January 2003
5.	The board approves the recommendation and directs the superintendent to budget for the increases beginning with the 2003-04 year.	February 2003
6.	The superintendent directs the assistant superintendent, Personnel and Student Services, and associate superintendent Business and Support Services to include sufficient funds in the budget for the 2003-04 year.	March 2003

FISCAL IMPACT

At the time the review was completed, not all area districts had announced teacher salary increases for the 2002-03 school year. CHISD's superintendent was going to recommend an increase of 4 percent for 2002-

03 and several area districts, including Duncanville and Dallas, had already announced increases in teacher salaries of 4 percent.

As a result, the fiscal impact assumes that 2001-02 average teacher salaries noted in **Exhibit 3-10** will increase by 4 percent (**Exhibit 3-18**).

Exhibit 3-18
Expected CHISD Teacher Salary Schedule Compared to Area
Districts
2002-03

District	Salary Step				
	0	5	10	15	20
CHISD	\$33,280	\$34,528	\$37,648	\$42,307	\$45,843
Area District Average	\$35,152	\$36,602	\$39,184	\$42,700	\$46,196
Difference	(\$1,872)	(\$2,074)	(\$1,536)	(\$393)	(\$353)

Source: TSPR calculation using PEIMS data and CHISD salary survey information.

The fiscal impact also assumes that there will be the same number of full-time-equivalent teacher positions that existed in 2001-02: 37.4 beginning teachers; 174.1 teachers with 1-5 years experience; 57.7 with 6-10 years experience; 60.7 with 11-20 years experience; and 105.7 with more than 20 years experience. The five-year average teacher salary in CHISD is assumed to cover teachers with 1-5 years experience, the 10-year average teacher salary is assumed to cover teachers with 6-10 years experience, the 15-year average teacher salary is assumed to cover half of the teachers with 11-20 years experience, and the 20-year average teacher salary covers everyone else (**Exhibit 3-19**).

Exhibit 3-19
Fiscal Impact of Increasing CHISD Teacher Salaries to Area Average

Years of Experience	Teacher FTEs	Difference between CHISD and Area Average Teacher Salaries	Total Cost of Recommended Increase

Beginning	37.4	(\$1,872)	(\$70,013)
1-5 years	174.1	(\$2,074)	(\$361,083)
6-10 years	57.7	(\$1,536)	(\$88,627)
11-20 (one-half of FTEs to represent teachers with 15 years of experience)	30.35	(\$393)	(\$11,928)
More than 20 (one-half of FTEs with 11-20 years experience plus all with 20 or more years experience)	136.05	(\$353)	(\$48,026)
Total fiscal impact			(\$579,677)

Source: TSPR calculation using PEIMS data and CHISD salary survey information.

The total cost of implementing the increase in teacher salaries would be \$579,677 annually.

Recommendation	2002-03	2003-04	2004-05	2005-06	2006-07
Increase teacher salaries to be more competitive with peer districts.	\$0	(\$579,677)	(\$579,677)	(\$579,677)	(\$579,677)

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C. RECRUITMENT

Exhibit 3-20 shows CHISD's recruiting schedule and costs for spring 2002.

Exhibit 3-20
CHISD College Recruitment Schedule
Spring 2002

Date	College	City	Registration	Travel	Total
February 20	Baylor University	Waco	\$50	\$50	\$100
March 5	University of Mary Hardin-Baylor	Belton	Region 10	\$0	\$0
March 6	Northern Oklahoma College	Oklahoma City	Region 10	\$0	\$0
March 7	Wiley College	Marshall	\$75	\$100	\$175
March 20	Jarvis College	Hawkins	\$50	\$75	\$125
April 2	University of Texas-Austin	Austin	Region 10	\$0	\$0
April 2	University of Texas-Arlington	Arlington	\$50	\$15	\$65
April 3	University of Central Oklahoma	Edmond	\$100	\$400	\$500
April 4-5	University of Northern Colorado	Greeley	Region 10	\$0	\$0
April 5	Stephen F. Austin State University	Nacogdoches	\$58	\$150	\$208
April 5	New Orleans Area (8 Universities)	New Orleans	\$200	\$450	\$650
April 8	Texas A&M University	College Station	\$95	\$300	\$395
April 9	Southern University	Baton Rouge	\$45	\$300	\$345
April 10	Texas A&M	Commerce	Region 10	\$0	\$0

	University Commerce				
April 11	Texas Woman's University	Denton	\$40	\$30	\$70
April 12	University of North Texas	Denton	\$30	\$30	\$60
April 11	Prairie View A&M University	Prairie View	\$45	\$175	\$220
April 15-16	West Texas A&M, Texas Tech University	Lubbock	Region 10	\$0	\$0
April 19	Louisiana Tech/Grambling University	Ruston	\$50	\$375	\$425
May 6	Dallas/Fort Worth Job Fair	Arlington	\$295	\$50	\$345
	Total		\$1,183	\$2,500	\$3,683

Source: CHISD assistant superintendent, Personnel and Student Services.

FINDING

CHISD purchased an online interview system to reduce the time, effort and costs associated with the new teacher interview process.

CHISD found that the old system used by the district to administer a generic, unbiased interview to potential teacher applicants time-consuming and expensive to administer. Costs included a one-time, initial training fee of \$2,000 per administrator with a required \$500 annual fee per administrator. Each test took one and a half to two hours to administer. Approximately 120 candidates were tested annually, which required 180 hours of administrative time to supervise.

On February 1, 2002, Gallup unveiled a new Web-based talent assessment system called Teacher Insight Interview that required 30 to 45 minutes to complete. The interview uses a 1-5 Likert scale, with "strongly disagree" to "strongly agree" response options, multiple-choice items that reveal candidates' attitudes, beliefs and behaviors and open-ended questions that candidates answer in their own words.

Gallup's report tracks the candidate's responses and includes a percentile ranking that provides the best prediction of the candidate's potential for teaching success based on the candidate's talent. Gallup reports percentile rankings to districts through its Web-based reporting site, Gallup Online,

or transmits scores to the district electronically. Once a candidate has completed the Teacher Insight interview, access to the percentile ranking is nearly immediate for a district. A district can integrate percentile rankings into existing applicant tracking systems. Tracking systems record all persons in the applicant pool through every stage of the hiring process.

Costs for the 2002 school year include \$2,600 for initial consulting and system startup costs and \$10,000 for a two-day administrator training seminar for 30 participants. The recurring costs will be approximately \$14 per qualified candidate to complete the online screener.

CHISD began using this new testing instrument during the spring 2002 recruiting season. Principals liked the system and the way it gives immediate feedback.

The district chose the online version rather than the personal interview due to initial training expenses and administrator time needed to screen each candidate. The online version gives immediate results for the principals to use. The training for use of the online version is a little less than \$350 per administrator and provides greater reliability. Peer districts Grand Prairie, De Soto and Duncanville use the Gallup Teacher Perceiver.

COMMENDATION

CHISD's Web-based talent assessment system will accelerate the hiring process for new teachers by providing immediate prediction of the candidate's potential for success.

FINDING

CHISD successfully and consistently filled substitute positions with qualified candidates during the 2001-02 school year. Because of the weak economy, the substitute teaching positions are more attractive and easier to fill. The district requires that each substitute candidate attend a training session at the beginning of each school year, or a weekly orientation for those arriving after the start of the year. Candidates receive basic training in classroom management, effective teaching techniques and district policies and procedures, including discipline management.

The district uses an automated substitute calling system called Sub finder. Substitute placement is efficient and effective. When principals or teachers need a substitute, they call an automatic substitute phone line and request a substitute by date, time and location. The system then automatically calls each qualified substitute until it fills the request. Maintenance of the system requires only a small amount of time by a secretary. Substitutes

can also proactively dial into the system, listen to the current openings, then select a desired assignment.

COMMENDATION

CHISD's substitute program is well organized, provides a rapid transition into the district and requires minimal time to maintain.

FINDING

CHISD uses creative methods to recruit minority teachers. The assistant superintendent, School and Community Services, participates in recruiting events on targeted campuses with large classes of graduating minority teacher candidates and solicits members of the community to host minority teacher candidates in their homes during their interview visit to CHISD.

In 1996-97, CHISD began an effort to recruit at historically black colleges and universities and scheduled recruiting trips began in 1997-98. The district estimates that it has located minority teacher prospects, compiled names of experienced teachers who work in other areas but live in Cedar Hill and surrounding areas and hired teachers directly from that list. CHISD also collaborated with Region 10 for more teacher referrals.

Candidates from outside the community are more willing to accept a position when they feel comfortable about the community and welcomed by the residents. A host program, established in 2001, was a pilot program designed to link the district with the local community and with local churches. The program asked residents for assistance in attracting minority teachers to the annual CHISD Teacher Job Fair. One church, Antioch Missionary Baptist Church, participated in 2001 and 2002 and paid the lodging of one candidate who had requested assistance. CHISD staff has also volunteered to house potential applicants during recruiting visits to the district. Antioch, along with Community Baptist and several other potential churches and parent groups pledged to provide this type of assistance in 2002-03, if needed. CHISD plans to extend this concept to local residents who are alumni of historically black colleges and universities.

The district collaborates with the Chamber of Commerce to provide an annual welcome luncheon for new teacher candidates.

Through campus-based multicultural committees, teachers, parents and students are working to enhance cultural sensitivity and awareness in the district. All new teachers are required to attend an orientation on diversity and all regular teachers and support staff are required to have campus-

based diversity training. The district hopes that increased educational awareness will result in increased retention of minority teachers.

COMMENDATION

CHISD, working with the Cedar Hill community, uses innovative methods to attract and retain minority teachers.

FINDING

There is no collaboration between CHISD and the City of Cedar Hill to market the area for potential employees even though both organizations require employees in common areas, such as technology, purchasing and custodial services. Creative recruiting programs and cooperation are a must in a tight labor market.

The city commissioned an external vendor to conduct a compensation and job classification study to compare its jobs and salaries and those of peer cities. The City of Cedar Hill employs about 209 full-time employees and up to 56 part-time and seasonal employees. The study, which cost \$40,000, had a second quarter 2002 completion date. All Cedar Hill employees submitted questionnaires and participated in interviews to create accurate job descriptions.

Glen Rose Independent School District (GRISD) holds an annual joint job fair with Somervell County that provides an opportunity for mutual benefit. This small community pools resources in marketing their area. Teachers who would require relocation to accept a position in GRISD can interview simultaneously at the county for employment opportunities for a spouse.

Recommendation 20:

Explore collaborative opportunities for employment advertising and recruiting with CHISD and the City of Cedar Hill.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent meets with the mayor of Cedar Hill, recommends examination of areas that lend themselves to joint efforts and agrees to appoint a working committee to create a plan.	September 2002
2.	The superintendent appoints the assistant superintendent, Personnel and Student Services, to represent the district on the committee.	October 2002

3.	The assistant superintendent, Personnel and Student Services, meets with the city representative and representatives from appropriate departments of both organizations and designs a plan and timeline for collaborative opportunities.	October 2002
4.	The assistant superintendent, Personnel and Student Services, presents the plan to the superintendent for approval.	December 2002
5.	The superintendent presents the plan to the board for approval.	January 2003
6.	The board approves the plan.	February 2003
7.	The assistant superintendent, Personnel and Student Services, informs principals and appropriate staff of the plan and then implements it.	February - March 2003
8.	The assistant superintendent, Personnel and Student Services, works with the city representative and monitors the plan's success.	Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 3

PERSONNEL MANAGEMENT

D. PERSONNEL RECORDS

The district maintains hardcopy records on every employee. All nurses and full-time professional employees who are new to the district and are employed in positions that require approval of the State Board of Educator Certification receive probationary contracts during their first year of employment. All full-time professionals employed in positions requiring certification and nurses who have successfully completed the probationary period have two-year, renewable term contracts. Non-certified professional, administrative, paraprofessional and auxiliary employees are at-will employees and are not under contract.

FINDING

Personnel files for 929 active and approximately 2,500 inactive CHISD employees are on paper, which requires extensive storage space and limits access. Storage of these records in fireproof cabinets takes up space in two rooms in the Personnel Organization.

Also, the personnel files contain information not required by the Texas Education Agency, such as certificates of attendance at staff development or letters from the parents of students. This additional information requires additional space.

The Texas State Library and Archives Commission has adopted standards for document imaging and storage on a disk that meet legal requirements for both permanent and temporary records. The development of an imaging process has replaced the need for maintaining a filing system and increased district and citizen access to information.

Districts such as Beaumont, Clear Creek, Spring, Galena Park and Bastrop have procedures in place to scan information into a computer and store it on a disk. The City of Dallas aggressively incorporates document imaging in developing records retention, storage and destruction schedules. Document imaging allows an organization to store up to 30,000 pages of paper on a disk and eliminates the need for large amounts of storage space.

Paper information and files other than personnel files could be part of a document imaging system. Beaumont ISD also scans special education files onto disks, and Spring ISD scans all responses to bids.

Recommendation 21:

Purge employee files of unnecessary information and implement a document-imaging program to store all required information.

Scanning personnel files and transcripts into a computer would eliminate excessive filing. Job descriptions could be stored on disks and could be available to schools and departments when needed.

CHISD should first assess areas in which document imaging could create greater access to information, save time or reduce the cost of storing documents.

For the first year, CHISD should establish a pilot project and use the active employee files and new teacher applications as the first areas for scanning. At the conclusion of the first year, the district should reevaluate the process and determine how to continue.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The secretary, Auxiliary Personnel, and the teacher certification officer review each active and inactive employee file and pull unnecessary information.	September - November 2002
2.	The assistant superintendent, Personnel and Student Services, sends a letter to all current and former employees of file information that will be discarded unless retrieved by them within 30 days.	November 2002
3.	The superintendent forms a committee composed of the assistant superintendent, Personnel and Student Services; the director Information Systems; the associate superintendent, Business and Support Services; and the assistant superintendent, Administrative Services to review document-imaging opportunities and establish a priority list.	November 2002
4.	The committee reviews each area of CHISD and establishes a plan with priority applications of a document imaging process.	November 2002 - January 2003
5.	The committee recommends a plan to scan appropriate documents and provide necessary access to, or storage for, the documents.	February 2003
6.	The superintendent approves the plan and assigns responsibility for coordinating the process to the director, Information Systems.	March 2003
7.	The director initiates the process and serves as the contact point for service.	April 2003

8.	At the conclusion of the first year, the committee reconvenes, evaluates the success of the process and recommends a plan for proceeding, with any needed modifications, or for discontinuing the process.	August 2003
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FISCAL IMPACT

Given the size of the district, the most effective process would be contracting with an outside vendor to provide the service. According to one vendor, a typical basic cost would be from 10 to 12 cents per page. For the first year, CHISD should budget \$2,000 for approximately 20,000 pages.

Recommendation	2002-03	2003-04	2004-05	2005-06	2006-07
Purge employee files of unnecessary information and implement a document-imaging program to store all required information.	(\$2,000)	\$0	\$0	\$0	\$0

FINDING

The district's teacher certification officer manually maintains documentation on permits, alternative programs and development re-certification course requirements. This requires the teacher certification officer to manually make entries and retrieve information when requested. During 2001-02, there were 103 teachers on permits including 19 new emergency permits, 17 renewals, 20 alternative certificates, 32 out-of-state, one-year certificates, one temporary classroom permit and 14 non-contract permanent substitutes. This activity takes approximately 208 hours yearly and includes filing, copying and recording data in the system.

The State Board for Educator Certification (SBEC) requires renewal of many teaching certificates every five years. Participants must complete 150 hours for provisional continuing education or 200

hours for professional continuing education. SBEC documents the program taken by providing copies to the principal who stores the information and retrieves it when requested.

CHISD's assistant superintendent, Personnel and Student Services, believes there will be increased pressure for teachers to track their time at the end of the five-year period. Although teachers should immediately turn in their certificates of attendance at a seminar or class as soon as they

complete it, many times they do not. They hope the district will provide a copy when they cannot locate proof of their continuing education hours.

Currently, an online system schedules training rooms for programs, but attendees must call in to register. An upgrade to this scheduling program will permit users to enroll in workshops through the Internet, track classes attended, view classes they have already taken through the Internet, allow administrators to modify classes as needed and eliminate hard copy certificates. When teachers need documentation, they can print a summary of their continuing education schedule.

In January 2003, the Information Systems Department will begin using a new, bond-funded business and administrative system. Available software can expand the system to allow it to track training information and certification hours.

Recommendation 22:

Purchase software necessary to automate certification tracking.

The district should purchase the training information tracking software for the electronic business and administrative system. Using a conservative estimate of 300 teachers taking 150 hours in three-hour sessions and requiring 30 minutes of administrative assistance annually, approximately 150 hours of time will be saved by tracking records electronically. In addition, the system would eliminate 15,000 separate documents.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent directs the assistant superintendent, Business and Support Services, to order the software.	September 2003
2.	The superintendent directs the Information Systems director to order the software and create a working committee to implement the program.	September 2003
3.	The Information Systems director solicits information about all necessary fields of data required by personnel, staff development and teachers.	November 2003
4.	The Information Systems director trains primary users of the system at each school.	December 2003
5.	The Information Systems director integrates the program with the new financial system.	January 2004
6.	The Information Systems director ensures all users receive training.	February 2004 and Ongoing

FISCAL IMPACT

The cost of the certification software is \$8,000. According to the Information Systems director funds to purchase the additional software module are available in the technology allotment passed in the October 2001 bond issue, which means no additional cost to the district's maintenance and operations budget will be necessary.

Recommendation	2002-03	2003-04	2004-05	2005-06	2006-07
Purchase software necessary to automate certification tracking.	(\$8,000)	\$0	\$0	\$0	\$0

Chapter 3

PERSONNEL MANAGEMENT

E. APPRAISALS, HANDBOOKS AND JOB DESCRIPTIONS

The Texas Education Code (TEC) requires an appraisal at least once during each school year for administrators and teachers. This appraisal process and performance criteria may be different from the process developed by the commissioner and may be developed by the district in consultation with the district- and campus-level committees established under the TEC.

FINDING

CHISD's administration did not feel that the needs of experienced, master teachers were met through the Professional Development and Appraisal System (PDAS). The CHISD Alternative Appraisal Task Force, including representatives of the teaching staff, principals at all levels and members of central administration, recommended on May 24, 1999 that the board adopt an alternative appraisal system. The alternative system provides customized professional growth with documented leadership activities and responsibilities.

Board policy specifically states that all administrators and teachers be appraised annually in accordance with the PDAS. Within the first three weeks of school and at least three weeks before the teacher's first observation, the district provides an orientation on the PDAS to all teachers.

One goal of CHISD's 1999 *Personnel and Student Services District Improvement Plan* was to conduct a study on alternative appraisal systems for master teachers. The district studied research literature and looked at other districts that were using alternative systems. The Alternative Appraisal Task Force reviewed the collected information and made a recommendation to the District Advisory Committee on May 24, 1999. The Board of Trustees approved the plan.

The teacher population is divided into three tiers. Tier I is for probationary personnel, first-year teachers and teachers new to the district. Tier II is for staff who have been rated "proficient" on all indicators on PDAS. Tier III is for teachers with six of eight domains rated "exceeding" and permits a principal to expand responsibility or those demonstrating leadership. The teacher can exchange expanded responsibilities for the traditional observation period of 45 minutes in the classroom. A principal or supervisor has the right to return a teacher to Tier I or Tier II at any time

in the process. Separate PDAS are available for classroom teachers, nurses, campus principal, educational diagnosticians and assistant superintendents.

CHISD is in its second year of Tier III implementation. Teachers complete self-report forms and sign a commitment form agreeing to be placed on a particular tier for the school year. This form, signed by the teacher and supervisor, remains on file in the PDAS file located in the teacher's supervisor's office.

By mutual consent of the teacher and the appraiser, the required minimum observation can be in shorter time segments as long as they add up to 45 minutes.

Exhibit 3-21 is a summary of the CHISD alternative appraisal plan.

**Exhibit 3-21
CHISD
Alternative Appraisal Plan**

Tier	Entry	Instrument	Maintenance	Evaluation	Appeal
III	Six of eight domains "exceeding." Documented expanded responsibilities. Level 2 technology proficiency. Staff development requirements. Minimum 1 year on Tier 2. Tier III Commitment.	Performance Appraisal Summative Report Parts I & II Tier III walk through checklist.	Expanded responsibilities Demonstrated leadership Not on intervention plan Consensus evaluation of goals (principal approval) Tier 3 commitment.	Performance Appraisal Summative Report Parts I and II (conf./summative) Minimum of one walk through.	DGBA (Board Policy)
II	All indicators "proficient" on PDAS. Not a teacher in need of assistance. Level I technology	TSR Modified PDAS Walk through checklist Tier 2 Observation	All domains "proficient."	Modified PDAS(domain rating/holistic) 45-minute observation Minimum one walk through.	Request second appraiser using original PDAS instrument.

	proficiency. Staff development requirements. Term contract Minimum 1 year on Tier 1. Tier 2 Commitment	Summary Tier 2 Summative Conference.			
I	Probationary Personnel. First-year teacher. Teacher new to district.	TSR PDAS Walk through checklist.		PDAS 45 min. observation Minimum 3 walk throughs for first year in district/1 walk through in subsequent years.	Request second appraiser.

Source: CHISD Alternative Appraisal System, revised August 31, 2000.

COMMENDATION

CHISD uses an alternative appraisal system that sets clear expectations, provides for teacher self-reporting of contributions, covers scoring on all domains required and includes appeal process for all levels.

FINDING

CHISD created a workshop to help administrators clearly understand the district's standards of performance and be able to explain them to employees. The workshop, Managing Employee Performance-A Workshop for School Administrators, was first delivered on May 30, 2000. It covers effective hiring, documenting performance and progressive discipline.

Exhibit 3-22 shows the topics and outline of materials covered in the workshop.

Exhibit 3-22 CHISD Managing Employee Performance Workshop 2000

Topic	Outline
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Effective Hiring	Evaluate and define job requirements in advance. Prepare interview questions in advance. Know the objectives of the interview. Conduct a standard interview with all candidates. Use effective questioning techniques. Practice active listening skills. Conduct reference checks on all applicants.
Documenting Performance	Reasons for documentation. What to document. Forms of documentation. How to document.
Documentation - A common-sense approach	Verify facts. Keep it simple. Keep it unemotional. Review the documentation carefully. Don't falsify documentation.
Progressive discipline	Purpose. Districtwide discipline procedures. Addressing performance problems. Do not ignore the problem. Treat employees fairly.
Types of progressive discipline	Informal counseling. Oral warning. Written warning. Termination.
Elements of good written warning	Provide employee with information. Describe what the problem is and why. Solicit employee's input. Identify changes required. State consequences if the problem is not corrected. Provide a history of problem in terms of previous attempts to deal with the problem. Include signatures.

Source: CHISD Managing Employee Performance, A Workshop for School Administrators, May 30, 2000.

COMMENDATION

CHISD designed an effective workshop to help school administrators standardize hiring procedures, document performance and ensure progressive discipline.

FINDING

The Personnel Organization developed 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 a separate handbook or manual.

The Personnel Organization 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 with receipt statements included in both that are turned in to school administration. Employee policies were not automatically printed in the handbook to save copying, but were provided when needed.

Employees and applicants have access to CHISD policies, procedures and programs in both hard copy and online. Most districts have one employee handbook, but few have separate handbooks tailored to address the needs of diverse employee departments. Employee interviews indicated a thorough knowledge of district procedures and policies, as well as the specific rules for each department.

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

Some CHISD job descriptions are incomplete and some titles have discrepancies and do not accurately reflect responsibilities. Job description updates took place during the 1996-97 school year. At that time, the Personnel Organization updated them when notified of a change of responsibility or creation of a new position. A review of job descriptions

did not include dates, which made it difficult to determine when updates were made.

Exhibit 3-23 presents the out-of-date or incomplete job descriptions.

Exhibit 3-23
CHISD Example of Incomplete Job Descriptions
2001-02

Title	Department	Omission
Director	Information Systems	Nothing mentioned in management scope about support for the City of Cedar Hill even though this is a major responsibility.
Director	Instructional Technology	Instructional technology plan responsibilities, grant responsibilities
Secretary	Instructional Technology	Campus telephone systems maintenance

Source: CHISD Personnel Organization, 2002.

Exhibit 3-24 shows some examples of job title and job description discrepancies in CHISD.

Exhibit 3-24
CHISD Example of Job Title and Job Description Discrepancies
2001-02

Job Title	Job Description
Director, Purchasing and Insurance	Director, Purchasing
Purchasing Agent	Purchasing Assistant
Accounts Payable supervisor	Accounts Payable coordinator
Benefits assistant	Employee Benefit Coordinator
Accounting and Textbook clerk	Accounts Payable/Textbook Clerk
Inventory Control	Inventory Clerk
(Not on org chart)	Mail Clerk
(Not on org chart)	Receptionist

Source: CHISD Job Descriptions.

Job title and job description discrepancies lead to confusion of responsibilities. During focus group sessions and interviews many employees were unclear of the responsibilities associated with all positions in their departments. Employees are not sure who is supposed to have what responsibilities. In cases where the district posts a job under one title and the job description shows a different level, inaccurate hiring can occur and unqualified people could be hired.

As a community service, The University of North Texas and Texas Consulting and Applied Research created a "Partnering for Perfection" program. The program uses university students to provide services to employers with limited resources. The students get real-world experience and the employers get services they could not normally afford. Students at the school take responsibility for projects such as wage and salary surveys, policy manual and employee handbook creation, training and development programs, writing job descriptions and conducting job analysis.

Recommendation 23:

Update all job descriptions and establish a system to ensure that they are kept current.

The associate professor of Human Resources Management at the University of North Texas who manages this program has agreed to take on job description writing at no cost to CHISD, if requested.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent and principals create a master list of positions and ask each employee to prepare a job description.	September 2002
2.	Employees summarize their job duties.	October 2002
3.	Representatives from the University of North Texas review the job descriptions, compare them with regional data and revise as needed.	October - November 2002
4.	The principals review all job descriptions for accuracy.	November 2002
5.	The principals submit detailed job descriptions to the superintendent for review and approval.	November 2002
6.	The superintendent distributes new job descriptions to all employees.	December 2002
7.	The superintendent and principals oversee the update of job descriptions every three years or as necessary.	Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources

Chapter 4

FACILITIES USE AND MANAGEMENT

This chapter reviews the facilities use and management for the Cedar Hill Independent School District (CHISD) in the following areas:

- 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 the 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 facilities managers in strategic planning, design and construction. Additionally, all facilities departments should operate under clearly defined policies and procedures.

Facility managers not only ensure that school district facilities are designed and built in a way that enhances the educational process, but they also meet other needs, such as:

- maintaining school facilities and equipment in peak operating condition;
- providing a clean school and working environment;
- ensuring that facilities comply with local, state and federal building regulations; and
- minimizing district utility costs.

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

CHISD selected De Soto, Duncanville and Grand Prairie Independent School Districts as peers for comparison purposes.

CHISD is located in southwestern Dallas County and covers approximately 38 square miles. CHISD facilities include five elementary schools, two intermediate schools, one middle school, one high school and one alternative education program center, which is housed in a central administrative office. The district also has separate facilities for

maintenance, warehousing, food service and grounds keeping. **Exhibit 4-1** shows each school's age, number of classrooms, student capacity and student enrollment.

Exhibit 4-1
CHISD School Age, Number of Classrooms, Capacity and Enrollment
2001-02

School	Year Built	Square Feet	Conventional Classrooms	Maximum Capacity	Enrollment October 2001	Over/(Under) Capacity
Elementary						
Bray	1948	34,478	14	308	344	36
Plummer	1973	44,910	20	440	591	151
Highlands	1987	73,618	24	528	425	(103)
High Pointe	1986	69,374	23	506	577	71
Waterford Oaks	1991	71,998	25	550	610	60
Intermediate						
Beltline	1984	54,661	26	650	604	(46)
West	1998	67,347	28	700	473	(227)
Middle						
Permenter	1989	152,465	60	1,500	1,241	(259)
High						
Cedar Hill	1978	433,782	106	2,650	2,085	(565)
Other Facilities**						
Administration Building*	1956	88,000	N/A	N/A	N/A	N/A
Portable Classrooms (25)	N/A	37,500	N/A	N/A	N/A	N/A
Total		1,128,133	326	7,832	6,950	(882)

Source: Population and Survey Analysts, Demographic Update for CHISD, December 2001.

**Note: The Administration Building houses the alternative education program (AEP).*

***Note: Support facilities, such as maintenance, warehouse, food service and grounds keeping do not house students and are not included in this table.*

In 1995, CHISD voters approved a \$30 million bond referendum to build West Intermediate; expand Cedar Hill High School, Permenter Middle School and Beltline Intermediate; upgrade Bray and Plummer elementary schools; and modify all facilities in accordance with the Americans with Disabilities Act (ADA). CHISD contracted with Dikita Engineering to manage the construction program for these bond projects, at a cost of \$1,737,509 for the five-year period from 1995 through 2000.

In 1999, voters approved a \$28.7 million bond referendum to build a new intermediate school; build a new elementary school; expand Highlands, High Pointe and Waterford Oaks elementary schools; and air-condition all school gymnasiums. For these construction projects, CHISD hired 3D/International as its program manager, at a fixed management fee of \$975,000 for a 27-month period lasting from 1999 through 2001.

In October 2001, voters approved an \$89.7 million bond referendum to:

- build a new middle school, ninth-grade center, elementary school, career and technology center and band hall;
- expand the high school drill team/dance facility;
- purchase eight to 10 future school sites;
- upgrade technology in all schools;
- renovate older schools;
- relocate the administration building and alternative education program;
- purchase two school buses per year from 2002-03 through 2005-06 (Dallas County Schools provides matching funds);
- improve school driveways and parking lots; and
- address new ADA requirements.

Before contracting out the management of the 2001 bond projects, CHISD hired a consultant, Education Resources Associates, to compare the cost of outsourcing to the cost of managing the bond program with district staff. The consultant recommended that CHISD manage the 2001 bond program with a combination of district staff and a project manager provided by the architect. If necessary, the consultant suggested hiring additional district staff. The superintendent recommended contracting program management at a reduced level of service and creating an in-district position to supplement the program management. The board approved the superintendent's recommendation in January 2002. In March 2002, the

board selected Huckabee and Associates to provide program management services for construction projects associated with the 2001 bond program, from 2002 through 2012, at a cost of \$2.3 million. The superintendent filled the in-district staff position in April 2002.

Chapter 4

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 improving facilities.

Effective school facilities master planning incorporates the following elements:

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 - 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 should identify the use and size of each room. This enables planners to accurately set the capacity of each school. Modifications to schools should be noted in the inventory so it can be kept current.

Enrollment Projections: Effective planning requires accurate enrollment projections. The district should make these projections for 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 using portable classrooms can temporarily alleviate overcrowding due to fluctuations in enrollment, they can become a deficit to the educational program if they are overused. Therefore, an effective enrollment management plan calls for adjustments in attendance zones whenever they prove necessary. Attendance zones specify which school a student attends based on their geographical area or zone. While such adjustments often prove unpopular with parents and students due to a possible school reassignment determined by the re-zoning, 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 needs against resources. A capital master plan charts future improvements to school facilities and identifies funding sources for them. The planning process, which should involve the community, should identify district goals and objectives and prioritize projects based on those goals and objectives.

The Texas Association of School Administrators (TASA) provides facility-planning services, including:

- demographic analysis;
- enrollment forecasts;
- extensive evaluation of the condition and educational functionality of existing buildings and sites;
- capacity analysis of all district education facilities, reflecting the district's instructional program;
- evaluation of each campus and facility to determine its best use, in light of local programs and state staffing and space requirements;
- determination of technology capabilities within existing facilities; and
- evaluation of the district's compliance with state and federal mandates.

FINDING

CHISD developed its first 10-year facilities plan with community input and successfully passed an \$89.7 million bond referendum in 2001 to fund the first phase of the plan.

Formulating a capital improvement plan and long-range facilities plan requires analyzing a significant amount of data, some of which directly impacts parents, students and other community members.

In February 2001, the CHISD board formed a citizens advisory group, called the Growth and Expansion Team (or GET Committee), to develop goals and objectives for secondary education facility needs, including district growth, facilities condition and classroom size. The committee was composed of a cross section of 20 members of the community including parents, teachers, business and community members. The committee reviewed a wide variety of data including:

- student demographic information and population projections;
- financial projections and funding sources;
- historical information;
- facility assessments such as building capacities, age of buildings, maintenance problems and health and safety issues;

- instructional plans;
- technology plans; and
- community expectations concerning special education, vocational programs, equity of facilities and diversity of school populations.

In July 2001, the board formed a second advisory GET Committee to focus on elementary facility needs. The recommendations of both committees formed the vision for a new 10-year CHISD facility plan.

The district's program management company, 3D/International, was commissioned in June 2001 at a cost of \$162,500, in addition to their management services fee, to develop a master facilities plan. In developing the plan, 3D/International reviewed the recommendations of the GET Committees, compiled updated demographic information, evaluated existing facilities, established construction standards, developed a real estate procurement plan and established construction cost estimates. The subsequent CHISD Master Growth Plan recommended construction projects totaling \$185.3 million to span 10 years from 2001 through 2011. **Exhibit 4-2** shows an overview of the 10-year plan.

Exhibit 4-2
CHISD Proposed 10-year Facility Plan Budget
2001-02 to 2010-11

School/Project	2001-2004	2005-2008	2009-2011	Total
Elementary Schools				
Existing Elementary Schools	\$5,938,006	\$10,154,373	\$3,585,749	\$19,678,128
New Elementary Schools	\$7,759,125	\$9,459,900	\$0	\$17,219,025
New Land (45 acres)	\$636,000	\$329,200	\$0	\$1,028,200
Intermediate Schools				
Existing Intermediate Schools	\$623,039	\$2,001,275	\$1,400,164	\$4,024,478
New Intermediate Schools	\$0	\$0	\$0	\$0
New Land (15 acres)	\$318,000	\$0	\$0	\$318,000
Middle Schools				
Existing Middle Schools	\$900,000	\$713,554	\$474,649	\$2,088,209
New Middle Schools	\$17,054,400	\$0	\$0	\$17,054,400

New Land (100-120 acres)	\$636,000	\$784,400	\$0	\$1,420,400
High Schools				
Existing Cedar Hill High School	\$4,340,448	\$2,929,513	\$2,995,262	\$10,255,223
New High School Band Hall	\$2,654,300	\$0	\$0	\$2,654,300
Dance Program Relocation	\$365,750	\$0	\$0	\$365,750
Career Technology Center	\$3,866,500	\$0	\$0	\$3,866,500
New Land (75-100 acres)	\$1,855,000	\$0	\$0	\$1,855,000
Transitional Building	\$26,673,191	\$0	\$56,346,572	\$83,019,763
Stadium				
CHISD Stadium	\$8,862	\$0	\$0	\$8,862
Administration Offices				
Existing (Demolition)	\$620,312	\$0	\$0	\$620,312
Existing Shell Only	\$2,325,125	\$0	\$0	\$2,325,125
Alternative Education Program (AEP)	\$412,775	\$0	\$0	\$412,775
Additional Programs				
Maintenance Facility	\$1,250,000	\$0	\$0	\$1,250,000
Districtwide Technology Upgrades				
Technology with Fiber Optic Links	\$6,360,000	\$0	\$0	\$6,360,000
Contingency				
Contingency at 6%	\$4,588,440	\$1,434,356	\$3,477,774	\$9,500,570
Total	\$89,185,279	\$27,859,571	\$68,280,169	\$185,325,019

Source: CHISD Facilities Comprehensive Master Plan, November 2001.

In August 2001, the board ordered a bond referendum for October 20, 2001 to seek voter approval of \$89.7 million in school bonds. The purpose of the bonds was to finance the first phase of the 10-year facility plan,

which included school construction needs from 2001 through 2004. The referendum passed by a margin of 78 percent in favor of the bonds to 22 percent against. Future boards will determine the funding for the remainder of the facility plan.

COMMENDATION

CHISD developed a long-range facility master plan with community input and extensive data analysis and successfully passed a bond referendum to fund the first four years of the plan.

FINDING

CHISD used a citizens advisory committee to recommend changes to attendance zones and boundaries.

With a new elementary school, a new intermediate school and three elementary school expansions scheduled to open in August 2002, the superintendent formed a citizens advisory committee in December 2001 to recommend changes to attendance zone boundaries. The advisory committee was composed of representatives from the affected schools, including Parent/Teacher Association (PTA) officers, site-based decision-making (SBDM) committee members, principals and two members of the District Advisory Committee (DAC). The associate superintendent, Instruction and Administrative Services and the assistant superintendent, Administrative Services, led the committee.

The advisory committee developed the criteria they would use to evaluate the proposed attendance zones and ranked the criteria in order of importance. The committee used the criteria to evaluate all options and returned a re-zoning recommendation to the superintendent. Criteria used in the elementary school committee discussions included:

- proximity to the neighborhood schools;
- keeping ethnicity, diversity and socio-economic balances comparable with overall district demographics;
- allowances for further growth potential at each campus;
- practicalities such as any hazardous pedestrian barriers and length of bus ride for students;
- use of boundary lines other than highway 67; and
- avoid assigning small groups of elementary students to an intermediate school.

To assist the committee, the district contracted with Population and Survey Analysts, from Bryan, Texas, at a cost of \$48,656, to provide population data for the district and to suggest possible school boundaries.

Exhibit 4-3 shows Population and Survey Analysts' enrollment projections for CHISD.

**Exhibit 4-3
CHISD Student Enrollment and Projections
1999-2000 to 2011-12**

Year	Enrollment	Projected Enrollment Change From Prior Year	Percentage Change From Prior Year
2011-12	13,256	720	5.75%
2010-11	12,535	746	6.33%
2009-10	11,789	732	6.62%
2008-09	11,057	696	6.72%
2007-08	10,361	672	6.93%
2006-07	9,689	622	6.86%
2005-06	9,067	587	6.91%
2004-05	8,481	542	6.83%
2003-04	7,939	505	6.79%
2002-03	7,434	477	6.86%
2001-02	6,957	454	6.98%
2000-01	6,503	292*	4.70%
1999-2000	6,211	301*	N/A

Source: Demographic Update for CHISD, Population and Survey Analysts, December 2001.

**Note: Actual enrollment change.*

The demographic reports were presented to the board in January 2002 and the advisory committee presented its recommendations on February 11, 2002. In a special session on February 25, 2002, the board approved the new elementary and intermediate attendance boundaries.

COMMENDATION

CHISD effectively used a citizens advisory committee to analyze demographic data and recommend attendance boundaries to the board.

Chapter 4

FACILITIES USE AND MANAGEMENT

B. MAINTENANCE

The CHISD Maintenance Department is responsible for the maintenance of all school buildings and for 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.

The goal of an effective maintenance department is to:

- extend the life of facilities and maximize their potential use;
- maximize facilities staff productivity;
- select the most cost-effective methods for operations;
- improve and maintain the aesthetics of facilities;
- implement programs to conserve energy; and
- ensure the safety and security of the buildings and any people on district property.

Efficient and effective maintenance operations in a school district require:

- adequate information to plan and manage daily maintenance operations;
- a work-order system that helps maintenance workers respond quickly to repair requests;
- a preventive maintenance system that ensures maintenance workers will regularly service equipment to minimize down-time; and
- a mechanism to monitor maintenance service levels and obtain periodic feedback about functions that need improvement.

The CHISD Maintenance Department employs 28 staff members to maintain five elementary schools, two intermediate schools, one middle school, one high school, an AEP and an administration building, with a total area of 1,270,513 square feet. In addition to these buildings, the department maintains a 76,000-square-foot leased facility that includes the warehouse and the offices for the maintenance, custodial and child nutrition operations, plus 166 acres of land that includes athletic fields, flower beds, parking lots, playgrounds, sidewalks and tennis courts. The Maintenance Department also repairs 34 district vehicles.

Exhibit 4-4 shows the staffing levels in the CHISD Maintenance Department.

**Exhibit 4-4
CHISD Maintenance Staffing
2000-01**

Position/Function	Number of Staff
Director	1
Secretary - Maintenance and Operations	1
Secretary - Support Services	1
Certified Plumber	1
Plumber Helper	1
Certified Electrician	1
Electrician Helper	1.5
Certified HVAC	3
Carpenter	1.5
Locksmith	1
Mechanics	2
Painter	2
Certified Pest Control/Paint Supervisor	1
Certified IPM Coordinator/Grounds Supervisor	1
Athletic Grounds	1.5
Grounds	4.5
General Maintenance	3
Total	

Source: CHISD director, Maintenance, March 2002.

Exhibit 4-5 shows the maintenance and operations budgeted and actual expenditures from 1999-2000 through 2001-02.

**Exhibit 4-5
CHISD Maintenance and Operations Budget
1999-2000 through 2001-02**

	1999-2000	1999-2000	2000-01	2000-01	2001-02	2001-02

	(Budgeted)	(Actual)	(Budgeted)	(Actual)	(Budgeted)	Actual (as of 3/27/02)
Payroll						
Payroll Costs	\$2,134,338	\$2,076,205	\$2,152,725	\$2,163,808	\$2,273,081	\$1,312,464
Professional and Contracted Services						
Custodial Management Contract	\$260,000	\$286,897	\$265,000	\$311,991	\$275,000	\$152,652
Services to Facilities, Equipment and Vehicles	\$47,000	\$41,060	\$38,935	\$34,598	\$36,853	\$22,324
Utilities	\$1,265,556	\$1,230,262	\$2,192,656	\$1,487,743	\$1,374,000	\$671,942
Rentals: Equipment and Warehouse	\$17,000	\$48,689	\$215,993	\$212,964	\$216,000	\$122,143
Other Contract Services	\$45,000	\$62,033	\$39,294	\$209,287	\$48,317	\$49,168
Supplies						
Vehicle Supplies, Gasoline	\$25,000	\$31,510	\$35,000	\$31,500	\$26,188	\$12,811
Maintenance Supplies	\$150,000	\$128,265	\$148,624	\$139,137	\$150,000	\$86,111
Janitorial Supplies, Paper	\$40,000	\$40,835	\$51,446	\$51,665	\$55,000	\$41,134
Grounds Supplies	\$10,000	\$10,234	\$9,475	\$7,891	\$6,000	\$2,146
Other Supplies	\$17,550	\$31,167	\$3,300	\$61,353	\$3,300	\$2,028
Travel						
Travel	\$12,000	\$2,910	\$7,900	\$4,914	\$7,000	\$5,384

Capital Outlay						
Capital Outlay - Grounds	\$3,000	630	\$2,000	\$0	\$2,000	\$0
Capital Outlay - Vehicles	\$38,000	\$43,654	\$45,000	\$32,980	\$25,978	\$23,106
Capital Outlay - Equipment	\$7,000	5,092	\$22,625	\$21,876	\$18,022	\$18,022
Capital Outlay - Special Projects	\$250,000	\$241,433	\$0	\$222,789	\$0	\$1,048
Capital Outlay - Warehouse	\$0	\$0	\$0	\$36,719	\$10,000	\$888
Total	\$4,321,444	\$4,280,876	\$5,229,973	\$5,031,215	\$4,526,739	\$2,523,371

Source: Texas Education Agency (TEA), Public Education Information Management System (PEIMS), 1999-2000 through 2001-02.

FINDING

CHISD's Maintenance Department provides a high level of service with limited personnel resulting in financial savings to the district.

Exhibit 4-6 shows the 2001-02 Maintenance Department staffing levels compared to those recommended by the Association of Physical Plant Administrators (APPA).

Exhibit 4-6 Number of CHISD Maintenance Employees Compared to APPA Standards 2001-02

Craft	Current Staffing	APPA Standard	Recommended Staffing	Variance Above Below Standard

HVAC Mechanic	3	1:45 pieces of equipment (2-25 ton units) (CHISD has 607 units = 13 mechanics) 1:8 pieces of equipment (25+ ton units) (CHISD has 10 units = 1 mechanics)	14	(11)
Plumber	2	1:390,000 Gross Square Feet (GSF)	3	(1)
Electrician	2.5	1:380,000 GSF	3	(0.5)
Carpenter/ Locksmith	2.5	1:200,000 GSF	6	(3.5)
Painter	3	1:200,000 GSF	6	(3)
Grounds	7	1:5 acres (intensively maintained) 1:25 acres (routine maintenance)	7 - 10	0 - (3)
Total	20		39 - 42	(19) - (22)

Source: CHISD Maintenance Department and Association of Physical Plant Administrators, March 2002.

Note: The gross square feet of CHISD facilities, including portable buildings, is 1,270,513 square feet (2001-02).

According to the industry standards, the district's Maintenance Department is understaffed by 19 to 22 employees. During interviews with district personnel, the Facilities Administrator and director of Maintenance said that the smaller number of personnel had not adversely affected facility maintenance.

CHISD's contractor for custodial services, ServiceMaster, recently submitted a proposal to the district to provide maintenance services, in addition to their custodial services. In their proposal, ServiceMaster suggested adding three additional craftsmen. After considering the ServiceMaster proposal, the district decided to use existing staff to handle the district's maintenance needs. For example, CHISD installed new cooling towers at Cedar Hill High School using only internal Maintenance Department staff, at a cost of approximately \$9,000. If the district had to

contract for this work, the cost would have been at least double this amount according to the Maintenance director.

COMMENDATION

The Maintenance Department effectively performs all department responsibilities while employing fewer staff than recommended industry standards.

FINDING

The CHISD Maintenance Department does not have preventive maintenance schedules for all of its schools. The district does have some formal schedules for such activities as changing heating, ventilation and air-conditioning (HVAC) filters. It does not include, however, activities that extend the useful life of a building's components, including its roof, plumbing, heating, ventilation, air-conditioning, electrical systems, exterior and interior construction and finishes in any preventive maintenance schedule.

Preventive maintenance activities used by some districts are intended to prevent breakdowns and include periodic inspections, scheduled minor and major maintenance and minor repairs. Preventive maintenance in these districts also include regularly scheduled painting, resurfacing, lubricating, replacing parts, inspecting, testing and renewing facility components.

The Minnesota Office of the Legislative Auditor published a report in April 2000 called "Preventive Maintenance for Local Government Buildings: A Best Practices Review," that includes seven major best practices that entities such as school districts can adopt to improve their preventive maintenance, including:

- inventory building components and assess their condition;
- build the capacity for ranking maintenance projects and evaluating their costs;
- plan strategically for preventive maintenance in the long- and short-term;
- structure a framework for operating a preventive maintenance program;
- use tools to optimize the preventive maintenance;
- enhance the competence of maintenance workers and managers;
- and
- involve appropriate maintenance personnel in decision-making and in building communicating building needs.

Spring ISD developed a comprehensive preventive maintenance program that includes the maintenance schedules shown in **Exhibit 4-7**.

Exhibit 4-7
Spring ISD Preventive Maintenance Program Schedule

Preventive Maintenance Activity	Activity Frequency
Clean A/C unit filters	Bi-monthly
Change A/C unit filters	3 to 12 week intervals
Clean chiller condenser coils	Bi-annually
Clean fan coil and air handler evaporator coils	Annually
Clean ice machine condenser coils	Every 4 months
Inspect and capacity test chillers	Annually
Change chiller compressor oil and cores	Every 2 years
Check chemical levels in closed loop chilled and hot water piping	Monthly
Clean grease traps	Every 3 months
Inspect and test boilers	Annually
Check roofs, downspouts, and gutters	Monthly, repair as needed - 20 year roof replacement
Inspect exterior lighting	Semi-annually
Inspect elementary play gym lighting	Annually
Inspect and clean gym gas heaters	Annually
Inspect playground equipment	Monthly, repair as needed
Clean fire alarm system smoke detectors	Semi-annually
Inspect all interior and exterior bleachers	Annually, repair as needed
Clean, tighten, and lubricate roll out bleachers	Annually
Check exterior building and concrete caulking	Annually - 8 year replacement
Stripe exterior parking lots	Annually
Check condition of asphalt parking lots	Annually - 12 year replacement
Check carpet	15 year replacement

Check vinyl composition tile floors	20 year replacement
Spray wash exterior soffits and building	Every 2 years or as needed
Replace glass and Plexiglas	As needed
Paint interior of facilities	Every 5 years
Paint exterior of facilities	Every 8 years
Perform general facility inspections	Annually

Source: Spring ISD, 1997.

Spring ISD's preventive maintenance program helps the district reduce equipment down time, avoid unscheduled down time, minimize secondary damage to other equipment and reduce annual operating costs, including energy.

Recommendation 24:

Develop and implement a comprehensive preventive maintenance plan for the district.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Maintenance director contacts other school districts to get copies of their preventive maintenance plans.	September 2002
2.	The Maintenance director meets with the administrator, Facilities and Development, the Huckabee program manager and appropriate CHISD maintenance staff to develop a comprehensive preventive maintenance plan.	October 2002
3.	The Maintenance director submits the preventive maintenance plan to the superintendent for approval.	December 2002
4.	The superintendent presents the preventive maintenance plan to the board for approval.	January 2003
5.	The Maintenance director submits the projected costs to implement the preventive maintenance plan to the superintendent and board for inclusion in the 2003-04 budget.	February 2003
6.	The Maintenance director implements the preventive maintenance plan.	September 2003

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

CHISD lacks an adequate budgeting process for minor building construction projects and building modifications. These construction projects and modifications include new lighting, HVAC changes, floor coverings, electrical and plumbing changes and adding or moving walls. During the annual budget process, there is no formal walk-through of each school with the principal to determine maintenance and construction needs, and the board does not include these construction needs in the budget. As a result, principals have to submit a request for a construction project through a central committee during the school year, and if approved, funds must be located somewhere in the current budget to cover the costs.

Katy ISD includes building modification requests in its annual budget process. A principal or department head can arrange an inspection walk-through with appropriate supervisory personnel and the Maintenance Department to clarify any needed modifications. If no walk-through is requested, the principal or department head is encouraged to call the Maintenance Department and verbally describe the request. Building modification requests are submitted without a cost estimate, and the Maintenance Department reviews the requests and assigns a cost estimate. Principals and department heads are strongly encouraged to explain each request in great detail and to include drawings or brochures to help maintenance personnel understand the scope of the work required. When submitting building modification requests, Katy ISD principals and department heads assign a priority to each request. If budgets have to be reduced, these rankings assist administration in knowing which requests to cut first.

Recommendation 25:

Include building modification requests in the annual budget process.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The associate superintendent, Business and Support Services and the Maintenance director develop a process for allowing schools and departments to request building modifications as part of the annual budget process.	January 2003
2.	The associate superintendent, Business and Support Services, includes the new process for building modifications in budget packets that are distributed to schools and departments.	February 2003
3.	The associate superintendent, Business and Support Services, reviews and prioritizes the building modification requests and	April 2003

	includes a summary in the budget review materials for the board.	
4.	The superintendent and Maintenance director determine the amount of money available for district building modifications and determine how many of the projects will be scheduled for 2003-04.	May 2003
5.	The board approves these budgeted allocations.	August 2003
6.	The associate superintendent, Business and Support Services, notifies the Maintenance director, principals and department heads about the approved projects included in the 2003-04 budget.	August 2003
7.	The Maintenance director monitors the program and continues this process on an annual basis.	September 2003 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The Maintenance Department is not effectively involved in designing school construction, reviewing construction standards, writing specifications and inspecting facilities before district acceptance of the finished construction and does not participate in construction-related meetings. As a result, conflicts surfaced, such as:

- According to the Maintenance director, upon completion of the new football stadium, the Maintenance Department was called about a heater that was not working. Upon inspection, workers discovered the heater had not been properly installed. Furthermore, the electrical service to that area was 110 volts, yet the heater required 220 volts. The Maintenance Department was not asked to attend a walk-through of the facility before acceptance of the finished construction. According to the program manager, this item was on the list of required construction modifications and was resolved as a warranty item.
- Light fixtures selected for one school require \$80 replacement bulbs instead of standard \$3 bulbs. The Maintenance Department had no input in that decision. According to the program manager, longer-life bulbs are used for ceilings greater than 20 feet in height to minimize the number of times a worker needs to replace the bulbs, which is a safety issue.

- Poor quality carpet that easily snags and results in long fiber runners was installed in some schools precipitating earlier than anticipated replacement. The Maintenance Department was not consulted for carpeting suggestions before purchase and installation. According to the program manager, standard carpet is installed in new schools, and carpet failure is due to improper maintenance.
- According to the program manager, the Maintenance Department has a standing invitation to attend all construction meetings, but choose not to attend.

Most maintenance directors in Texas school districts are included in construction-related meetings and are key participants in design meetings for new schools. Because they have to fix problems on a daily basis, maintenance employees are valuable sources of information regarding the type of construction materials, equipment and fixtures that perform best in their schools.

In Katy ISD, the director of Maintenance and Operations is involved in all aspects of construction, including developing construction standards, attending building design meetings, monitoring ongoing construction and conducting final walk-throughs. The director of Maintenance and Operations meets at least every two weeks with the district architect/planner, the director of Construction and the Energy manager, as a group, to discuss construction-related matters.

During a construction project, the director of Maintenance and Operations sends a master plumber onsite to look at the location of in-slab plumbing before the contractor pours concrete. Other maintenance technicians, such as electricians and HVAC technicians, visit the site at appropriate times to familiarize themselves with the location and set-up of equipment.

Recommendation 26:

Include the Maintenance Department in all school construction discussions and in walk-through inspections of new and renovated schools.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent notifies the construction program manager and the architects to include the Maintenance Department in future design and construction-related status meetings.	September 2002
2.	The Maintenance director begins attending design and	September

	construction-related status meetings.	2002 and Ongoing
3.	The Maintenance director submits quarterly reports to the superintendent regarding involvement in construction-related meetings.	November 2002 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 4

FACILITIES USE AND MANAGEMENT

C. CUSTODIAL SERVICES

Most custodial duties are scheduled so that as much work as possible is done when children are not in classrooms. There are many custodial tasks that need to be performed on a regular basis, including:

- regulating the heating and air conditioning equipment;
- unlocking doors, opening windows for ventilation and turning on lights;
- setting up rooms for special activities;
- cleaning restroom facilities, replacing all commodities and making sure dispensers work properly;
- cleaning classrooms, teachers' lounges and other areas;
- performing special tasks within the classrooms based upon teacher requests;
- moving furniture;
- disposing of trash; and
- locking doors and gates, closing windows and turning off lights

Duties of a weekly, monthly or quarterly nature should be defined and scheduled. Tasks that may be included in this qualification are:

- lubricating equipment;
- cleaning interior walls;
- indoor painting;
- waxing floors and cleaning carpeting;
- washing windows and blinds and arranging for the cleaning of draperies; and
- resurfacing floors and refinishing furniture.

CHISD contracts with ServiceMaster for management of its custodial operations. The current custodial services staff includes one day manager and one night manager who are ServiceMaster employees and 13 day custodians, 39 night custodians, five floating custodians and six substitute custodians who are CHISD employees. **Exhibit 4-8** shows the number of custodians assigned to each school and the number of square feet of the building each custodian is responsible for cleaning.

Exhibit 4-8
CHISD Custodial Staffing Levels
2001-02

School	Square Feet in Facility	Square Feet in Portable Buildings	Total Square Feet	Number of Custodians	Square Feet per Custodian
Bray	34,478	6,000	40,478	2.5	16,191
Plummer	44,910	9,000	53,910	3.0	17,970
Highlands	73,618	3,000	76,618	3.5	21,891
High Pointe	69,374	6,000	75,374	3.25	23,192
Waterford Oaks	71,998	3,000	74,998	3.5	21,428
Beltline	54,661	4,500	59,161	3.5	16,903
West	67,347	0	67,347	3.5	19,242
Permenter	152,465	1,500	153,965	7.5	20,529
Cedar Hill	433,782	4,500	438,282	18.75	23,375
Administration Building	88,000	0	88,000	2.0	44,000
Total	1,090,633	37,500	1,128,133	51	22,472

Source: CHISD Facilities Comprehensive Master Plan, November 2001 and CHISD Purchasing agent, March 2002.

FINDING

CHISD's custodial costs per student are higher than the peer districts (Exhibit 4-9).

Exhibit 4-9 CHISD and Peers, Custodial Costs Per Student 2001-02

	Payroll	Contracted Services	Supplies	Capital Outlay	Total Budget	Students	Custodial Cost Per Student
CHISD	\$1,245,000	*\$310,000	\$55,000	\$18,022	\$1,628,022	6,966	\$234
De Soto	\$1,002,632	\$375,000	\$96,645	\$0	\$1,474,277	7,133	\$207
Grand	\$3,572,332	\$12,500	\$272,077	\$80,000	\$3,936,909	20,977	\$188

Prairie							
Duncanville	\$1,660,879	\$365,000	\$0	\$0	\$2,025,879	10,808	\$187

Source: WCL ENTERPRISES telephone interviews, June 2002, CHISD financial report, March 2002 and TEA, PEIMS, 2001-02.

**Note: Original budget included only \$260,000 for the ServiceMaster custodial contract.*

De Soto ISD contracts its custodial services for two schools, and the contract includes the salaries and benefits for those employees plus all supplies. Duncanville ISD's contracted services include maintenance, custodial and grounds plus one lead staff position.

Under the terms of its contract with ServiceMaster, CHISD pays \$305,304 per year, or \$25,442 per month, for custodial management services.

Exhibit 4-10 shows the breakdown of the ServiceMaster costs.

Exhibit 4-10
CHISD Costs for ServiceMaster Custodial Management Services
2001-02

Component	Annual Cost
Salaries and benefits - two employees	\$137,110
Computerized maintenance system	\$9,600
Custodial supplies	\$17,850
Custodial chemicals	\$32,450
Custodial equipment	\$26,108
Programs and training	\$50,851
Profit	\$31,335
Total fee	\$305,304

Source: ServiceMaster bid proposal, 2001.

Salaries and benefits are for only two ServiceMaster employees—a day manager and a night manager. The remaining custodial employees are included in CHISD's payroll.

The ServiceMaster computerized maintenance system allows the Maintenance Department to enter work order information and print work order forms. The software has the capability of tracking the time needed to complete a work order, but that feature is rarely used.

Custodial supplies include items such as mops, brooms, sponges, scrapers and spray bottles needed to clean the schools. Chemicals such as cleaners, disinfectants and floor finishes are also provided under the terms of the contract. However, CHISD pays for items such as paper towels, toilet paper and dispensers, at a cost of more than \$50,000 per year.

A custodial equipment fee is included in the contract, and it represents one year of a five-year amortization of \$130,543 worth of equipment that ServiceMaster has purchased, including two vehicles for the managers. If the overall service contract does not last five years, the un-depreciated portion of the cost will be paid by CHISD.

Program and training fees include maintenance programs, training programs, fuel, insurance, hardware, software, local and corporate support, risk management, research and development and taxes.

According to the Maintenance director, CHISD has contracted with ServiceMaster for 20 years. For the first 14 years, ServiceMaster provided both maintenance and custodial management services. Six years ago, CHISD renewed the contract for custodial management services only and hired a director to manage maintenance. CHISD re-bid the custodial services contract in 2001 and selected ServiceMaster to continue providing the service. The new contract started May 1, 2001, and is renewable in one-year increments for up to four additional years. The CHISD Maintenance director will retire December 2002.

Recommendation 27:

Consolidate the management of maintenance and custodial services when the current Maintenance director retires and do not renew the ServiceMaster contract.

A new Maintenance and Operations director could supervise the day custodians, so the ServiceMaster day custodial manager would not be needed. A night custodial manager would have to be hired to replace the ServiceMaster night custodial manager.

The Maintenance and Operations Department has two clerical positions- one for maintenance and one for custodial operations. Under the consolidation recommendation, one of the positions could be eliminated.

The maintenance software being provided by ServiceMaster can be replaced with a database written in Microsoft Access by district technology personnel. A maintenance Web page could be added to the district Web site to allow schools to enter maintenance work orders through the Internet and automatically store the data in the Access database, where reports could be immediately generated.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent submits a reorganization of the Maintenance Department to the board for approval.	October 2002
2.	The superintendent instructs the assistant superintendent, Personnel and Student Services, to develop a job description for the new Maintenance and Operations director.	November 2002
3.	The superintendent interviews candidates for the Maintenance and Operations director position.	January 2003
4.	The superintendent recommends a Maintenance and Operations director candidate to the board for approval.	February 2003
5.	The board approves and the new Maintenance and Operations director begins work in CHISD.	March 2003
6.	The Maintenance and Operations director submits a plan to the superintendent describing the transition from contracted to in-house custodial services.	May 2003
7.	The Maintenance and Operations director completes the transition and implements in-house custodial services.	September 2003

FISCAL IMPACT

By discontinuing the custodial management contract with ServiceMaster at the end of the contract period in May 2003, the district would save \$305,304 each year. CHISD would also need to eliminate one clerical position (base salary (\$28,917) + 15 percent benefits (\$4,338) totals an annual savings of \$33,255). Also, the district would need to hire one night manager (base salary (\$36,000) + 15 percent benefits (\$5,400) totals an annual cost of \$41,400). The annual purchase of supplies and chemicals at an estimated \$50,300 is based on current expenditures. Furthermore, CHISD would need to pay off the balance of custodial equipment leased from ServiceMaster for a one-time cost of \$78,327. As ServiceMaster currently provides custodial training, the district should contract for training services at an estimated annual cost of \$10,000. Taking the above figures into account, CHISD could realize savings of \$236,859 starting in 2004-05. The savings in 2003-04 are adjusted to reflect the one-time cost

of the equipment purchase. [$\$305,304 + \$33,255 - \$41,400 - \$50,300 - \$78,327$ (first year only) - $\$10,000 = \$158,532$ (2003-04) and $\$236,859$ (2003-04 through 2006-07)].

Recommendation	2002-03	2003-04	2004-05	2005-06	2006-07
Purchase equipment.	\$0	(\$78,327)	\$0	\$0	\$0
Consolidate the management of maintenance and custodial services when the current Maintenance director retires and do not renew the ServiceMaster contract.	\$0	\$236,859	\$236,859	\$236,859	\$236,859
Net (Costs)/Savings	\$0	\$158,532	\$236,859	\$236,859	\$236,859

Chapter 4

FACILITIES USE AND MANAGEMENT

D. ENERGY MANAGEMENT

The goal of school energy management is to keep operating costs down by reducing energy waste while providing a safe, comfortable environment for learning.

FINDING

At \$146 per student, CHISD's energy costs are 27 percent higher than the \$115 per student benchmark recommended for schools by the Environmental Protection Agency (EPA). In addition, three CHISD schools' energy cost per square foot exceeds the energy benchmark established by the Texas Comptroller of Public Accounts of less than \$1.00 per square foot (**Exhibit 4-11**).

Exhibit 4-11
CHISD Energy Usage
January 2001 to December 2001

Facility	Electricity Costs **	Natural Gas Cost	Total Energy Cost	Square Footage *	Energy Cost Per Square Foot
Cedar Hill High School	\$372,434	\$37,234	\$409,668	(3) 438,282	\$0.93
Permenter Middle School	\$133,894	\$13,505	\$147,399	(1) 153,965	\$0.96
Beltline Intermediate	\$59,925	\$2,876	\$62,801	(3) 59,161	\$1.06
West Intermediate	\$46,034	\$4,510	\$50,544	67,347	\$0.75
Plummer Elementary	\$58,990	\$8,270	\$67,260	(6) 53,910	\$1.25
High Pointe Elementary	\$50,522	\$6,084	\$56,606	(4) 75,374	\$0.75
Highlands Elementary	\$48,763	\$4,743	\$53,506	(2) 76,618	\$0.70

Waterford Oaks Elementary	\$46,175	\$4,493	\$50,668	(2) 74,998	\$0.68
Bray Elementary	\$47,774	\$5,515	\$53,289	(4) 40,478	\$1.32
Administration/Support Facilities	\$71,300	\$13,350	\$84,650	88,000	\$0.96
Total	935,811	100,580	1,036,391	1,128,133	\$0.92

Source: CHISD director, Purchasing and Insurance and WCL ENTERPRISES calculations, March 2002.

Note: Number in parentheses indicates the number of portable buildings included in the square footage, at 1,500 square feet per portable.

***Electricity costs are included for buildings, building additions, portable buildings, athletic facilities, agriculture facilities and parking lots.*

Districts that are successful in keeping their energy costs down typically have implemented an energy management program. From 1995-96 to 1998-99, CHISD contracted with a Texas-based company, Energy Education Inc. (EEI), to help reduce energy consumption and reduce energy costs. CHISD paid a stipend to a teacher to serve as the district coordinator of the program. A representative from EEI periodically visited the schools with the district coordinator and pointed out areas where energy could be saved, including turning off lights in empty classrooms, reducing the time air-conditioning systems were on during the day and turning off security lights. The district coordinator spent about 10 hours per week, before and after school, walking through schools pointing out areas of potential saving, as well as entering utility bills into a computerized database called FASER, in order to generate energy reports. FASER is one of the industry-standard software tools dedicated to energy accounting, analysis and reporting, and is designed to:

- track energy consumption factors, costs and budgets;
- validate utility bill accuracy;
- monitor energy consumption and cost trends;
- track and monitor weather data variances;
- track and monitor facility occupancy and building operation changes;
- perform statistical analysis;
- determine energy savings/cost avoidance performance; and

- provide a wide range of valuable energy audit reports.

As compensation for their services, EEI received a percentage of CHISD energy savings.

The contract with EEI expired at the end of 1998-99, but the district coordinator continues to visit schools to suggest energy savings tips and continues entering energy bills in the database. The district coordinator, however, has no authority to enforce energy conservation. Technical problems with the FASER software prohibit the district coordinator from obtaining any meaningful management reports to determine the effectiveness of the district's energy efforts. Resolution of the technical problems seems unlikely since Enron owns the software and their attention has been diverted to current legal problems.

In Texas, the State Energy Conservation Office (SECO) administers a variety of energy efficiency and renewable energy programs that can significantly reduce energy consumption in school districts. SECO's Energy Management Partnership program has helped more than 400 Texas school districts identify more than \$11 million in energy savings. Savings result from installing:

- 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 the 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.

SECO provides utility bill analysis, on-site inspection and follow-up meetings and assistance including:

- individual energy performance assessments of each facility;
- energy saving maintenance and operations recommendations;
- identification of cost-effective capital projects; and
- assistance in finding financing for these projects.

SECO also offers an Energy Manager Training Program that provides administrative and technical training for school and local government energy managers, school business officials, building operators and others responsible for efficient facility operation. Workshops include topics such as maintenance and operations, master planning, HVAC, indoor air quality, lighting, district's assessment of their own facilities, understanding energy deregulation and how to take advantage of it, energy accounting, financing energy projects and involving building occupants through energy education.

SECO's most visible program is the Texas LoanSTAR Program, which provides low-interest financing for energy projects such as energy efficient lighting systems, high-efficiency HVAC systems, computerized energy management control systems, boiler efficiency improvements, energy recovery systems and building shell improvements. According to a representative from the LoanSTAR program, the program has provided \$34 million for school financing, which has resulted in \$5 million, or a 14.7 percent average, savings to the districts.

Recommendation 28:

Contact the State Energy Conservation Office (SECO) to request an energy audit and assistance with developing a comprehensive energy conservation plan for the district.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent contacts SECO to request an energy audit and assistance with developing an energy conservation plan.	September 2002
2.	The superintendent designates the Maintenance director as the district's energy manager.	September 2002
3.	SECO begins the energy audit and includes the district energy manager in the process.	November 2002
4.	SECO presents the results of the audit to the superintendent and board.	December 2002
5.	SECO helps the district draft an energy conservation plan.	January 2003
6.	The energy manager presents the energy conservation plan to the board for approval.	March 2003
7.	The energy manager implements the conservation plan.	April 2003
8.	The energy manager submits quarterly energy conservation reports to the board.	July 2003 and Ongoing

FISCAL IMPACT

Using SECO to perform an energy audit and recommend a long-range energy conservation program for the district could provide energy savings of about 10 percent of CHISD's total energy costs (\$1,036,391), or \$103,639, per year.

Recommendation	2002-03	2003-04	2004-05	2005-06	2006-07
Contact the State Energy Conservation Office (SECO) to request an energy audit and assistance with developing a comprehensive energy conservation plan for the district.	\$0	\$103,639	\$103,639	\$103,639	\$103,639

FINDING

CHISD does not actively promote student and staff involvement in energy conservation. Schools are basically provided with end-of-day and weekend shutdown checklists, and the staff is asked to conserve electricity.

SECO has developed an Energy Education Outreach Program that helps schools set up student-involved energy projects and develops energy-related educational materials.

Watt Watcher and Watt Team programs 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 when the rooms are not needed. This is a proven method of promoting energy conservation habits and reducing 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.

Spring ISD implemented a rebate program that rewards schools that reduce energy use below the budget amount with a check for half of the savings. These individual schools receive a copy of their utility bills on a monthly basis.

Recommendation 29:

Involve students and staff in districtwide energy efficiency and conservation efforts.

CHISD should promote student and staff involvement in energy conservation. Utility expenditure information should be forwarded to schools every month to make principals and staff aware of energy use and the effect that conservation has on the district's finances. The district can also implement a reward system whereby schools share savings from efficient energy use to encourage student and staff involvement.

IMPLEMENTATION STRATEGIES AND TIMELINES

1.	The Maintenance director contacts SECO to obtain curriculum materials related to student involvement in energy conservation.	September 2002
2.	The Maintenance director meets with school principals to identify maintenance projects that will conserve energy.	October 2002
3.	Principals promote student involvement in selected energy conservation programs.	November 2002 and Ongoing
4.	The associate superintendent, Business and Support Services, forwards energy use reports to the principals each month.	December 2002 and Ongoing
5.	The Maintenance director presents quarterly energy use reports to the board.	January 2003 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 4

FACILITIES USE AND MANAGEMENT

E. COMMUNITY USE OF SCHOOL FACILITIES

The use of school facilities by community groups is common in Texas school districts and in public school systems across the nation. By allowing community groups to use school facilities, schools and school districts connect with their communities. School district policies and procedures should meet the minimum requirements of state law and the fees to rent facilities to these groups should cover all costs associated with operating the facilities.

FINDING

Fees charged by CHISD for community use of school facilities do not cover district operations costs, as required by board policy, and the district has not increased building use fees in over eight years.

CHISD board policy GKD (Local) provides free use of school facilities for students, parents and patrons of the district for functions related directly to educational processes and activities. The City of Cedar Hill offers programs in district facilities, such as youth basketball leagues, but the district does not charge the city a fee.

All other functions held in district facilities require a rental fee, but the district only collects about \$8,000 in building use fees each year. **Exhibit 4-12** shows the fees charged in CHISD.

Exhibit 4-12
CHISD Facility Rental Fees
2001-02

Facility	Hourly Rate	Minimum Fee
Auditorium	\$25	\$100
Cafeteria or Cafetorium	\$25	\$100
Kitchen	\$25	\$100
Gym	\$25	\$100
Hawkins Hall	\$50	\$300
CHHS Cafeteria	\$50	\$300

Football Field	\$100	\$500
Baseball Field	\$100	\$500

Source: CHISD Student Services Department, Facility Reservation Form, 2001-02.

In addition, the policy states that the district shall establish usage fees adequate for the costs of custodial services, school security precautions, utilities and other operational expenses connected with the use of facilities by organizations and groups. **Exhibit 4-13** shows CHISD's cost per hour for custodial services and utilities.

Exhibit 4-13
CHISD Budgeted Custodial and Utility Costs
2001-02

Category	Annual Cost	Cost Per Hour
Custodial	\$1,628,022	\$783 (1)
Utilities	\$1,487,742	\$170 (2)
Total	\$3,115,764	\$953

Source: TEA, PEIMS, Ad Hoc Reporting Division, 2001-02.

(1) Based on 8 hours per day, 260 workdays per year.

(2) Based on 24 hours per day, 365 days per year.

CHISD charges the same building use fees for all schools. For example, the cost to rent an elementary cafeteria is the same as the high school cafeteria, even though the elementary cafeteria is smaller and easier to set up. In addition, the fee structure charges a flat rate to use facilities, even though some uses may be less than expensive than others. For example, if a group rented the football stadium at night, costs would be higher since the lights would be used. However, the current rental is the same for day or night.

Fort Bend ISD uses a detailed fee schedule that adjusts for the differences in school facilities and which facility components, such as stadium lights, are used. The district also differentiates between weekdays and weekend use since custodians and other district staff would have to be paid overtime for weekend work. Fees also can vary if the user requires setup,

resetting and cleanup. Fort Bend ISD bases the fees for using high school auditoriums on whether or not the user needs specialized lighting and a technician to work the lights. Fees for athletic facilities vary based on the need for field preparation, cleanup, lights, scoreboard, press box and staff. Fees for non-varsity and practice fields are less than varsity fields because the cost to maintain a varsity field is greater. Some districts use committees to involve both district and community members in the fee process.

Recommendation 30:

Amend the fee schedule for community use of school facilities to accurately reflect district costs.

The superintendent should form a facility use committee, composed of CHISD administrators, principals, teachers, parents and community members to review current board policy, current fee structures, exemptions to fee payments, current building operating costs and examples of facility use fee schedules from other districts and recommend a new fee schedule.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent establishes a facility use committee.	October 2002
2.	The facility use committee holds its first meeting.	October 2002
3.	The facility use committee gathers and reviews fee schedules from other districts, as well as CHISD financial data.	November 2002
4.	The facility use committee submits its recommendation to the superintendent.	December 2002
5.	The superintendent presents the committee's recommendation to the board for approval.	January 2003
6.	The new fee schedule goes into effect.	January 2003
7.	The associate superintendent, Business and Support Services, presents quarterly reports on community use of school facilities, including the number of users, names of users and the fees collected quarterly and year-to-date.	April 2003

FISCAL IMPACT

Increasing building-use fees by 50 percent would net the district \$4,000 in additional revenue per year ($\$8,000 \times .5 = \$4,000$). First year savings have been adjusted for a January 2003 implementation date ($\$4,000 \times .5 = \$2,000$). CHISD could save more by eliminating some of the current fee exemptions.

Recommendation	2002-03	2003-04	2004-05	2005-06	2006-07
Amend the fee schedule for community use of school facilities to accurately reflect district costs.	\$2,000	\$4,000	\$4,000	\$4,000	\$4,000

Chapter 5

ASSET AND RISK MANAGEMENT

This chapter reviews the asset and risk management functions of the Cedar Hill Independent School District (CHISD) in the following areas:

- A. Cash and Investment Management
- B. Fixed Asset Management
- C. Risk Management
- D. Bond Issuance and Indebtedness

Asset management involves managing the district's cash resources and physical assets in a cost-effective and efficient manner. This includes providing a system of controls for the collection, disbursement and use of cash as well as accounting for assets and safeguarding them against theft and obsolescence. Risk management includes the identification, analysis and reduction of risk to the district's assets and employees through insurance and safety programs. Asset management for a growing district involves proper oversight of capital improvement spending, including multi-year financial and budget planning.

BACKGROUND

The associate superintendent, Business and Support Services and Business Office staff operate CHISD's asset management and risk management functions, including all employee benefit insurance and all property and casualty insurance coverage. The associate superintendent, Business and Support Services, is CHISD's designated investment officer.

CHISD's cash management and investment policies are included in CDA (Legal)-P and CDA (Local)-X-057904. The CHISD board reviews and approves these policies annually. The district last changed the policies in February 2001. 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 or regulations.

Chapter 5

ASSET AND RISK MANAGEMENT

A. CASH AND INVESTMENT MANAGEMENT

Local policies allow only certain types of investments for CHISD's idle funds (**Exhibit 5-1**). CHISD uses only the most conservative of allowed investment types, including public funds investment pools and certificates of deposit.

Exhibit 5-1
Investments Allowed under CHISD
Local Investment Policy Guidelines
2001-02

Investment Type	Used by CHISD
Obligations of or guaranteed by governmental entities as permitted by Government Code 2256.009.	No
Certificates of deposit and share certificates as permitted by Government Code 2256.010.	Yes
Fully collateralized repurchase agreements permitted by Government Code 2256.011.	No
Banker's acceptances as permitted by Government Code 2256.012.	No
Commercial paper as permitted by Government Code 2256.013.	No
Money market and no-load mutual funds as permitted by Government Code 2256.014.	No
Guaranteed investment contracts, provided they meet the criteria and eligibility requirements established by Government Code 2256.015.	No
Public funds investment pools as permitted by Government Code 2256.016.	Yes

Source: CHISD local investment policy CDA (Local)-X-057904.

The CHISD investment policy attempts to ensure the safety of district funds while maximizing financial returns within current market conditions. The associate superintendent, Business and Support Services, makes investments that ensure the preservation of capital in the overall portfolio and during a 12-month period offset any market losses resulting

from interest-rate fluctuations with income received from the balance of the portfolio. The policy does not allow individual investment transactions that could jeopardize the district's total capital position.

CHISD's investment portfolio has sufficient liquidity to meet anticipated cash flow requirements. CHISD policy investment strategies include the following:

- Operating funds, including any commingled investment pools containing operating funds, shall have as their primary objectives safety, investment liquidity and maturity sufficient to meet anticipated cash flow requirements.
- Agency funds shall have as their objectives safety, investment liquidity and maturity sufficient to meet anticipated cash flow requirements.
- Debt service funds shall have as their objective sufficient investment liquidity to timely meet debt service payment obligations in accordance with provisions in the bond documents. Maturities longer than one year are authorized provided legal limits are not exceeded.
- Capital project funds shall have as their objective sufficient investment liquidity to timely meet capital project obligations. Maturities longer than one year are authorized provided legal limits are not exceeded.

Other district investment policies include those related to safekeeping and the custody of investments; the use of brokers and dealers; bid solicitations for investments; internal controls; and periodic portfolio reports in accordance with legal requirements. The district's independent auditor is required to review the internal controls outlined in CHISD's policies. The associate superintendent, Business and Support Services, prepares required periodic reports to the board each month.

The district's legal policies dictate that the designated investment officer receive training as required under the Public Funds Investment Act (PFIA). The initial training must contain at least 10 hours of instruction relating to responsibilities under the PFIA. The designated investment officer also must attend an investment training session at least once every two years. Investment training must include investment controls, security risks, strategy risks, market risks, diversification of the investment portfolio and compliance with the Texas Government Code, Chapter 2256. CHISD's associate superintendent, Business and Support Services, has met these training requirements.

CHISD uses First State Bank of North Texas as its depository. Texas school districts typically bid and issue depository contracts for a two-year

period; however, recent legislation allows a district to renew depository contracts for two additional years if it considers the service satisfactory. First State Bank has been CHISD's depository for seven years and is presently in the first year of a two-year depository contract that began on September 1, 2001 and ends on August 31, 2003.

First State Bank of North Texas maintains all checking account needs for general and payroll disbursements. CHISD has nine bank accounts with the depository. These accounts earn no interest but the bank does not charge fees of any kind. The depository agreement also provides for overdraft protection up to \$300,000. The depository agreement provides for a surety bond and/or acceptable collateral securities to cover all bank balances in excess of limits established by the Federal Depository Insurance Corporation. Collateral requirements for funds on deposit with the bank indicate that all uninsured balances are fully protected from loss.

FINDING

CHISD keeps most of its funds invested in interest-earning vehicles- TexPool and the Local Government Investment Cooperative (LOGIC). Despite having checking accounts that earn no interest, the depository bank does not charge for any of the services it provides to CHISD.

TexPool is a local government investment pool created on behalf of state entities. Its investment objectives are the preservation and safety of principal, liquidity and yields consistent with PFIA. TexPool provides investment services to more than 1,700 communities throughout the state. The TexPool program is AAA-rated.

LOGIC is an investment program tailored for Texas local governments. LOGIC's goals include safety, liquidity and appropriate yields on investments. Investments in LOGIC are subject to the strict requirements of the Texas Public Funds Investment Act.

CHISD has a small Business Office staff. The board has appointed the associate superintendent, Business and Support Services, as CHISD's investment officer. The associate superintendent handles all daily cash and investment transactions. The associate superintendent receives a fax each morning from the depository bank with bank balances for each bank account. The associate superintendent tracks the money CHISD released through checks the previous day and then decides how much to wire to or from Texpool (for most funds) or LOGIC (for unused bond proceeds). The associate superintendent makes the transfers through phone or Internet and follows up with the bank to ensure that it handles all transactions properly by taking the actual wire orders to the depository bank each morning. The associate superintendent delivers all deposits from the previous day's

business and performs any other necessary banking business on the daily trip to the bank as well. The associate superintendent completes the daily cash and investment process by 10:00 a.m. each day.

CHISD's cash and investment portfolio is very conservative and relatively simple. As of April 1, 2002, the district had substantially all of its funds in investment pools (**Exhibit 5-2**).

Exhibit 5-2
CHISD Schedule of Cash and Investments by Deposit/Investment
As of April 1, 2002

Deposit /Investment	Balance	Percentage of Total Cash and Investments	Interest Rate
Checking accounts	\$4,137	0.01%	0.0%
Investment pools	\$51,443,966	99.99%	1.9%
Total/Average	\$51,448,103	100.00%	

Source: CHISD, associate superintendent, Business and Support Services, April 2002.

Exhibit 5-3 shows CHISD's cash and investment balance by account on April 1, 2002. The Texpool and LOGIC accounts include sub-accounts by district fund. Individual accounts sometimes go negative, but the bank allows this as long as the total for all CHISD accounts remains positive.

Exhibit 5-3
CHISD Schedule of Cash and Investments by Fund
As of April 1, 2002

Description	Amount	Percent of Total Cash and Investments
Local maintenance, First State Bank	\$40,805	0.1%
Payroll, First State Bank	(\$99,991)	(0.2%)
Debt service, First State Bank	\$135,081	0.3%
Employee benefit trust, First State Bank	(\$99,964)	(0.2%)
Student activity, First State Bank	\$36,249	0.1%

Building fund, First State Bank	\$0	0.0%
Special revenue, First State Bank	\$11,260	0.0%
IRC-125 custodial, First State Bank	(\$16,252)	0.0%
Food service, First State Bank	(\$3,051)	0.0%
Texpool	\$8,511,659	16.5%
LOGIC	\$42,932,307	83.4%
Total	\$51,448,103	100.0%

Source: CHISD, associate superintendent, Business and Support Services, April 2002.

COMMENDATION

CHISD's cash management policies and procedures ensure that most of its idle funds are invested in accordance with investment policy guidelines.

FINDING

CHISD accounts payable personnel process almost all payments to vendors once a month, a policy that allows CHISD to streamline its cash management activities.

Many school districts and other governments, however, process payments more frequently. Frequent payment processing makes cash and investment management activities more difficult for governmental administrators while reducing the availability of excess funds for better investment returns.

Monthly accounts payable processing allows for more efficient cash flow projections and investment strategies, while reducing the administrative effort needed to handle the function.

COMMENDATION

CHISD processes accounts payable checks once a month, allowing for efficient and effective cash and investment handling.

FINDING

CHISD does not include overnight investments on its bank depository agreement to maximize interest income it could earn from the funds on deposit with First State Bank of North Texas. According to CHISD's bank depository agreement, the district does not earn any interest on its nine checking accounts, pay any banking fees or invest excess funds in any overnight arrangement. The district also does not use consolidated cash management techniques. CHISD maintains a monthly average of \$666,734 in its nine checking accounts (**Exhibit 5-4**). CHISD also sold bonds in March 2002 and kept \$31 million in proceeds in its non-interest earning bank account for three days before transferring the funds to its LOGIC account.

Exhibit 5-4
CHISD Aggregate Checking Account Balances
12-Month Period
April 30, 2001 through March 31, 2002

Date	Aggregate Checking Account Balances
April 30, 2001	\$47,373
May 31, 2001	\$17,015
June 30, 2001	\$1,395,832
July 31, 2001	(\$93,571)
August 31, 2001	\$2,001,915
September 30, 2001	\$2,598,304
October 31, 2001	\$311,272
November 30, 2001	\$493,867
December 31, 2001	\$89,594
January 31, 2002	\$372,340
February 28, 2002	\$100,129
March 31, 2002	\$31,568,379*
*Average Balance Less March 2002 Bond Sale Amount	\$666,734

Source: CHISD, associate superintendent, Business and Support Services, March 2002.

Other Texas school districts consolidate cash accounts and make overnight "sweep" arrangements with their banks, to ensure that they invest all excess funds each day. Districts that consolidate cash accounts at their banks to maximize funds for investment purposes use bookkeeping techniques to segregate cash balances of individual funds. These bookkeeping methods are acceptable under state and federal compliance guidelines. CHISD's software system can make use of the methods.

Many Texas districts also consolidate cash accounts to reduce administrative functions, increase earnings on idle funds and reduce the bank's need for pledged collateral.

Ysleta ISD's depository agreement requires that excess collected balances not invested in other authorized investment vehicles must be swept nightly into overnight repurchase agreements, a type of investment vehicle allowed by its policy. The funds are returned to the district's accounts each morning so the district can meet the day's cash obligations. Katy ISD in suburban Houston also uses overnight sweep arrangements; the district's sweep account investment rate during March 2002 was 1.34 percent for funds maintained in its bank account for less than 30 days. Districts such as Ysleta and Katy frequently monitor their bank investment strategies and adjust them to maximize earnings.

Recommendation 31:

Consolidate bank accounts and restructure the bank depository agreement to include overnight sweep investments.

In view of CHISD's current financial position, any method allowable under the district's investment policy that could produce income should be considered. Consolidating the district's nine checking accounts and using the available software to then separate cash balances also would reduce the staff time needed to maintain the accounts. For example, the district would have to balance only one monthly bank statement and could view segregated cash balances at any time by using the district's software program.

The district should also restructure its bank depository agreement to include an overnight investment option and sweep any idle checking account balances into that investment vehicle. Under this arrangement, cash balances available at the end of the business day are again available the next morning, allowing the district to meet its cash obligations.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The associate superintendent Business and Support Services	September
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	contacts the depository bank and investigates overnight sweep arrangements and consolidation of bank accounts.	2002
2.	The associate superintendent, Business and Support Services, negotiates an addendum to the current depository contract to provide for this service.	September 2002
3.	The superintendent and associate superintendent, Business and Support Services, present updated depository contract arrangements for overnight sweep arrangements and account consolidation to the board for approval.	October 2002
4.	The associate superintendent, Business and Support Services, makes changes to internal procedures needed to begin tracking cash balances by fund in bookkeeping records.	October 2002
5.	The associate superintendent, Business and Support Services, provides training and updates the procedures manual to reflect changes in cash and investment handling.	November 2002
6.	The associate superintendent, Business and Support Services, begins using the new cash and investment handling procedures.	January 2003

FISCAL IMPACT

Based on Katy ISD's rate, CHISD would have earned approximately \$13,400 in additional annual investment earnings. If CHISD maintains an average balance of \$1 million on deposit with the bank, at a rate of 1.34 percent, the district would earn an additional \$13,400 in interest ($\$1,000,000 \times .0134$) annually. The 2002-03 savings would be less since the new procedures would begin in January 2003 ($\$1,000,000 \times .0134$ divided by 12×8 months).

Recommendation	2002-03	2003-04	2004-05	2005-06	2006-07
Consolidate bank accounts and restructure the bank depository agreement to include overnight sweep investments.	\$8,933	\$13,400	\$13,400	\$13,400	\$13,400

FINDING

CHISD's internal controls for cash handling, investments and related bookkeeping, as required by TEA and local investment policy, do not properly segregate these duties among employees. The associate superintendent, Business and Support Services, currently coordinates all cash and investment handling and maintains the associated bookkeeping records and financial statements. Neither the superintendent nor any other

administrative staff member review or approve cash or investment transactions or records handled by the associate superintendent, Business and Support Services.

Some smaller districts, due to size or budget constraints, establish offsetting controls to achieve the same types of control assurances as those provided by separating cash and investments and related bookkeeping duties. A manager, such as the superintendent or a designee, reviews and approves cash and investment transactions completed by another manager employee, generally the district's business manager. By segregating these duties, some Texas districts establish internal controls, provide reasonable assurances that cash and investment transactions are executed in accordance with management authorization and ensure accurate financial statements are prepared in accordance with accepted standards.

Recommendation 32:

Establish offsetting controls to provide internal control assurances for cash and investment transactions.

Appropriate segregation of duties can provide reasonable assurances that CHISD executes its transactions in accordance with management authorization and that it prepares accurate financial statements in accordance with accepted standards.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The associate superintendent, Business and Support Services and superintendent use TEA internal control guidelines to change district control processes to include a review of cash and investment transactions outside of the Business and Support Services area.	September 2002
2.	The superintendent presents the new procedures to the board for approval and incorporates them into local investment policies.	October 2002
3.	CHISD personnel begin performing the new control procedures.	November 2002

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 5

ASSET AND RISK MANAGEMENT

B. FIXED ASSET MANAGEMENT

In governmental fund accounting used by school districts, fixed assets are purchased with money available within a given fund. TEA defines fixed assets as purchased or donated items that are tangible in nature; have a useful life longer than one year and a unit value of \$5,000 or more; and may be reasonably identified and controlled through a physical inventory system. The district must maintain controls and accountability for these items. Fixed-asset management involves purchasing and accounting for assets and disposing of surplus or obsolete equipment through sales or other means.

According to the TEA's *Financial Accountability System and Resource Guide* (FASRG), school districts must accumulate a variety of data relating to fixed assets to control and account for them, including information on quantity, location, condition and life expectancy.

Fixed-asset records should designate who is responsible for the custody and maintenance of individual items and assist the district in estimating future requirements. School districts generally acquire fixed assets through a well-defined authorization procedure. Separate accountability for fixed assets is a specific legal requirement of many federal programs. An appropriate fixed asset system also provides data for financial reports and ensures adequate insurance coverage.

The most important reasons for keeping and maintaining accurate accounting records of fixed assets are:

- furnishing taxpayers with information about their investments in the district for operations;
- providing the basis for adequate insurance coverage;
- allowing the district to assess the need for repair, maintenance or replacement of assets;
- establishing a system of accountability for custody of individual items;
- determining future budgeting requirements; and
- identifying lost or stolen items so that insurance claims can be filed, additional controls instituted and accounting records adjusted to reflect the losses.

School districts should maintain detailed subsidiary records to help manage fixed assets. These records should include the following information:

- the item purchased;
- the date of purchase;
- the purchase price;
- the life expectancy of the asset;
- the location of the asset;
- the inventory number assigned to the asset;
- the fund from which the asset was purchased; and
- any other information that may be useful for control.

The subsidiary record should at least provide a complete description of the item and contain cost and purchase data and the item's location.

Adequate accounting procedures and records for fixed assets are essential to protecting school property. An appropriate fixed asset system should designate responsibility for custody and proper use, provide data for financial control include financial reports and ensure adequate insurance coverage.

TSPR has found that the most successful districts:

- tag all valued assets when they are received using a bar-code system;
- use TEA's accounting codes to track capitalized fixed assets as well as expensed assets;
- inventory all assets annually;
- using the annual inventory results to set insurance rates; and
- identify inventory shrinkage and tighten controls when necessary.

The administration must impose discipline and accountability throughout the district to maintain an appropriate level of internal control and ensure adequate protection of fixed assets at all times.

Many districts inventory fixed assets at the end of each school term, before staff members leave for the summer. Any discrepancies between the fixed-asset inventory list and what is found on hand is settled as quickly as possible, and missing items are dealt with in accordance to district policy.

FINDING

CHISD's fixed-asset detail records do not agree with annual audited information, and the district has not conducted a comprehensive inventory

of its fixed assets in recent years. Detailed records differ from audited information primarily due to the exclusion of building and improvement costs. Due to these exclusions, the district's totals differ from audited figures by more than \$15 million.

CHISD has made an effort to adopt successful fixed-asset practices found in successful districts. The director, Information Systems, is coordinating an upgrade to the current financial software with a fixed-asset module to assist CHISD in complying with fixed-asset accounting requirements. CHISD also has hired a fixed-asset clerk to record all equipment in the system. The new fixed-asset module has bar-coding features and can be fully integrated with upgraded financial management software to enable the district to complete a physical inventory of assets. The software is not completely installed, however, and a physical inventory had not been completed as of May 2002.

The new CHISD software contains features that will assist the district in complying with new reporting requirements under the Governmental Accounting Standards Board Statement 34 (GASB 34), which TEA has stated must be implemented by 2001-02.

Many Texas districts, such as Elgin ISD, conduct biannual or annual physical inventories to identify problems in their inventory records. These districts also use updated inventories to increase their chances of locating assets that have been transferred, misplaced or stolen.

Recommendation 33:

Complete the installation of the new fixed-asset module and conduct an annual physical inventory of assets.

Building and improvement costs should be included in detailed records along with equipment items.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The associate superintendent, Business and Support Services and the Information Services director review the status of the fixed-asset system implementation and determine how to provide detailed information in these records that agrees to reported and audited information.	September 2002
2.	The associate superintendent, Business and Support Services, trains employees in the district on the new system's use.	November 2002
3.	The associate superintendent, Business and Support Services, implements the new system.	January 2003

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The district's established capitalization level of \$100 for fixed assets is low in comparison to accepted guidelines prescribed by TEA. FASRG requires assets costing \$5,000 or more be recorded in the Fixed-Asset Group of Accounts. Items costing less than \$5,000 are to be recorded as an operating expense of the appropriate fund under TEA guidelines.

CHISD's outdated board policy of recording assets with a dollar value of \$100 or more creates inefficiencies in the tracking of fixed assets for financial reporting and results in a large volume of additions and deletions to the fixed-asset system for transfers, purchases and sales.

Elgin ISD has an established board policy for the capitalization of fixed assets with a \$5,000 threshold. The district maintains a separate inventory listing items with a value under \$5,000 and considers such factors as items at risk of theft when making decisions about which items to include in its controllable inventory of items with dollar levels below \$5,000. Many Texas districts have raised lower capitalization levels to TEA's recommended \$5,000 level and have additionally decreased the district's physical inventory subject to an outside auditor's sampling techniques.

Recommendation: 34:

Update board policy to include the capitalization of fixed assets worth \$5,000 or more and maintain a separate controllable inventory listing of less expensive items.

The district should tailor its policy to meet its own needs while meeting the specifications in TEA's FASRG and should specifically mention TEA's requirement to follow up on discrepancies noted by the external auditor.

The district should continue to enter items into its accounting system using the new fixed-asset module, including the bar coding feature. Lower-cost assets should be tagged and inventoried effectively maintaining internal control of the district's physical assets; however, these items would not be subject to sampling by the external auditor.

CHISD should consider which items valued at a more than \$100 to include in the controllable inventory. For example, some furniture could be tagged and inventoried, especially those items at risk for theft. Items valued at less than \$100 should be purged from the district's system.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The associate superintendent, Business and Support Services, prepares an updated policy for fixed asset capitalization and submits it to the board for approval.	September 2002
2.	The board reviews and approves the policy.	October 2002
3.	The Information Services director updates fixed and controllable asset inventories and reconciles them to district records.	November 2002

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The fixed asset clerk who is responsible for receipt of all goods at the district's warehouse reports to the Purchasing and Insurance director, which is an improper internal reporting relationship. The fixed asset clerk receives instruction primarily from the Information Services director and associate superintendent, Business and Support Services; however, this actual reporting relationship gives ultimate responsibility for the warehouse to the Purchasing and Insurance director who makes the district's purchases. The information maintained by the clerk is an integral part of CHSID's general ledger and annual financial reports.

Many districts separate purchasing responsibilities from receiving and fixed asset duties as a way to reduce errors associated with the same person or department ordering, receiving and subsequently reporting district assets. Many of these districts keep their asset maintenance personnel involved in physical inventories and data entry under the direct management of the Business Office, since this information is an integral part of the general ledger and annual financial reporting structures.

Recommendation 35:

Transfer the reporting relationship of the fixed-asset clerk from the Purchasing director to the associate superintendent, Business and Support Services.

CHISD's control structure and actual workflows would benefit if the clerk reported to the associate superintendent, Business and Support Services.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent presents for board approval organizational changes to move the fixed asset clerk's reporting responsibility from the director, Purchasing and Risk Management, to the associate superintendent, Business and Support Services.	October 2002
2.	The associate superintendent, Business and Support Services, makes organizational changes to move the fixed asset clerk's reporting responsibility from the director, Purchasing and Risk Management, to the associate superintendent.	November 2002

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 5

ASSET AND RISK MANAGEMENT

C. RISK MANAGEMENT

CHISD's insurance programs consist of group health care and employee benefit plans, workers' compensation insurance and property and casualty insurance. The Business and Support Services Office staff provides management assistance to the Business and Support Services manager in the area of risk management and insurance.

The state passed new legislation providing incremental funding in 2002-03 for employee health insurance for all districts. Also, beginning in 2002-03, districts with 1,000 or fewer employees may elect to participate in a state health insurance plan. The Teacher Retirement System (TRS) administers the plan, which is called TRS active care. CHISD has not elected to participate in the state plan and is retaining its own self-funded plan.

CHISD offers employee benefits including:

- comprehensive medical insurance;
- dental insurance;
- medicare supplement insurance;
- vision care insurance;
- aFLAC supplemental insurance;
- life insurance;
- disability insurance; and
- supplemental cancer insurance.

CHISD provides health insurance benefits through a partially self-funded insurance plan administered through HealthFirst TPA, Inc., a Tyler firm specializing in managing benefit plans. The plan is considered partially self-funded because the district buys reinsurance from insurance carriers to cover catastrophic losses. HealthFirst is the third-party administrator of the plan. A self-funded plan is one in which the district elects to retain risks associated with health insurance claims of the district's employees, rather than receiving the coverage from an independent insurance company.

In choosing a self-funded health insurance plan, the district creates its own "insurance operation" by charging premiums expected to cover costs of the plan to other operating funds and district employees. An independent actuary advises the district annually on the amount of premiums needed to pay into the plan. The basic characteristics of the self-funded plan are similar to those of outside providers' plans. By electing the self-funded

option, the district can create its own plan provisions, select its own external health service providers and control administrative costs charged to plan operations.

Under the terms of CHISD's HealthFirst contract, Highmark Life Insurance Company reinsures for specific and aggregate stop-loss coverage. Stop-loss coverage has a \$100,000 individual specific deductible and an annually calculated aggregate. The aggregate stop-loss amount, or "attachment point," is determined annually based on monetary factors and plan enrollment. The aggregate factors are \$252.33 for employee only coverage and \$630.82 for all other covered categories. CHISD receives no reimbursements under the aggregate stop-loss coverage unless total claims exceed the attachment point for the annual calculation period. CHISD's claim levels have generally not reached the annually calculated attachment point. Specific and aggregate per employee stop-loss insurance rates are shown in **Exhibit 5-5**.

Exhibit 5-5
Specific and Aggregate Per Employee
Stop-Loss Insurance Rates
2001-02

Category	Specific Rates	Aggregate Rates
Employee only	\$17.20	\$4.07
Employee/child	\$46.37	\$4.07
Employee/spouse	\$46.37	\$4.07
Employee/family	\$46.37	\$4.07

Source: CHISD HealthFirst contract, October 2001.

HealthFirst provides installation assistance and administrative services under a contract with CHISD. The most recent contract was executed in October 2001. Services include:

1. Installation services necessary to establish the plan, as follows:
 - employee communication materials announcing the plan to employees;
 - enrollment materials and meetings with plan participants;
 - banking arrangements for operation of the plan; and
 - preparation of the Summary Plan Description/Plan Document.

2. Administrative services in conjunction with the operation of the plan, as follows:

- providing forms and handling correspondence for claims administration, including procedures for filing claims, claim forms, request forms for obtaining additional information and claims payment explanation of benefits;
- processing all claims presented for benefits under the plan, auditing claims, preparing and distributing benefit checks to employees, employers and/or service providers and providing an explanation of claim settlements to plan participants;
- verifying and handling inquiries from the employer, plan participants, hospitals, doctors and other service providers concerning requirements, procedures or benefits of the plan;
- maintaining all claim files;
- asking the employer for a monthly update of participants eligible for the plan and providing forms for the employer to comply with this requirement;
- requesting funds from the employer on a scheduled basis from which checks are issued to cover expenses of the plan; and
- completing and submitting all premium reports, statements, claim reports and other reports required to all insurers and reinsurers of the plan.

HealthFirst charges fees for these services under the contract. Fees for the services are shown in **Exhibit 5-6**.

Exhibit 5-6
HealthFirst Fee Schedule
2001-02

Services	Employer Fees
Direct employee medical service administration	\$11.50 Per Employee Per Month (PEPM)
Direct Employee in hospital benefit service administration	\$1.50
COBRA/HIPAA administration	\$1.50 PEPM
Pre-certification	\$1.35 PEPM
Prescription drug program	\$1.15 PEPM
Amendments	\$150 single change

PPO Network Access Fee	\$3.65 PEPM
Stewardship Reports	\$1.00 PEPM

Source: CHISD HealthFirst contract, October 2001.

CHISD provides two options under its health care benefit plan: a hospital per diem benefit plan that provides \$100 per day for in hospital stays only; and a comprehensive medical expenses plan providing major medical insurance coverage through a preferred provider organization (PPO). Employees generally take the first option if they have health coverage under another plan such as one through a spouse. The district pays \$130 of the monthly premium for employees electing the hospital per diem plan and \$150 for employees electing the medical expenses plan. Employees pay varying amounts above the district's contributions for these coverages.

The medical expenses plan has certain providers included within the PPO for which an employee receives a higher percentage reimbursement of claims. A PPO plan pre-approves health service providers for use by plan participants and thus reduces costs for providers within the network. CHISD employees use North Texas Healthcare as their PPO. The organization was created in 1986 by Baylor Health Care system, Harris Methodist Hospitals, Methodist Hospitals of Dallas and Presbyterian Healthcare system.

North Texas Healthcare Network offers healthcare and employee benefits services to organizations throughout north Texas. They provide a network of doctors, hospitals and other healthcare professionals. Employees may access their Online Provider Directory, updated monthly, as well as health and wellness information through their Web site.

Significant benefits under the medical expenses plan include:

- \$20 co-pay for office visit at a network physician;
- 90/10 co-insurance at outpatient or inpatient facility in the network after the deductible is met;
- 80/20 co-insurance for anything out of the network after the deductible is met;
- prescription drug card with \$5 generic co-pay/\$20 name-brand co-pay (\$2,000 limit);
- basic vision care (reimbursement basis only);
- \$200 well care benefit (per covered individual-reimbursement basis only); and
- \$10,000 Life and accidental death and dismemberment coverage.

The medical expenses plan includes options for calendar year deductibles of \$200, \$500 or \$1,000 per individual with a calendar year per family deductible (at least three family members covered) of at least one satisfied calendar year deductible. Monthly employee premiums under these calendar year deductible options range from \$37 to \$485 (**Exhibit 5-7**).

Exhibit 5-7
Monthly Employee Premiums For
CHISD Medical Expenses Health Plan
2001-02

Type of Coverage	\$1,000 Deductible	\$500 Deductible	\$200 Deductible
Employee only	\$37	\$93	\$149
Employee/child	\$118	\$192	\$271
Employee/spouse	\$167	\$249	\$339
Employee/family	\$277	\$367	\$485

Source: CHISD Web site, personnel information.

CHISD also offers dental insurance options for employees. Monthly premiums under these plans range from \$8.52 to \$51.75 (**Exhibit 5-8**). The managed care plan uses prescribed dentists, while the indemnity plan allows employees to choose their own dentist.

Exhibit 5-8
Monthly Employee Premiums For
CHISD Dental Plan
2001-02

Type of Coverage	Managed Care Plan	Indemnity Plan
Employee only	\$8.52	\$17.50
Employee plus one	\$15.22	\$33.75
Employee plus family	\$21.08	\$51.75

Source: CHISD Web site, personnel information, March 2002.

CHISD's self-funded plan has a lifetime maximum of \$1 million per individual. Maximum calendar year out-of-pocket costs to employees after deductibles are \$1,000 and \$1,500 per individual for PPO and non-

network providers, respectively; and \$3,000 and \$4,500 per family for PPO and non-network providers, respectively.

Exhibits 5-9, 5-10 and 5-11 summarize benefit information for CHISD's medical expenses plan, including vision care and prescription drug coverage. The prescription drug coverage is provided through a fully insured carrier and is not a part of the self-funded plan.

**Exhibit 5-9
Summary of CHISD Medical Expenses Plan Benefits
2001-02**

Description of Eligible Expense	PPO Network Provider Benefit Payment	Non-Network Provider Benefit Payment	Other Provider Benefit Payment
All eligible services not listed	90%	80%	80%
Accident Benefits	100% of the first \$300 for services provided within 90 days of each accident	100% of the first \$300 for services provided within 90 days of each accident	100% of the first \$300 for services provided within 90 days of each accident
Ambulance (air and ground)	90%	80%	80%
Chiropractic Care	90%	80%	80%
Cosmetic Surgery Related to Mastectomy	As any other illness	As any other illness	As any other illness
Diagnostic X-Ray and Lab Services			
Inpatient	90%	80%	80%
Outpatient	90%	80%	80%
Physicians Office	20% copay then the Plan pays 100%	80%	80%
Durable Medical Equipment	90%	80%	80%
External Prosthetic and Orthopedic Appliances	90%	80%	80%
Home Health Care (excluding outpatient private duty nursing)	100% No deductible	100% No deductible	100% No deductible
Hospice Care	100% No deductible	100% No deductible	100% No deductible

Inpatient Outpatient/Home	100% No deductible	100% No deductible	100% No deductible
Hospital Expense Inpatient Outpatient Emergency Room	90% 90% 90%	80% 80% 80%	80% 80% 80%
Maternity (Employee and Spouse only) Initial Visit to confirm Pregnancy All subsequent Pre- Natal visits, Post-Natal visits and Delivery Hospital or Birthing Center Admission	\$20 copay then Plan pays 100% 90% 90%	80% 80% 80%	80% 80% 80%
Occupational Therapy, Outpatient Office Visit Outpatient Facility	90% 90%	80% 80%	80% 80%
Pain Rehabilitation	90%	80%	80%
Physical Therapy, Outpatient (other than Chiropractic Care) Office Visit Outpatient Facility	90% 90%	80% 80%	80% 80%
Pre-Admission Testing, Outpatient	100% No deductible	100% No deductible	100% No deductible
Physician's Visits Inpatient Outpatient Emergency Room Office Visits and all services billed through the Physicians Office	90% 90% 90% \$20 copay then Plan pays 100%	80% 80% 80% 80%	80% 80% 80% 80%
Private Duty Nursing (Outpatient)	50%	50%	50%
Psychiatric Care Services (Mental Health) Inpatient Outpatient	90% 50%	80% 50%	80% 50%

Psychiatric Care Services (Chemical Abuse) an effective treatment of chemical dependency condition			
Inpatient	90%	80%	80%
Outpatient	50%	50%	50%
Rehabilitative Facility			
Inpatient	90%	80%	80%
Outpatient	90%	80%	80%
Second Surgical Opinions	100% No deductible	100% No deductible	100% No deductible
Skilled Nursing Care Facility (including Private Duty Nursing)	80%	80%	80%
Speech Therapy, Outpatient			
Office Visit	90%	80%	80%
Outpatient Facility	90%	80%	80%
Surgery			
Inpatient	90%	80%	80%
Outpatient	90%	80%	80%
Physician's Office	\$20 copay then Plan pays 100%	80%	80%
Temporomandibular Joint Care (TMJ) and related conditions	90%	80%	80%
Transplants (Human Organ)	As any other illness	As any other illness	As any other illness
Vision Care	100% No deductible	100% No deductible	100% No deductible
Wellness Care	100% No deductible	100% No deductible	100% No deductible

Source: CHISD Employee Benefits Summary Plan Booklet, October 2001.

**Exhibit 5-10
CHISD Vision Care Benefits
2001-02**

Service	Maximum
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	Payment Limit
Eye Examination (one per 12-month period)	\$45
Single Vision Lenses (pair)	\$45
Bi-Focal Lenses (pair)	\$70
Tri-Focal Lenses (pair)	\$110
Frames (one set per 24- month period)	\$45
Contact Lenses	The combination of the maximum payment limits for single-vision lenses plus frames.

Source: CHISD Employee Benefits Summary Plan Booklet, October 2001.

Exhibit 5-11
CHISD Prescription Drug Card Program Summary
2001-02

Type of Drug	Retail Pharmacy (30 day Supply)	Mail Order (Two Co-pays for 90 day Supply)
Generic	\$5	\$10
Preferred brand (less expensive brand on list)	\$20	\$40
Non-preferred brand (more expensive brand not on list)	\$35	\$70
New drugs in last year	30% of cost	30% of cost

Source: Updated information from HealthFirst TPA, Inc., April 2002.

Section 125 of the Internal Revenue Code provides a pre-tax benefit allowing employees to deduct premiums for health, dental, cancer, other life insurance and medical/dependent care reimbursement from their salaries before federal income tax is calculated. CHISD makes this option available to all employees.

Other Risk Management Coverages

CHISD provides unemployment insurance through the Texas Association of School Boards Risk Management Fund. This is a pooled risk program that provides for a maximum contribution based on an approved rate for

the fiscal period. The total contribution for 2001-02 was \$13,230 based on a rate of .00059 applied to gross wages.

A third-party insurance company provides workers' compensation coverage. The monthly rates are \$1.25 for professionals, \$0.64 for clerical and \$10.79 for auxiliary employees.

Property and casualty policies include liability for facilities, equipment and vehicles, personal injury, professional and general liability and loss of property (**Exhibit 5-12**).

Exhibit 5-12
CHISD Property and Casualty Insurance Coverages and Premiums
2000-01 through 2001-02

Company/ Policy Number/	Policy Term	2001 Premium	2002 Premium	Coverage
Zurich - CMM58553975	9/1/01-02		\$89,324	Commercial package policy on facilities
Zurich - CMM58553975	9/1/01-02		Included	<u>Property/Mechanical Breakdown Coverage:</u> Coverage Special coverage form-excluding Earth Movement-subject to policy terms conditions & exclusions \$79,633,202 Blanket on real & personal property \$10,000,000 Mechanical, Electrical and Pressure equipment-Comprehensive Coverage (Boiler & Machinery) \$15,000 Max Limit Flood (per occurrence) Additional Coverages: \$1,000,000 Newly acquired or constructed buildings (180 days) \$500,000 Personal property at newly acquired or constructed buildings (180 days) \$1,000,000 Demolition and

				<p>Increased cost of construction</p> <p>\$50,000 valuable papers</p> <p>\$25,000A/R (no deductible)</p> <p>\$5,000 deductible (per occurrence) except boiler & machinery \$1000 deductible</p>
Zurich-CMM58553975	9/1/01-02		Included	<p>General Liability Coverage Document: Policy provides legal liability coverage for bodily injury and property damage claims from the public. Limits of Liability: \$2,000,000 general aggregate \$1,000,000 products/completed operations aggregate \$1,000,000personal & advertising injury \$1,000,000 each occurrence \$1,000,000 tenant legal liability \$10,000 medical payment coverage is generally described as your liability arising from: premises/operations, Acts of Independent contractor, Products/Completed operation Contractual Liability limited Personal & Advertising Injury, Hot Liquor, Fire Legal</p>
Zurich-TAP280153100	9/1/01-02		\$31,818	<p>Automobile Liability and Physical Damage Coverage: Contract provides liability to the public arising from Owned/Non-owned/Hired automobiles. Coverages are briefly described as follows: Auto Liability: with limits of \$500,000 Combined single limit should the public be iniured or their pronertv</p>

				damaged. Physical damage Specified Perils Collision: \$500 deductible
Great American - SLL3444203	9/1/01-02		\$7476	School Board Liability: Limit of Liability: \$1,000,000 Each policy period Deductible: \$5,000 each occurrence
Deep East Texas- 010191	9/1/01-02		\$307,778	Workers Compensation: Policy provides medical, disability and death benefits to injured employees pursuant to the Workers' Comp statutory requirement of states scheduled in the policy. Executive Officers are covered. The policy is subject to audit for final determination of premium. Bodily Injury by accident: \$500,000 each accident Bodily Injury by Disease: \$500,000 each accident Bodily Injury by disease: \$500, 000 Interlocal agreement Limit Scheduled States: TX Other States Insurance: None Special Conditions: The contract is subject to final audit on the basis of payroll.

Source: CHISD, Purchasing and Insurance director.

FINDING

CHISD had a \$790,303 deficit in its self-funded health plan at the end of 2000-01. The deficit harms the district's overall financial position and was one of the factors TEA considered when it denied the Permanent School Fund guarantee for CHISD's bond issue in February 2002.

The plan has been in existence since 1994-95. Financial operating trends for this plan indicate that the premium structure paid by CHISD and

employees has been inadequate since 1998-99 (**Exhibit 5-13**). The plan has incurred an average annual loss of \$112,900 since its inception.

Exhibit 5-13
CHISD Self-Funded Health Plan Operating Results
1994-95 through 2001-02

Year	Plan Participants*	Premium Contributions	Administration Fees	Claims Costs and Insurance	Net Result	Fund Balance	Cost Per Participant
2000-01	791	\$1,967,116	\$73,159	\$2,283,177	(\$389,220)	(\$790,303)	\$2,979
1999-2000	773	\$1,476,973	\$56,428	\$1,958,901	(\$538,356)	(\$401,083)	\$2,607
1998-99	755	\$1,327,744	\$55,621	\$1,424,075	(\$151,952)	\$137,273	\$1,960
1997-98	748	\$1,151,570	\$52,771	\$1,060,932	\$37,867	\$289,225	\$1,489
1996-97	749	\$1,007,987	\$46,161	\$982,052	(\$20,226)	\$251,358	\$1,373
1995-96	619	\$862,296	\$37,758	\$727,753	\$96,785	\$271,584	\$1,237
1994-95	574	\$759,085	\$33,048	\$551,238	\$174,799	\$174,799	\$1,018
Average	716	\$1,221,824	\$50,707	\$1,284,018	(\$112,900)	(\$9,592)	\$1,865

Source: CHISD annual audit reports and HealthFirst TPA, Inc.

** Actual as of April of each fiscal period.*

CHISD administrators could not provide a projection of the plan's operating results for 2001-02. No specific plans have been made to alter premium amounts or benefit structures in 2001-02. HealthFirst representatives, the plan's third-party administrators, were not aware until recently that the plan was in a deficit financial position. The associate superintendent, Business and Support Services, plans to assess the impact of recent legislative changes in public school funding in 2002-03 for employee health benefits before making any modifications to plan premiums or benefit structures.

Initial estimates indicate that new state funding to cover employee health insurance costs will be approximately \$1.2 million in 2002-03. Until the actual state funding calculations for 2002-03 are made, however, none of the plan's consultants and actuaries can be certain of the actual impact on CHISD finances. The state will calculate the funding as part of CHISD's annual state funding allocations. Based on preliminary estimates discussed

with TEA, it appears that legislative revision will do little, if anything, to assist CHISD in funding its health plan deficit.

CHISD's 2001 audited financial statements indicate that the district borrowed almost \$494,000 from bond funds for the health plan. When asked about this loan, the associate superintendent, Business and Support Services, said he was not aware of it and indicated that the CHISD independent auditor made the report adjustment based on a \$494,000 cash deficit in the health plan fund at the end of the 2000-01. The reason for this treatment was that the fund was out of money at the end of 2001 and the auditors had adjusted financial reports to indicate that deficit cash balances had been covered with bond funds. According to the associate superintendent, Business and Support Services, this financial statement entry had never been recorded on the district's books. The plan has a positive cash balance for 2001-02 as of the most recent financial statements received by TSPR in May 2002, but it is unclear from this financial information whether cash from other funds has been deposited into this fund since September 2001.

Regardless of the impact of new funding from the state or the source of cash to pay current claims, CHISD's health plan has immediate financial planning needs related to resolving the existing deficits. According to TEA, the fund balance deficits in CHISD's self-funded health plan are unlawful because of the existing negative general fund balance. TEA is asking districts in this situation to make transfers from the general fund to cover them as soon as possible. Of course, this is not possible for CHISD because of its general fund deficit.

Recommendation 36:

Adopt procedures to set premiums and district contributions to the district's self-funded health plan based upon actuarial projections and monitor actual activity quarterly to ensure solvency of the plan.

The district should work with HealthFirst and its actuary in this regard. The reduction of this deficit should be achieved through benefits restructuring and additional employee contributions, with no additional costs incurred by CHISD.

The procedures should address eliminating the deficit by the end of the 2005-06 year. The procedures also should include steps to obtain an actuarial study to determine the appropriate level of premiums annually.

TEA has included a planning template to determine the impact of the new health insurance funding for districts at http://www.tea.state.tx.us/school.finance/funding/sof0203_r8.xls.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The associate superintendent, Business and Support Services, contacts HealthFirst and the health insurance plan actuary to develop immediate and annual enrollment projections and contribution amounts.	September 2002
2.	The associate superintendent, Business and Support Services, works with the plan actuary to establish procedures and specific steps to eliminate the health plan deficit.	September 2002
3.	The associate superintendent, Business and Support Services, presents the procedures to the superintendent for approval.	October 2002
4.	The superintendent and associate superintendent, Business and Support Services, present necessary changes in funding levels and health plan benefits to achieve a positive funding result to the board for approval.	October 2002
5.	The associate superintendent, Business and Support Services, presents changes in funding levels and plan benefits to employees.	November 2002
6.	The associate superintendent, Business and Support Services, determines participation levels in the revised plan.	December 2002
7.	Employees begin using the revised health insurance plan.	January 2003
8.	The associate superintendent, Business and Support Services, monitors actual plan activity on a quarterly basis and presents results to the superintendent and the board.	January 2003 and Quarterly thereafter

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 5

ASSET AND RISK MANAGEMENT

D. BOND ISSUANCE AND INDEBTEDNESS

The associate superintendent, Business and Support Services, is responsible for the issuance of bonds and other debt instruments, debt funding and refinancing. The last bond referendum passed by a majority vote was in October 2001, for \$89.7 million. CHISD sold these bonds to buy school sites, build new schools and renovate existing ones. CHISD issued \$31 million of these bonds in February 2002.

Exhibit 5-14 presents the district's outstanding debt through the recent issuance of bonds in February 2002.

**Exhibit 5-14
Bond Schedule**

Description	Original Issue	Interest Rates	Outstanding Debt
Unlimited tax refunding bonds - Series 1993	\$6,974,923	2.30-4.30%	\$1,104,923
Unlimited tax school building bonds - Series 1995	\$10,500,000	5.00-6.80%	\$2,300,000
Unlimited tax school building and refunding bonds - Series 1996	\$21,239,235	4.00-5.50%	\$15,524,235
Unlimited tax refunding bonds - Series 1996	\$3,800,000	6.45%	\$230,000
Public property finance contractual obligations - Series 1998	\$600,000	4.40-4.65%	\$450,000
Public property finance contractual obligations - Series 1999	\$800,000	5.00%	\$800,000
Unlimited tax school building and refunding bonds - Series 2000	\$21,953,007	4.50-6.79%	\$21,628,007
Maintenance tax notes - Series 2001	\$1,950,000	5.40%	\$1,950,000
Unlimited tax school building and refunding bonds - Series 2002	\$34,298,816	3.25-6.00%	\$34,298,816
Totals	\$102,115,981		\$78,285,981

Source: CHISD 2001 annual audited financial and compliance report and Series 2002 bond official statement.

FINDING

CHISD is not complying with federal tax laws associated with the issuance of long-term debt. This has put the district at risk of significant monetary penalties. Section 148 of the Internal Revenue Code (the Code) of 1986, as amended, and related regulations require the district's long-term debt obligations to meet certain minimum criteria to be considered tax exempt.

Tax-exempt status means that interest income earned by purchasers of long-term debt instruments is not subject to federal income taxes. The Code provides that the determination of these obligations' tax-exempt status is made as of the date such obligations are issued, based on reasonable expectations regarding the use of the proceeds.

Long-term debts that do not meet the Code's minimum criteria are considered arbitrage bonds and are not tax-exempt. Bond proceeds that are invested at a higher yield than the effective interest rate on the bonds-"arbitrage profits"-and that do not meet related minimum criteria make the bonds arbitrage bonds. If the district does not comply with the tax code, buyers of its bonds eventually may be taxed on the interest earnings.

Under current tax laws, the district must make periodic calculations to determine any amounts it may owe to the federal government under these rules and must make actual payments or rebates of any amounts owed in five-year increments. The district's obligation to calculate and make rebate payments continues as long as it has unused bond proceeds.

The district has not performed the calculations required under the Code and may become subject to penalties for noncompliance. It is not uncommon for these penalties to reach 3 percent of the original issue amount of the debt issue.

Some Texas districts use tax specialists to perform the calculations associated with tax exemption issues.

Recommendation 37:

Engage a tax specialist to perform required tax law calculations as soon as possible.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent or designee surveys providers of specialized tax services for tax-exempt bond issues and issues a Request for Proposal.	September - October 2002
2.	The superintendent selects a specialized tax provider to perform required tax calculations for the district.	November 2002
3.	The superintendent recommends a provider to the board for approval.	November 2002
4.	The tax specialist collects the necessary financial data from the Business and Support Services Office and bond transcripts and prepares reports for CHISD's superintendent and board.	December 2002
5.	The associate superintendent, Business and Support Services, arranges for IRS filings if the tax specialists determine that amounts are owed.	January 2003

FISCAL IMPACT

TSPR contacted a tax specialist who performs these services to estimate this recommendation's costs. The cost to perform this compliance function in the first year is estimated at \$37,500 (legal set-up fees plus rebate calculation fees for all prior years). Ongoing service costs to maintain compliance on existing debt issues are estimated at \$1,500 annually.

Recommendation	2002-03	2003-04	2004-05	2005-06	2006-07
One-time legal and other fees.	(\$37,500)	\$0	\$0	\$0	\$0
Ongoing maintenance costs.	\$0	(\$1,500)	(\$1,500)	(\$1,500)	(\$1,500)
Net Savings/(Costs)	(\$37,500)	(\$1,500)	(\$1,500)	(\$1,500)	(\$1,500)

Chapter 6

FINANCIAL MANAGEMENT

This chapter reviews the financial operations functions of the Cedar Hill Independent School District (CHISD) in the following areas:

- A. Organization, Management and Staffing
- B. Planning and Budgeting
- C. Payroll
- D. External and Internal Auditing
- E. Tax Collections

Efficient financial management ensures a school district receives all available revenue from the state and federal governments; maintains a track record of sound financial decisions and adequate and equitable budget allocations; issues timely, accurate and informative reports on the district's financial position; maintains adequate internal controls; employs a skilled, well-trained staff and maintains a consistent record of favorable reports by external auditors.

BACKGROUND

CHISD has less business and more residential property value than the state, all but one peer district and regional averages (**Exhibit 6-1**). The higher percentage of residential value for CHISD indicates that local residents carry most of the local property tax burden to fund school operations. Land accounts for more than 9 percent of CHISD's property value, which is higher than any of its peers and regional and state averages. The higher land value indicates the potential for continued property development growth in CHISD.

Exhibit 6-1
CHISD, Region 10, State and Peer District Property Values
by Category as a Percentage of Total Property Value
2000-01

District	Business	Residential	Land	Oil and Gas	Other
Desoto	16.7%	80.5%	2.7%	0.0%	0.0%
Cedar Hill	19.2%	71.7%	9.1%	0.0%	0.0%
Grand Prairie	35.6%	60.8%	3.6%	0.0%	0.0%
Duncanville	38.5%	59.1%	2.4%	0.0%	0.0%
Region 10	41.1%	54.1%	4.5%	0.0%	0.3%

State	39.0%	50.1%	7.0%	2.9%	1.1%
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Source: Texas Education Agency (TEA), Academic Excellence Indicator System (AEIS), 2000-01.

In 2000-01, Texas school districts budgeted an average of 48.5 percent of their funds from the local property tax and 43.6 percent in revenue from the state (**Exhibit 6-2**). In CHISD, those percentages are 54.5 and 38.6 percent, respectively. The averages for the region are 62.6 and 29.4 percent, respectively.

Exhibit 6-2
CHISD, Region 10, State and Peer District
Sources of Budgeted Revenue as a Percentage of Total Budgeted
Revenue
2000-01

Entity	Local Property Tax	Other Local And Intermediate	State	Federal
Duncanville	59.8%	5.2%	32.9%	2.1%
Cedar Hill	54.5%	4.9%	38.6%	2.0%
Desoto	49.5%	4.6%	44.0%	1.9%
Grand Prairie	37.2%	4.3%	58.2%	0.3%
Region 10	62.6%	5.4%	29.4%	2.6%
State	48.5%	4.6%	43.6%	3.4%

Source: TEA, AEIS, 2000-01.

Since state funding is based on per student property values, the comparisons indicate that CHISD values per student are higher than the region while lower than the state average.

The state allocates funds for school program costs based on property values per student. CHISD's development growth and the corresponding increase in property values have caused an increase in the proportionate funding of program costs from local property taxes. From 1997-98 through 2001-02, local revenue as a percentage of total funding for CHISD increased by 37 percent. At the same time, state revenue as a percentage of total funding decreased by 28.5 percent (**Exhibit 6-3**).

Exhibit 6-3
CHISD Sources of Revenue as a Percentage of Total Revenue
1997-98 through 2001-02

Source of Revenue	1997-98	1998-99	1999-2000	2000-01	2001-02	Percentage Change 1997-98 to 2001-02
Local property tax	40.0%	45.8%	43.6%	54.5%	54.8%	37.0%
Other local and intermediate	5.8%	5.7%	4.6%	4.9%	6.0%	3.5%
State	52.3%	46.7%	50.2%	38.6%	37.4%	(28.5%)
Federal	1.9%	1.8%	1.6%	2.0%	1.8%	(5.3%)

Source: TEA, Public Education Information Management System (PEIMS), 1997-98 through 2001-02.

CHISD's calculated maintenance and operations (M&O) property tax rate, based on local property values assigned by the Texas Comptroller of Public Accounts, increased by 5.9 percent from 1996-97 to 2000-01 while the total number of students increased by 11.6 percent. Local property values increased 46.7 percent during this same period (**Exhibit 6-4**). At the local level, CHISD had a \$1.35 per \$100 maintenance tax cap until local voters increased it to \$1.50 in the 1999 local bond election. The CHISD board did not increase the actual local tax rate above the old cap until 2000-01. Due to this circumstance, CHISD's local tax effort for the period was not sufficient to meet current and future operating needs, as shown by the current M&O fund balance deficit.

Exhibit 6-4
CHISD Comptroller Tax Rates, Assessed Property Values
and Per Student Property Values
1996-97 through 2000-01

Category	1996-97	1997-98	1998-99	1999-2000	2000-01	Percentage Change 1996-97 to 2000-01
Maintenance and operations	\$1.35	\$1.28	\$1.45	\$1.31	\$1.43	5.9%

tax rate						
Interest and sinking fund tax rate	\$0.54	\$0.48	\$0.33	\$0.32	\$0.20	(63.0%)
Total tax rate	\$1.88	\$1.76	\$1.78	\$1.63	\$1.63	(13.3%)
Total property value (000s)	\$774,628	\$864,911	\$953,482	\$1,117,885	\$1,268,085	63.7%
Total Students	5,806	6,073	6,144	6,173	6,481	11.6%
Value per student	\$133,419	\$142,419	\$155,189	\$181,093	\$195,662	46.7%

Source: TEA, AEIS, 1996-97 through 2000-01.

On the expenditure side, **Exhibit 6-5** shows how CHISD distributed budgeted funds in 2001-02 compared to the state average. Of particular significance is CHISD's allocation to the instructional category, which is higher than the state average. Because CHISD is experiencing fast student growth and needs new facilities, its other costs are higher than the state average due to debt service on recently issued bonds.

Exhibit 6-5
CHISD and State Total Budgeted Expenditures by Function
as a Percentage of Total Budgeted Expenditures
2001-02

Function	CHISD	Percentage Spent	State	Percentage Spent
Instruction (11,95)*	\$22,660,449	52.4%	\$14,631,391,287	51.0%
Instructional-Related Services (12,13)	\$1,174,920	2.7%	\$772,796,991	2.7%
Instructional Leadership (21)	\$ 449,817	1.0%	\$341,727,512	1.2%
School Leadership (23)	\$1,896,458	4.4%	\$1,503,316,728	5.2%
Support Services-Student (31,32,33)	\$1,555,460	3.6%	\$1,152,017,531	4.0%

Student Transportation (34)	\$207,875	0.5%	\$745,071,107	2.6%
Food Services (35)	\$1,857,655	4.3%	\$1,379,203,124	4.8%
Co-curricular/ Extracurricular Activities (36)	\$767,448	1.8%	\$ 642,534,523	2.2%
Central Administration (41)	\$1,344,920	3.1%	\$1,006,076,850	3.5%
Plant Maintenance & Operations (51)	\$4,473,381	10.3%	\$2,899,134,508	10.1%
Security & Monitoring Services (52)	\$135,822	0.3%	\$171,833,951	0.6%
Data Processing Services (53)	\$409,421	0.9%	\$314,553,149	1.1%
Other**	\$6,290,581	14.6%	\$3,108,461,039	10.8%
Total Budgeted Expenditures*	\$43,223,207	100.0%	\$28,668,118,300	100.0%

Source: TEA, PEIMS, 2001-02.

**2001-02 PEIMS preliminary data calculated to resemble AEIS data.*

Final AEIS numbers will not be available until November 2002.

***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.*

On a per student basis from 1997-98 to 2001-02, CHISD's expenditures have increased 32.8 percent (**Exhibit 6-6**). Instruction and instructional leadership spending has increased 20.3 percent, or \$560, per student while school leadership spending has increased 18.3 percent, or \$42, per student. The large increase in non-operations costs results from the inclusion of debt service for 2001-02, while excluded in other years.

Exhibit 6-6
CHISD Expenditures Per Student
1997-98 through 2001-02

Expenditure Category	1997-98	1998-99	1999-2000	2000-01	2001-02	Percentage Change
Instruction and instructional leadership	\$2,758	\$2,914	\$3,306	\$3,421	\$3,318	20.3%
School leadership	\$230	\$236	\$249	\$276	\$272	18.3%
Central administration	\$182	\$158	\$190	\$203	\$193	6.0%
Other operating	\$1,295	\$1,210	\$1,423	\$1,550	\$1,552	19.8%
Total operations	\$4,465	\$4,518	\$5,168	\$5,450	\$5,335	19.5%
Total non-operations	\$207	\$233	\$170	\$161	\$870	320.3%
Total per student	\$4,672	\$4,751	\$5,338	\$5,611	\$6,205	32.8%

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

Chapter 6

FINANCIAL MANAGEMENT

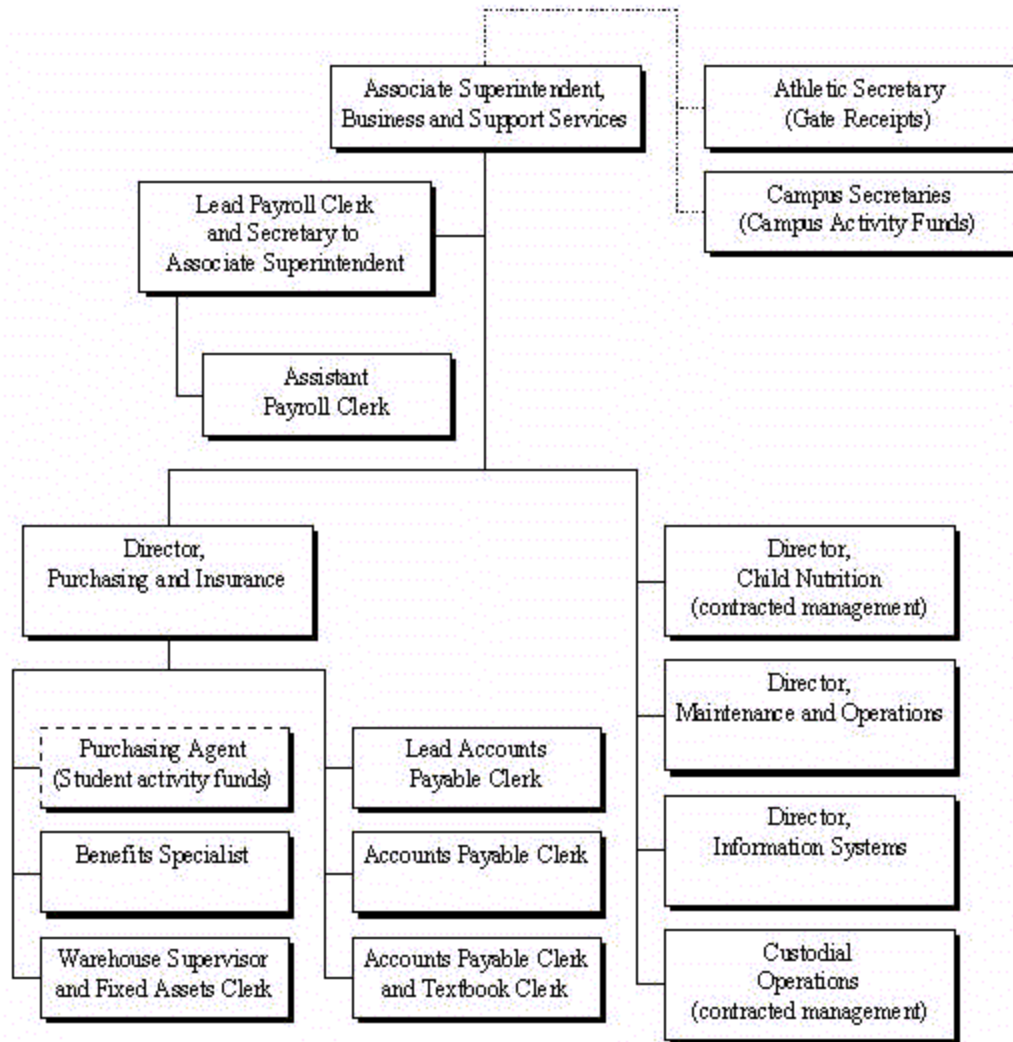
A. ORGANIZATION, MANAGEMENT AND STAFFING

CHISD's associate superintendent, Business and Support Services, supervises the district's business services (**Exhibit 6-7**). This associate superintendent position also supervises Support Services, which includes Child Nutrition; Maintenance and Operations; Information Systems; Custodial Operations; and the campus and Athletic Department secretaries on campus activity funds and district athletic event gate receipts, respectively.

The associate superintendent, Business and Support Services, is responsible for budget and finance, payroll and employee benefits administration, purchasing and warehouse operations. A director reporting to the associate superintendent supervises purchasing, employee benefits, accounts payable, warehouse and fixed assets management.

Exhibit 6-7
Organization of CHISD Business and Support Services

2001-02



Source: CHISD associate superintendent, Business and Support Services.

CHISD maintains its accounting records on software systems developed and supported by EDP Enterprises, Inc. in Longview. EDP Enterprises provides similar software and support to many other Texas school districts. **Exhibit 6-8** details CHISD's annual support cost of \$31,457 by category for all automated systems supported by EDP Enterprises.

Exhibit 6-8
CHISD Annual Support Costs by Category for
All Systems Supported by EDP Enterprises
2001-02

System	Annual Cost
Budgetary accounting	\$2,071

Fixed assets	\$1,319
Payroll	\$1,775
Payroll direct deposit	\$403
Personnel	\$1,775
Requisition	\$646
Student applications	\$16,406
Financial PEIMS	\$1,614
Student PEIMS	\$1,614
Datamate query	\$1,183
Phone master	\$876
EDP relativity catalogue	\$1,775
Total	\$31,457

Source: CHISD Information Systems - EDP Enterprises, Inc. support agreement, 2001-02.

CHISD uses the EDP Enterprises software for annual and monthly accounting, payroll, financial reporting, purchasing and fixed-assets record keeping. This system uses a series of options, or menus, that lets a district choose the level of detail it prefers to use in maintaining its business services records.

CHISD's financial software can generate a wide variety of reports for all business-related areas. Summary reports are most useful for board members and district administrators and include a summary of general ledger activity, comparisons of revenue to budget, budget status by organization (department, school, etc.) and budget status by program (technology, athletics, etc.).

FINDING

CHISD prepared and maintains updated procedures manuals for purchasing and activity funds. The purchasing agent updates these manuals as often as is needed. The manuals provide detailed instruction on all facets of job duties for clerks in these areas and allow these clerks to better learn their jobs. CHISD Purchasing and Accounts Payable personnel also have prepared procedural guidance for Accounts Payable employees and campus secretaries in memoranda that provide detailed instructions for selected activities.

The CHISD purchasing manual includes a statement that the director, Purchasing and Insurance, is responsible for developing and implementing a comprehensive purchasing policy for CHISD and that the policy shall be in accordance with local, state and federal statutes/ordinances, shall coincide with good business practices and shall be approved by the CHISD superintendent and Board of Trustees.

The CHISD purchasing manual includes "policies, guidelines, and procedures necessary to provide efficiently for the District's purchasing needs" (**Exhibit 6-9**).

Exhibit 6-9
CHISD Purchasing Manual Contents
2001-02

Manual Section	Description
Purchasing Policies	An overview of the basic purchasing policies of CHISD.
Purchasing Guidelines	A simplistic view of the purchasing process.
Purchasing Regulations	Overview
Purchasing Procedures	<ol style="list-style-type: none"> 1. Requisitions 2. Authorization/Approval 3. Processing Purchase Order Forms 4. Capital Purchases 5. Emergency Purchases 6. Sole Source Purchases 7. Purchases by Check
Changing/Canceling Purchase Orders	Instructions
Authorizing Payment	Instructions
Appendix A	How to enter a purchase order
Appendix B	Alternative quote record form
Appendix C	Sole source verification form
Appendix D	Travel expense reimbursement
Appendix E	How to run a budget detail report

Source: CHISD Purchasing agent.

The CHISD activity fund manual includes policies, guidelines and procedures necessary to provide efficiently for the district's activity fund needs. The policy is prepared to conform to local, state and federal statutes/ordinances, coincides with good business practices and is approved by the CHISD superintendent and Board of Trustees.

This activity fund manual includes "policies, guidelines and procedures necessary to provide CHISD personnel with appropriate procedural guidance" (**Exhibit 6-10**).

Exhibit 6-10
CHISD Activity Fund Manual Contents
2001-02

Manual Section	Description
Activity Fund Policies	Overview
Definitions	General items
General Guidelines	Overview
Activity Fund Processing	Deposits
Student Activity Fund Processing	<ol style="list-style-type: none"> 1. Restrictions 2. Budget 3. Fundraiser Approval 4. Expenditures
Club Activity Fund Processing	<ol style="list-style-type: none"> 1. Restrictions 2. Fundraiser Approval 3. Expenditures
Teacher Activity Fund Processing	Expenditures
Tax Consequences	Instructions
Balance Inquiries for Activity and Student Fund Accounts	Instructions
Appendix A	Fundraiser Approval Form

Source: CHISD Purchasing agent.

Because Accounts Payable and Purchasing employees use and update their own procedures manuals and operations guidance, they are better

equipped to perform their jobs in an efficient and effective manner. Employees can more easily perform other duties when clerks or campus secretaries are absent, and there is less chance for errors in processing financial data during the entire financial accounting process.

COMMENDATION

CHISD Accounts Payable and Purchasing employees prepare and update their department procedures manuals and operations guidance, creating an efficient and effective procedural process.

FINDING

The associate superintendent, Business and Support Services, has developed a process for centralizing accounting and related controls for activity funds. Central office business staff process and handle all disbursements from these funds through prescribed procedures. This centralization strengthens control over these funds and eliminates unnecessary staff duties for additional bank account reconciliations and for dealing with individual campus and department financial issues.

Centralizing teacher and student activity fund accounting activities is the most preferable method of financial handling for these funds. Payments and requisitions for goods and services from these funds are subject to control processes that apply to regular district transactions. These controls include review and approval of the centralized accounts by Accounts Payable and the associate superintendent, Business and Support Services.

COMMENDATION

CHISD business office staff developed policies and procedures for a more efficient centralized financial handling of activity funds resulting in improved internal controls.

FINDING

CHISD has weak management of its finances, which has led to negative general fund balances in seven of the last 10 fiscal years and a negative fund balance in the district's self-funded health insurance fund. Weak management also spurred the Texas Education Agency (TEA) to deny the Permanent School Fund (PSF) guarantee for 2002 bonds approved in October 2001, and also resulted in staff presenting insufficient information to the board regarding amendments to the annual budget, questionable financial transactions and inaccurate financial statements. As a result of TEA's denial to guarantee the October 2001 bonds, CHISD had to pay an

additional \$248,000 in bond insurance as part of the bond principal versus a \$300 fee to TEA if the PSF guarantee had been extended.

Since 1992-93, CHISD has ended its annual fiscal year with a positive general fund balance only three times (**Exhibit 6-11**). The past three fiscal years have been especially difficult for CHISD with continuing negative general fund balances exceeding \$1 million.

Exhibit 6-11
CHISD General Fund Balances
1992-93 through 2000-01

Year	General Fund Balance
2000-01	(\$1,061,422)
1999-2000	(\$2,727,529)
1998-99	(\$1,071,973)
1997-98	\$362
1996-97	(\$114,382)
1995-96	\$612,623
1994-95	\$232,107
1993-94	(\$876,274)
1992-93	(\$1,155,214)

Source: CHISD audited annual financial and compliance reports filed with TEA, 1992-93 through 2000-01.

In addition, according to TEA's senior director of School Financial Audits, the agency is concerned about the district's deficit fund balance in the self-funded health insurance plan. The senior director told the TSPR review team that a deficit of this type is illegal if not funded by the general fund with immediacy. As of August 31, 2001, the end of the most recent fiscal year, that fund had a deficit of almost \$790,000. CHISD is hoping to use the new health insurance allotment approved by the 1999 legislature as a means to reduce this deficit, but no other plans have been made to improve funding.

Additionally, CHISD's annual financial statements for 2000-01 do not accurately reflect the district's financial condition. In 2000-01, CHISD transferred \$985,000 of unused bond proceeds to the general fund to reduce deficits in that year. However, CHISD did not consult its bond

counsel before these transactions occurred. Both the district's bond counsel and TEA's senior director of School Financial Audits indicated that a 1986 Texas Attorney General's letter advised that such transfers were inappropriate. The district's bond counsel, during an interview with the review team, indicated that he would have advised against making the transfer had he been consulted in advance.

The district also secured \$1.9 million in maintenance tax notes from TEA during 2000-01. Maintenance tax notes are secured with M&O revenues and do not require voter approval. This type of funding must be associated with an approved list of projects for the requested amount of money. The money from the tax notes must be spent within three years. The financial statements should reflect the amount spent each year and encumber or designate the purpose for which the remaining funds will be used so that the funds are not included in the undesignated fund balance of the district. Instead of doing this, the associate superintendent, Business and Support Services, included the unused balance in the undesignated general fund, and financial statements issued by the district's external auditor did not differentiate the designated portion of the general fund, i.e., the remainder of the revenue from the maintenance tax notes not yet spent. TEA's *Financial Accountability System Resource Guide* prescribes this differentiation in its Section 1.4.6. The CHISD board approved the financial reports.

The net effect of these transactions on the 2000-01 financial statements was to reduce the actual general fund undesignated balance deficit by more than \$2.3 million. The restated general fund balance deficit should be \$3,316,706 (**Exhibit 6-12**).

Exhibit 6-12
Effect of Restatement of 2000-01 Financial Statements
On Previously Reported General Fund Balance Deficit

Description	Amount
Previously reported general fund undesignated general fund balance deficit	(\$1,061,422)
Reverse transfer of bond proceeds to the general fund	(\$985,000)
Designate remaining proceeds of maintenance tax notes	(\$1,270,284)
Restated general fund undesignated fund balance deficit	(\$3,316,706)
Difference in reported fund balance vs. restated fund balance	\$2,255,284

Source: CHISD 2000-01 audited annual financial and compliance report filed with TEA and CHISD associate superintendent, Business and Support Services.

TEA has stated that CHISD should restate and resubmit their 2000-01 financial statements to correct the impact of these transactions on reported undesignated general fund balance. TEA's senior director based the concerns on a detailed review of CHISD's financial statements during the consideration of the application for a guarantee from the PSF on the CHISD 2002 bonds.

The associate superintendent, Business and Support Services, is the only professional position dedicated to the district's financial management. At the same time, the position is responsible for managing numerous other functions, including: major contracts for food service and custodial operations, purchasing, maintenance and information systems. This wide span of control detracts from the associate superintendent's available time for managing the financial issues of a fast-growth district.

Katy and Eagle Pass independent school districts, both Recognized districts by TEA, separate all financial responsibilities from operations and place them under the supervision of a Chief Financial Officer (CFO). In June 2002, the CHISD board approved the creation of a CFO position and plans to have it filled by the beginning of 2002-03.

Recommendation 38:

Restructure the financial management function and hire a Chief Financial Officer to oversee all CHISD business-related functions.

The CFO should have a strong background in financial management, experience in school district financial management and accounting procedures and, preferably, be a certified public accountant.

Restatement of CHISD's 2000-01 financial statements would assist the district in gaining much needed credibility with TEA. The restatement would also portray a fairer presentation of the district's financial position and operating results for 2000-01. The associate superintendent, Business and Support Services, should involve TEA officials and the independent auditor in this process.

The restatement should reflect the reversal of the \$985,000 transfer of bond proceeds to the general fund and should restate undesignated general

fund balance for the net effect of the maintenance tax notes issued in 2000-01 or \$1,270,284.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Board of Trustees approves adding a CFO position to the CHISD administrative staff.	Complete
2.	The assistant superintendent, Personnel and Student Services, works with the superintendent to develop a job description and posts for the position.	Complete
3.	The superintendent creates a search committee to work with the assistant superintendent, Personnel and Student Services.	Complete
4.	The assistant superintendent, Personnel and Student Services, and the search committee interview qualified candidates for the position and refer the top three candidates to the superintendent for interview and selection.	August 2002
5.	The superintendent recommends a candidate to the board.	August 2002
6.	The board approves the recommendation.	August 2002
7.	The new Chief Financial Officer begins work.	September 2002
8.	The superintendent and associate superintendent, Business and Support Services, inform the board that the 2000-01 financial statements should be restated due to TEA concerns and gain the board's approval for the additional audit costs involved.	September 2002
9.	The associate superintendent, Business and Support Services, contacts the district's audit firm and arranges for its services to reissue the district's audit report for 2000-01.	September 2002
10.	The associate superintendent, Business and Support Services, makes the necessary changes to the 2000-01 financial statements and submits them to the independent auditors for review.	October 2002
11.	The independent auditors perform the necessary review of the restated financial statements and document other required procedures under professional auditing standards.	October 2002
12.	The independent auditor gives its reissued audit report to the board.	November 2002
13.	The superintendent and associate superintendent, Business and	November

	Support Services, present the restated financial statements to the board for approval.	2002
14.	The superintendent resubmits the restated 2000-01 financial statements to TEA.	November 2002

FISCAL IMPACT

The fiscal impact assumes the addition of two administrative positions, the Chief Financial Officer and the associate superintendent, Operations, and the deletion of the associate superintendent, Business and Support Services position according to the following base salary and 15 percent benefit schedule:

Position	Salary	Benefits
Added positions:		
Chief Financial Officer	(\$89,995)	(\$13,499)
Associate superintendent, Operations	(\$89,995)	(\$13,499)
Deleted positions:		
Associate superintendent, Business and Support Services	\$89,995	\$13,499
Totals:	(\$89,995)	(\$13,499)

Additionally, the CHISD independent auditors will have to review and approve changes to the CHISD 2000-01 financial statements and spend additional time documenting compliance with professional audit standards in reissuing their audit report for 2000-01. Additional audit time of 60 hours will be necessary to review the financial statement changes, update file documentation for a new report date and perform other necessary procedures in compliance with professional auditing standards. This cost is estimated at a \$95 per hour rate, which is consistent with the audit fees charged for the 2000-01 audit. The total additional estimated costs amount to a one-time cost of \$5,700 (\$95 x 60 hours).

Recommendation	2002-03	2003-04	2004-05	2005-06	2006-07
One-time cost for professional audit fees.	(\$5,700)	\$0	\$0	\$0	\$0

Chapter 6

FINANCIAL MANAGEMENT

B. PLANNING AND BUDGETING

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 TEA's specific accounting and financial reporting requirements. A district's annual audited financial statements must include all necessary financial information and related disclosures as prescribed by the *FASRG*.

According to the *FASRG*, budgeting allocates resources to the prioritized needs of the district. 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 to control and evaluate a school district's sources and uses of resources. With the assistance of the accounting system, administrators are able to 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.

In the educational context, budgeting is a valuable tool in both planning and evaluation processes. Budgeting provides a vehicle for translating educational goals and programs into financial resource plans. Thus, instruction planning (to attain student educational goals) determines budgetary allocations. This link between instruction and financial planning is critical to effective budgeting.

Budgets 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. It also demonstrates compliance with other finance-related legal or contractual requirements.
- Financial reporting provides information to assist users in assessing the service efforts, costs and accomplishments of the governmental entity.

Meeting these objectives requires budget preparation to include several concepts recognizing accountability. Often these concepts have been mandated for state and local public sector budgets. They include requirements that budgets:

- Be balanced so that current revenues are sufficient to pay for current services.
- Be prepared in accordance with all applicable federal, state and local legal mandates and requirements.
- Provide a basis for the evaluation of a government's service efforts, costs and accomplishments.

The state, TEA and the local district formulate legal requirements for school district budgets. State and federal grants may impose additional legal requirements.

Responsibility for preparing district budget guidelines and the budget calendar lies primarily with district administrators and the superintendent. Because these guidelines and the calendar create a framework for the entire budget development process, their careful design is critical to an efficient and effective process.

The budget calendar listing critical dates for the preparation, submission and review of campus budgets for the school district is prepared during the budget planning process at the district level. A variety of simple techniques can be used to build the district calendar. The easiest technique is to begin with the previous year's calendar and modify it for use in the current year. Timing problems from the previous year's process are reviewed and appropriate changes made in the current year's calendar. At a minimum, the budget calendar is reviewed to ensure that it is appropriate for the current year's budget development process.

CHISD has an annual budget calendar to help the district compile the budget in accordance with time frames required by TEA (**Exhibit 6-13**). 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. Beginning in 2001-02, school districts may elect an annual fiscal period ending June 30. If this is the case, the budget must be prepared by June 19 and adopted by June 30 for the next fiscal year beginning July 1. CHISD's fiscal year begins September 1 and ends August 31.

Exhibit 6-13
CHISD Annual Budget Calendar
2001-02

Date	Activity
Mid-January thru March	Budget preparation begins at administrative level for presentation to principals and directors.
Early March	The Business Office provides principals and directors budget worksheets and pertinent directions for current year budget issues.
Late April	Principals and directors submit their budget worksheets to the Business Office.
Early May	Central administration reviews budgets with principals and directors by appointment on an individual basis.
Early March thru Late April	Personnel and Business Office develop portions of budget that are not campus or director level responsibility. These budget portions include payroll and Function 41 (administration) costs such as property insurance, legal and audit expenses.
Mid-to-late May	Superintendent presents preliminary draft of the budget to the Board.
On-or-before Aug. 31	Board adopts the final budget (usually after a series of summer budget workshops).

Source: CHISD associate superintendent, Business and Support Services.

If the budget development process has been altered substantially from the previous year's process, an entirely new budget calendar may need to be developed. The following three steps may be used to prepare a new budget calendar:

- Determine the level of detail needed. A district may have several budget calendars with varied levels of detail provided. A general calendar may be presented to the school board while a detailed calendar may be used in the budget guidelines for use at the campus level. If several calendars are used, they are summarized in a district master calendar to ensure that all the activities and dates are consistent and compatible.
- Identify all the activities that must be included in the calendar and arrange them in chronological order.
- Assign completion dates to each activity on the calendar. Completion dates are assigned working backward through the activities from the legally mandated date for presentation of the preliminary school district budget to the school board by August 20. Dates are also assigned to ensure that sufficient time is allowed for the completion of each activity on the calendar. Some school districts may wish to assign only completion dates for each activity and allow budget actors/groups to determine when an activity is begun. Other school districts may assign suggested/mandatory start dates for certain activities to ensure their timely completion.

FINDING

CHISD's budget and related budget amendment practices are not adequate to control operational spending within the resources available to the district. Budgeted deficits have been common in CHISD for several years now. The district has had budgeted deficits each year since 1997-98, and the deficits have ranged from more than \$500,000 to more than \$2 million. Budgeting for the deficits is a poor financial management practice.

In February 2002, TEA raised questions about CHISD's accounting and budgeting practices. TEA advises strongly against incurring fund balance deficits in any single fiscal year. Texas case law in *Crystal City Independent School District, Appellant v. Bank of Dallas, Appellee*, March 24, 1987, 727 S. W.2d 762 (Tex.App.-Dallas 1987) found that deficiency budgets such as the ones that CHISD has adopted are not legal.

Questions arose, especially from TEA, over the board's knowledge of the impact of budget amendments submitted for approval. In discussions with the superintendent and associate superintendent, Business and Support Services, it was apparent that the board was not aware of the impact of the budget amendments that caused these deficits. In effect, CHISD's superintendent and associate superintendent, Business and Support Services, are exercising unilateral control of the district's financial operations by handling the budget development process and related budget amendment process in this manner.

CHISD historically has approved a "balanced" budget to begin the fiscal year. These budgets have been aggressive from a revenue perspective and overly conservative from an expenditure perspective. This approach is exactly opposite from general budget development practices for governmental entities.

Once the original budget has been adopted, CHISD staff generally has asked the board to approve amendments to the budget one to three times per year. The board approved the last budget amendment near year-end to reflect actual operations and to comply with TEA budgeting guidelines disallowing for budget overages.

Districts frequently amend the annual budget throughout the course of a fiscal year to reflect changes in priorities, amount of revenue received or changes in state requirements. These budget amendments should not only reflect the changes, but also reflect the impact of the changes on revenues, expenditures and projected year-end fund balance. According to information provided to the CHISD board on recent budget amendments and analyzed by the review team, the result of changes on the year-end fund balance is not included. Consequently, board members are not aware that they are approving expenditures for which there are no funds. CHISD is essentially spending resources without budgetary authority and without the resource base needed to cover costs. CHISD further exacerbates its budget woes by the resulting actual deficits that have been present for seven of the last 10 years.

The CHISD board has been largely unaware of these problems due to lack of information provided by administrators. Until the Comptroller's involvement with CHISD, which largely focused on financial issues, the Cedar Hill public also was unaware of the extent of CHISD's financial problems.

Many school district boards and staff obtain training in the budget and finances area through local chambers of commerce and industry associations such as the Texas Association of School Boards, the Texas Association of School Administrators and the Texas Association of School Business Officials (TASBO). These groups also have affiliations with similar associations on a national level.

Some districts also develop effective methods of involving non-financial staff and interested district residents in the budget process. Conroe ISD created a public budget review committee that acts in an advisory capacity to provide input while the board is deliberating the budget for the next fiscal year. This committee provides an awareness of issues and resource limitations among staff and the public during Conroe ISD's budget development process.

Recommendation 39:

Adopt policies to prevent deficit budgeting and deficit budget amendments.

In addition to adopting the recommended policies, the board should consider additional training alternatives in the budgeting and financial responsibility area, including courses offered through industry associations and the local chamber of commerce.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The associate superintendent, Business and Support Services, develops new budget policies that prohibit deficit budgeting, preclude spending funds that are not budgeted and preclude budget amendments that have no resources available to cover them.	September 2002
2.	The superintendent and associate superintendent, Business and Support Services, hold a workshop session with the board to review the policies in detail and to explain the board's responsibilities for approving budgets.	September 2002
3.	The board formally adopts the new budget policies.	September 2002
4.	The associate superintendent holds training sessions with principals and department heads to explain the new budget policies and expectations regarding spending within budget guidelines.	October 2002
5.	The board approves only budget amendments that have resources available to cover the presented expenditures.	October 2002 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

CHISD budget reporting practices are not adequate for allowing the board and management to control operations spending or for involvement and input from its local residents.

The district's budget analysis reports are printouts from the financial software system. Because of the way that CHISD maintains general fund information, the reports do not allow the board and management to view the entire general fund. A district's general fund contains all significant

budget information needed for managing the district's financial affairs. CHISD's method of maintaining general fund transactions includes the use of several funds, rather than one fund making it very difficult for the superintendent, campus and department heads and board to understand the district's financial affairs. The different funds that CHISD uses for general fund operations include:

- Curriculum Special Programs,
- Band and Athletics,
- Special Education Programs,
- Alternative Education Programs, and
- All Other General Fund Activities.

CHISD's budget reports do not combine all funds together on a monthly basis to enable review of the entire financial picture. The result for the superintendent, campus and department heads and board is that they only see the financial data for the activities shown above individually. A combined general fund presentation is not available for routine review.

CHISD TSPR survey results pertaining to financial management questions indicate that CHISD personnel and community members are unaware of the district's financial operations and financial status. Survey groups questioned about financial management matters included teachers, principals and assistant principals, district administrative and support staff and parents. The survey questioned issues related to site-based budgeting, training of campus administrators in financial management techniques, ease of reading CHISD financial reports, equitable allocation of financial resources and availability of financial reports for public review.

For financial management practice questions in the survey, 47 percent of all respondents voiced no opinion. An average of only 38 percent of all survey respondents agreed with any survey question related to CHISD's financial management practices (**Exhibit 6-14**). Parents' responses were especially low, with no more than 26 percent agreeing with any of the question items.

Exhibit 6-14
CHISD Selected Survey Responses

Survey Area	Agree	No Opinion	Disagree	No Response
All Respondents:				
Average - all questions	38%	47%	13%	2%
Site-based budgeting is used effectively	44%	45%	10%	1%

to extend the involvement of principals and teachers.				
Campus administrators are well trained in fiscal management techniques.	44%	40%	13%	4%
The district's financial reports are easy to understand and read.	28%	49%	21%	2%
Financial resources are allocated fairly and equitably at my school.	54%	38%	8%	1%
Financial reports are made available to community members when asked.	24%	62%	12%	3%
Parents:				
Site-based budgeting is used effectively to extend the involvement of principals and teachers.	23%	60%	14%	3%
Campus administrators are well trained in fiscal management techniques.	26%	62%	10%	3%
The district's financial reports are easy to understand and read.	22%	54%	20%	4%
Financial reports are made available to community members when asked.	24%	62%	12%	3%

Source: Responses to TSPR survey questions for CHISD.

Parents also indicated a need for improvement in the board's explanations regarding the use of tax dollars and voiced concerns regarding property taxes, with only 37 percent agreeing that their property tax bill was reasonable for the educational services delivered.

The survey indicates support for improved financial reporting for internal and external purposes.

The TEA provides optional organization codes for use by school districts that enable simple preparation of general fund operations, including budget and actual data, into one financial statement. This system option is available on CHISD's current financial software.

Alief ISD (AISD) in the Houston area has developed budgeting guidelines that use TEA's organizational codes to allow for reporting all general fund operations in one financial presentation. AISD prepared a detailed budget manual for all campus and department managers that provides detailed information on how to use the codes in preparing and analyzing budget

information. As a result, Alief ISD is able to present a comprehensive general fund budget report monthly to the board, campus and department managers and district residents.

Recommendation 40:

Prepare monthly budgetary reports that depict all general fund operations.

Budgetary reports, including all general fund operations, will benefit all CHISD internal and external users. Department heads will be able to see the financial information for their entire responsibility area rather than just a selected segment. More importantly, the superintendent and board will be able to assess the entire general fund financial picture routinely. As such, these types of reports will allow the board to better assess the negative effects of certain budget amendments on fund balance as the administration presented them for approval.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The associate superintendent, Business and Support Services, meets with the director, Information Systems, to develop a strategy to present operations reports for the entire general fund using the existing financial software.	September 2002
2.	The director, Information Systems, makes necessary changes to the software.	October 2002
3.	The superintendent reviews the revised software and approves the changes.	November 2002
4.	The associate superintendent, Business and Support Services, and the director, Information Systems, develop a budget procedures manual based on these changes in software use.	December 2002
5.	The superintendent reviews and approves the new budget procedures manual.	January 2003
6.	The associate superintendent, Business and Support Services, and the director, Information Systems, hold training sessions on the new methods for management, employees and the board.	January 2003
7.	The superintendent institutionalizes the improved budget reporting on a monthly basis.	February 2003 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 6

FINANCIAL MANAGEMENT

C. PAYROLL

FINDING

CHISD's payroll area has no procedures manual. The district relies on the institutional knowledge of its payroll employees to ensure proper administration of CHISD payrolls. The Business Services Office is responsible for the timely and accurate payment to all district employees; all IRS-related matters; and all benefit deductions, court-ordered deductions, deductions for participation in the Teacher Retirement System and Medicare/Social Security.

Business Services provides monthly and semi-monthly checks to approximately 911 CHISD employees. The payroll clerks report to the associate superintendent, Business and Support Services. Two full-time employees perform the payroll functions.

CHISD maintains updated procedures manuals in the accounts payable, purchasing and student activity fund areas. These procedures manuals have assisted employees in the accounts payable and purchasing areas by allowing for smooth operations if an employee is absent for any reason, and also assists campus and department employees in complying with procedural guidelines and district policy.

Operational procedures manuals assist in routine operations by providing written guidance on functional activities for employees. These procedures manuals also allow employees to focus on board policy interpretation and legal guidelines. Employees working in environments that have well documented procedures manuals are better able to complete their assigned tasks correctly on a consistent basis.

Recommendation 41:

Prepare a payroll procedures manual.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The associate superintendent, Business and Support Services, instructs the lead payroll clerk to prepare a draft of daily, weekly, monthly and annual procedures related to payroll processing activities.	October 2002
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2.	The lead payroll clerk completes the draft of the procedures and the associate superintendent, Business and Support Services, reviews and approves as part of the payroll procedures manual.	November 2002
23.	The lead payroll clerk updates the manual as appropriate for changes in processing routines and legal requirements.	January 2003 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

CHISD does not use automated timekeeping at the campus and department level, which is time consuming and results in the need for additional staff. Currently, one of the Payroll Department clerical staff manually inputs pay information each month into the payroll system after summarization and approval at the campus and department levels. The manual entry of payroll data by the Payroll Department also increases the opportunities for errors both centrally and at the campus or department levels.

CHISD employees in each campus and department complete manual time information for review and approval by campus and department heads each month. Campuses and departments then transmit these manual records to the Payroll Department. The manual entry of this information is required for all employees.

Technology is available that enables individual employees to enter their time for direct input into the main payroll system. Both supervisory personnel and payroll data entry personnel can review this time before it is actually input into the payroll system. The Information Systems director is aware of these capabilities, but the district has not implemented this technology due to budget constraints and workload issues in the Information Systems area.

Recommendation 42:

Implement automated timekeeping at the campus and department levels.

The benefits in automating the timekeeping process include less time spent on campuses, in departments and in the payroll department on time input. An additional benefit includes less potential for errors, since employees input the data once only.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent obtains approval from the board to eliminate the payroll clerk position.	September 2002
2.	The associate superintendent, Business and Support Services, eliminates the payroll clerk from the budget projections for half of the 2002-03 budget year.	October 2002
3.	The director, Information Services, contacts the payroll systems provider and makes necessary arrangements for automated timekeeping for CHISD campuses and departments.	October 2002
4.	The director, Information Services, oversees implementing and training on the new systems for Information Systems employees.	October - December 2002
5.	The director, Information Services, provides training to employees on the use of the new systems and runs the new system parallel to the manual system for one month.	January - February 2003
6.	Employees begin using only the new automated timekeeping systems.	March 2003

FISCAL IMPACT

In implementing this software, CHISD can eliminate one payroll clerk position at a total annual savings of \$35,693 (salary of \$31,037 plus benefits at 15 percent of \$4,656). CHISD has the hardware and equipment for automated timekeeping, but would need to purchase software, training and support. The director, Information Systems, is in the process of obtaining exact cost information on this, but estimates that it will be approximately \$7,500. The necessary interface for the time-keeping system from the district's current payroll systems vendor will cost \$1,500. The total savings in the first year have been prorated; annual savings thereafter will be \$35,693.

Recommendation	2002-03	2003-04	2004-05	2005-06	2006-07
Purchase automated timekeeping software.	(\$9,000)	\$0	\$0	\$0	\$0
Eliminate payroll clerk position.	\$17,846	\$35,693	\$35,693	\$35,693	\$35,693
Net Savings/(Costs)	\$8,846	\$35,693	\$35,693	\$35,693	\$35,693

Chapter 6

FINANCIAL MANAGEMENT

D. EXTERNAL AND INTERNAL AUDITING

FINDING

The district relies heavily on its certified public accounting firm to perform its annual financial and compliance audit and prepare its annual audited financial statements. The audit firm is engaged on an annual basis for these services. Annual audit fees approximate \$26,000 for all routine compliance work and reporting in accordance with TEA guidelines.

CHISD has employed the same audit firm since 1989-90 without subjecting the services to competitive proposals. Although the firm provided written comments concerning continuing general fund deficit fund balances in all years, the firm has provided no management letters with improvement recommendations since the 1996 audit. School districts have until January 31, 2003 to complete their annual audits for 2001-02, due to changes in reporting requirements of TEA.

Sound financial management practices generally dictate subjecting the independent audit service to competitive proposals every three to five years. CHISD policy is weak in the area of annual audits, but its other board policies dictate review of all contracts every three years.

Recommendation 43:

Obtain competitive proposals for external audit services every five years.

The district should implement this recommendation as soon as possible.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The board names an audit committee made up of board members and key staff, including the superintendent.	September 2002
2.	The associate superintendent, Business and Support Services, uses TEA's model request for audit proposals (RFP) and prepares an RFP document for CHISD.	September 2002
3.	The audit committee reviews and approves the RFP for submission to selected qualified CPA firms in the area.	September 2002
4.	The audit committee reviews RFP responses and selects a	October

	qualified firm for the 2001-02 annual audit.	2002
5.	The new audit firm begins its work for the 2001-02 audit year.	October 2002

FISCAL IMPACT

Since the annual budget already includes audit services based on the requirements of TEA, this recommendation can be implemented with existing resources.

FINDING

The district has no internal audit function. Internal audit functions in organizations generally are assigned special projects that operational staff members do not have the time or the capabilities to perform. These projects include policy and procedures monitoring activities with an emphasis on internal and administrative control processes. Internal audit personnel assist in routine functional areas as well when staff turnover or peak workloads occur. A major focus of the internal audit function includes the constant evaluation of efficiency and effectiveness in routine operations.

The TEA's *Financial Accountability System Resource Guide* includes a section on management reviews and indicates that the district's internal auditor can perform audits. The TEA indicates that these types of audits do not satisfy the requirements of the Single Audit Act Amendments of 1996 for external reporting purposes but may be conducted by an independent certified public accountant (CPA), internal auditor and/or state auditor.

The TEA recommends operational, compliance and financial audits of systems and records supporting funding applications, special and criminal investigation assistance, compliance and financial audits of sub-grantees and other operational areas, management and service audits of education service centers.

The TEA also provides guidance regarding analyzing management issues affecting operational effectiveness. These management and operations analyses seek to pose several important questions that relate to service quality, operational efficiency, organizational positioning and management effectiveness.

In evaluating the overall effectiveness of an operation, it is necessary to understand the overall objectives, which the operation must ultimately support. These objectives are:

Mission objectives related to:

- the established strategic direction of the school district and the operation being audited;
- identifying the school district's "customers";
- if the strategic direction of the operation fully support the requirements of the school district's overall strategic direction;
- if the strategic direction of an operation reflect the requirements of its operating environment;
- if the organizational structure of the operation under study reflect the basic needs of the school district and it's customers; and
- if the assignments of functions and reporting responsibilities appropriate and consistent with the overall role, scope and mission of the activity.

Performance objectives related to:

- whether services provided are consistent with "customer" service needs and desires;
- identification of the operation's service level goals and measures of performance;
- how is activity value measured;
- how resource utilization and performance are measured;
- whether the organization actually accomplishes its mission (i.e., how well does it actually perform); and
- how operational policies are set, implemented and communicated.

Supporting resource allocation objectives related to:

- the resources are available to the organization, and what is the organization's role in deploying those resources;
- how specific resources are consumed in the delivery of services;
- if the school district should seek alternative providers for any of the functions under study;
- if functions and/or organizational unit responsibilities overlap;
- if resources are allocated and utilized appropriately;
- if proper performance measurement systems in place; and
- if current performance measures adequately reflect the mission and goals of the school district and the operation being audited.

Overall management objectives related to:

- whether the current operation's organizational structure is efficient and effective in facilitating quality service delivery and management coordination and control;

- if management information is available through using appropriate technology and technological tools;
- if planning, budgeting and performance measurement are consistent and internally coordinated; and
- if there is a method for determining what, when and how improvements in operating practices are made.

School districts around the state have begun to realize the importance of the internal audit function for improving financial operations and assisting with preventing financial difficulties and compliance problems. TASBO has a standing committee of internal auditors that provides training and professional interaction for school internal auditors. Schools with internal audit departments include Austin ISD, Spring Branch ISD in the Houston area, Cypress Fairbanks ISD in the Houston area and Fort Bend ISD in the Houston area.

Discussions with the CHISD superintendent indicate that an internal auditor would be beneficial for district financial operations and more cost-effective than outside consulting services on a project basis.

Recommendation 44:

Hire an internal auditor.

The internal auditor should report directly to the CHISD board or audit committee. The board should discuss and consider issues raised in internal audit reports received.

A functional internal audit operation at CHISD might have assisted in preventing some of the financial difficulties and compliance problems noted in other sections of this report. Considering the current condition of CHISD's financial affairs, the district would benefit from having an internal auditor on staff.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent, Personnel and Student Services, works with the CHISD audit committee to prepare a job posting for an internal auditor.	September 2002
2.	The assistant superintendent, Personnel and Student Services, conducts interviews with qualified candidates for the new internal auditor position.	October 2002
3.	The assistant superintendent, Personnel and Student Services, recommends a qualified candidate for the new internal auditor position to the superintendent and board for approval.	November 2002

4.	The new internal auditor begins employment.	January 2003
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FISCAL IMPACT

Based on the current employment environment for qualified staffing, TSPR estimates that the internal auditor's salary plus benefits will be \$80,500 [\$70,000 salary plus 15 percent (\$10,500) benefits]. The costs for the first year would be \$53,667 due to the January 2003 start date for the new internal auditor.

Recommendation	2002-03	2003-04	2004-05	2005-06	2006-07
Hire an internal auditor.	(\$53,667)	(\$80,500)	(\$80,500)	(\$80,500)	(\$80,500)

Chapter 6

FINANCIAL MANAGEMENT

E. TAX COLLECTIONS

A cost-effective and efficient tax collection system that produces a high collection rate is essential to generating the resources necessary to cover daily operations.

School districts adopt a tax rate each year for general operations and debt service. Calculation of this rate is dependent upon the certified tax roll provided by a central appraisal district. School districts levy taxes on real and personal property. School districts offer exemptions for homesteads of \$15,000 to all taxpayers and additional exemptions for homesteads of \$10,000 to taxpayers that have an "age 65" or "disabled" classification. Land used for agricultural purposes is reduced to agricultural value upon application by the landowner.

CHISD received more than \$20 million in 2000-01 from property tax and related collections and provided approximately 50 percent of CHISD operating funds.

FINDING

The CHISD tax collection operation is costly. The Cedar Hill Joint Tax Office performs CHISD's tax collection function. The Cedar Hill Joint Tax Office, which operates from the City of Cedar Hill's City Hall, provides similar services for the City of Cedar Hill and includes city employee staff members. The Tax Assessor-Collector of the Cedar Hill Joint Tax Office functions in that capacity for CHISD. The arrangement with the Cedar Hill Joint Tax Office has been in place for many years. CHISD last executed a service contract with the Cedar Hill Joint Tax Office in 1977.

The Dallas County Appraisal District ("appraisal district") establishes property values used in assessing taxes and transmits the values to the district annually. The appraisal district sends corrections and updates to the district periodically throughout the year.

The Cedar Hill Joint Tax Office's allocation of its operating budget to CHISD is \$73,546 for the 2001-02 budget. The cost allocation covers salaries and benefits for two full-time and two part-time employees, printing, stuffing and mailing, computer hardware and software, equipment and other operating expenses.

The Property Tax Code allows school districts to contract out its collections to a public entity in accordance with the Interlocal Cooperation Act. A Texas Attorney General's opinion states that in all cases a school district must name a tax assessor-collector as the responsible party for all tax collection operations. School districts that contract for their tax collection operations rely on the contractor to perform all technical and day-to-day operations on the district's behalf. The staff person designated as tax assessor-collector manages the tax collection function and oversees the contractor's activities.

CHISD has not considered contracting with the Dallas County for these services due to real and perceived operations problems with the Dallas County Tax Office. The Dallas County Tax Office, however, recently conducted a comprehensive consulting study and has improved its operations dramatically.

Duncanville ISD, one of CHISD's peer districts, has used the Dallas County Tax Office for more than 10 years and has achieved substantial savings while indicating that the service is good. Grand Prairie ISD, another peer district, recently elected to contract for these services with the Dallas County Tax Office. The Dallas County Tax Office can collect the district's taxes at its incremental costs. The County charges these costs based on the extra work associated with a district's tax levy and collection function in addition to work already being performed.

Duncanville ISD and Grand Prairie ISD pay \$1.15 per account to the Dallas County Tax Office (**Exhibit 6-15**). Collection rates were similar to that of the Cedar Hill Joint Tax Office.

Exhibit 6-15
Comparison of CHISD and Dallas County Tax Office Information
2001-02

Entity	Annual Service Charges	Number of Tax Accounts	Cost Per Tax Account	2001 Tax Levy	2001 Tax Rate per \$100	Collection History to 02/28/02
County school bus cooperative (1)	\$58,000	735,947	\$0.08	\$6,855,132	0.005525	93.30%
Parkland Hospital	\$846,339	735,947	\$1.15	\$315,148,656	0.254000	93.30%
Dallas	\$1,200,000	735,947	\$1.63	\$77,195,513	0.060000	93.50%

County Community College (2)						
CHISD (3)	\$73,546	15,720	\$4.68	\$23,925,348	1.630000	91.93%
Dallas ISD	\$373,626	324,892	\$1.15	\$857,002,359	1.547530	92.53%
Duncanville ISD	\$24,160	21,009	\$1.15	\$41,259,383	1.670000	91.62%
Grand Prairie ISD	\$40,368	35,103	\$1.15	\$50,466,759	1.667100	93.08%
Highland Park ISD	\$15,505	13,483	\$1.15	\$91,743,024	1.610000	95.09%
Lancaster ISD	\$12,933	11,246	\$1.15	\$15,737,052	1.670000	91.24%
City of Balch Springs	\$7,890	6,861	\$1.15	\$2,400,981	0.629000	84.18%
City of Cockrell Hill	\$1,342	1,167	\$1.15	\$402,237	0.745073	83.84%
City of Dallas	\$424,658	369,268	\$1.15	\$433,214,069	0.667500	92.81%
City of Duncanville	\$16,253	14,133	\$1.15	\$10,379,460	0.718000	92.77%
City of Farmers Branch	\$14,372	12,497	\$1.15	\$17,276,807	0.440000	93.67%
City of Grand Prairie	\$53,936	46,901	\$1.15	\$41,009,436	0.669998	91.79%
City of Highland Park	\$4,303	3,742	\$1.15	\$5,523,785	0.229000	94.99%
City of Hutchins	\$2,086	1,814	\$1.15	\$672,519	0.481645	88.73%
City of Lancaster	\$12,863	11,185	\$1.15	\$6,603,437	0.671700	91.10%
City of	\$22,790	19,817	\$1.15	\$13,850,770	0.640000	93.13%

Rowlett						
City of Sachse	\$4,509	3,921	\$1.15	\$2,290,187	0.588821	92.64%
City of Seagoville	\$5,448	4,737	\$1.15	\$1,453,938	0.580000	82.74%
City of University Park	\$9,483	8,246	\$1.15	\$11,116,914	0.339990	94.52%
City of Wilmer	\$1,653	1,437	\$1.15	\$358,476	0.660000	77.25%
Irving Fire Control District Section I	\$332	289	\$1.15	\$536,653	0.266929	
Irving Fire Control District Section III	\$4,820	4,191	\$1.15	\$3,528,548	0.328653	
Totals	\$6,331,215	3,875,447	N/A	\$2,273,155,957	N/A	90.96%

Source: Dallas County Tax Office.

(1) Fee = 1.4% of daily net collection

(2) Fee = 2.0% of daily net collections

(3) Currently collected by the Cedar Hill Joint Tax Office - City of Cedar Hill and CHISD.

School districts' use of the Dallas County Tax Office for property tax levy and collection results in lower cost for the districts because the Dallas County Tax Office already collects other taxes from school taxpayers, thus avoiding duplicative mailing and stuffing costs. The Dallas County Tax Office provides all of the same services that the Cedar Hill Joint Tax Office currently provides for CHISD and the City of Cedar Hill.

Recommendation 45:

Transfer CHISD tax levy and collection functions to the Dallas County Tax Office.

The Dallas County Tax Office is interested in providing this service to CHISD. The similar tax collection percentages for the county and district indicate that costs per account collected would be the overriding factor in evaluating the use of the County Tax Office for these services.

CHISD should establish an interlocal agreement with the Dallas County Tax Assessor-Collector to provide tax levy and collection functions currently handled by the district's tax office. This agreement should address all pertinent CHISD tax policies and such key areas as the frequency and method of fund transfers, calculation of the effective and roll-back tax rates, mail-out and payment schedules, reporting requirements and the handling of tax refunds. Agreement provisions should include consideration for special contingencies such as the cost of mailing corrected bills when necessary. CHISD should address delinquent tax collections as part of the agreement.

CHISD should designate a current Business Services office employee as CHISD's tax assessor-collector for the district as required by law. Hands-on technical expertise in tax collections is not required of this employee, since this would be the responsibility of the County Tax Office.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The board approves development of a cooperative agreement between CHISD and the Dallas County Tax Office.	January 2003
2.	The superintendent signs an agreement with Dallas County Tax Office.	March 2003
3.	The associate superintendent, Business and Support Services, develops a transition plan for transferring tax functions from the Cedar Hill Joint Tax Office to the Dallas County Tax Office, including designation of a CHISD employee as the district's tax assessor-collector.	June 2003
4.	The Dallas County Tax Office begins handling CHISD's tax levy and collection functions.	September 2003

FISCAL IMPACT

Based on information provided by the Dallas County Tax Office, recurring costs for the service would be \$1.15 per account, a significant savings over the \$4.68 that is currently paid. In the first year of the service, a conversion charge would apply. Based on discussions with the Dallas County Tax Office, this one-time cost is conservatively estimated at \$7,500. Based on CHISD's 15,720 tax accounts, the annual costs come to \$18,078 (15,720 accounts x \$1.15/account). The designation of an existing

Business Services Office employee as the district's tax assessor-collector results in no additional costs. The savings will begin in 2003-04. Savings are based on the current \$73,546 CHISD cost for this function. Savings total \$47,968 [(\$73,546 - \$18,078) - \$7,500] in 2003-04 and \$55,468 (\$73,546 - \$18,078) annually thereafter.

Recommendation	2002-03	2003-04	2004-05	2005-06	2006-07
Dallas County Tax Office conversion fee.	\$0	(\$7,500)	\$0	\$0	\$0
Transfer CHISD tax levy and collection functions to the Dallas County Tax Office.	\$0	\$55,468	\$55,468	\$55,468	\$55,468
Net Savings/(Costs)	\$0	\$47,968	\$55,468	\$55,468	\$55,468

Chapter 7

PURCHASING AND CONTRACT MANAGEMENT

This chapter examines the Cedar Hill Independent School District (CHISD) purchasing and contract management in the following areas:

- A. Contract Management
- B. Purchasing Organization
- C. Purchase Order Process and Bid Compliance
- D. Purchasing Policies and Procedures
- E. Warehouse Operations
- F. Textbooks

Effective purchasing processes ensure that high-quality supplies, equipment and services are purchased at the best price, in the right quantity, from the right source and in accordance with local and state purchasing guidelines, without sacrificing quality and timeliness.

Contract management is a process that allows a school district to verify delivery of the terms specified in a contract, and that the goods or services provided met the appropriate quality and cost standards. It also involves building a good working relationship between the district and the contractor. The district must continue managing contracts throughout the life of the contracts as well as anticipating future needs and reactions to situations that arise.

BACKGROUND

In 1995, the Legislature revised the Texas Education Code (TEC) to include a competitive bidding process for purchasing goods and services. Generally, when districts purchase items valued at \$25,000 or more or multiple like items with a cumulative value of more than \$25,000 in a twelve month period, they must follow one of the competitive bidding processes shown in **Exhibit 7-1**.

Exhibit 7-1
Competitive Procurement Methods

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: Texas Education Agency (TEA), Financial Accountability System Resource Guide.

Before school districts accept bids for purchases, the TEC requires school districts to advertise bids worth more than \$25,000 at least once a week for two weeks in any newspaper published in the county in which the district is located. For purchases between \$10,000 and \$25,000, districts must advertise in two successive issues of any newspaper in the district's county. State law requires advertisements to specify the anticipated purchasing categories and to solicit vendors interested in supplying those categories.

Exceptions to competitive bidding requirements include contracts for professional services, such as architect fees, attorney fees and fees for fiscal agents. State law also allows a district to purchase items that are available from only one source, called sole-source purchases under specific circumstances.

In 1999, the Office of the Attorney General issued an opinion (Op. JC-37) stating school district procurement through an interlocal agreement or a cooperative purchasing arrangement satisfies competitive bidding requirements. Texas 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 7-2** shows the cooperative purchasing programs in which CHISD participates.

Exhibit 7-2
CHISD Participation in Cooperative Purchasing Programs
2001-02

Cooperative Program	Location	Items Purchased
Qualified Information Service Vendors (QISV)	Texas	Computers and other technology
Texas Building and Procurement Commission (TBPC)	Texas	Copier paper, audio-visual equipment and custodial papers
Texas Cooperative Purchasing Network (TCPN)	Texas/ Regional Education Service Center IV	Technology and audio-visual equipment
Buy Board	Texas/Regional Education Service Center X	Copier paper, musical instruments and vehicles, library books
Houston-Galveston Area Council	Texas/Houston	Vehicles
Texas Association of School Boards (TASB)	Texas	Electricity
Dallas County Schools	Dallas County	School transportation

Source: CHISD purchasing agent, March 2002.

Chapter 7

PURCHASING AND CONTRACT MANAGEMENT

A. CONTRACT MANAGEMENT (Part 1)

A contract is a legally enforceable agreement between two or more competent parties that is mutually binding and obligates an exchange of value between or among the parties. Managing a contract includes negotiating with a vendor and monitoring continuously to ensure the vendor complies with all terms of the contract.

The contract negotiation process ensures that bidders receive contract awards based on the best available goods and services at the best prices with terms that are favorable to the district. The negotiation process also includes a detailed review of terms and conditions by district staff and attorneys so that board members receive adequate information before voting to accept a contract.

FINDING

CHISD does not effectively monitor or manage its contracts. CHISD uses contracts to outsource child nutrition services, custodial services and transportation services. No CHISD staff member is analyzing data on a monthly basis to evaluate if the contracts are effective and if contractors are complying accurately and efficiently with the terms of the contracts.

The Purchasing director is responsible for managing most non-construction contracts; however, 35 percent of the director's time is devoted to that duty. The director's involvement with contracts is limited to bidding or renewing contracts and responding to contract problems when they arise.

The review team found the district's management or monitoring of CHISD contracts was deficient in the following ways:

Child Nutrition (outsourced to Sodexo)

- CHISD failed a TEA audit of their child nutrition program in November 2000 because the district inaccurately counted and recorded meals claimed for reimbursement of free and reduced-priced meals. The district also failed two subsequent follow-up reviews, resulting in TEA withholding \$371,300 in reimbursements since October 2001. The food service contractor is responsible for ensuring the accuracy of the data.

- There are no monthly productivity reports presented by the food service contractor to CHISD.
- Monthly food service contractor invoices include a total amount, but do not include any detail.
- The food service contract calls for the food service contractor to create a Food Committee and an Advisory Board made up of parents, teachers, students, administrators and a Sodexo representative to help plan menus, but no committees have been established.
- The food service contract calls for CHISD to advance \$50,000 to the food service contractor to use as working capital, which is unconstitutional.
- Many districts require monthly and year-to-date reports for food costs, labor costs, equipment costs, number and types of meals served, meals per labor hour, parent and school complaints, satisfaction surveys and committee minutes to help evaluate the effectiveness and efficiency of a child nutrition department, run with contract services. Often these districts require detail for invoices to assist accounts payable staff in verifying invoice accuracy.

Student Transportation (outsourced to DCS)

- DCS does not provide CHISD administration with management reports or performance data that would be useful in making district decisions, such as monthly and year-to-date reports for discipline, extracurricular trips, route ridership, parent complaints, satisfaction surveys and bus accidents.

Custodial Services (outsourced to ServiceMaster)

- Custodial expenses have exceeded the budget for the last three years.
- ServiceMaster provides no monthly productivity reports to CHISD.

Dual-Credit Courses (contract with Cedar Valley College)

- CHISD had to contact Cedar Valley College to obtain a copy of the contract.
- The high school principal signed the contract for 2001-02 as an authorized representative of the school district, but no one knows who granted the principal authority.
- The contract indicates the contract is between the high school and Cedar Valley College; however, the school district's attorney indicated the contract is really between the college and the district.

- While the contract is for one year beginning in August 2001, there is no record of the board approving the contract. However, in the five years before the current contract, the board had formally approved similar contracts.
- Payment for the services goes to CHISD's general revenue fund, and then the district disperses payments to teachers who provide the services. According to the associate superintendent, Business and Support Services, who then disburses payments based upon authorization provided by the high school and the curriculum and instruction function. However, the associate superintendent, Instruction and Administrative Services has never seen nor approved any authorization allowing the high school to pay the teachers.
- CHISD teachers are providing the services, i.e., teaching the concurrent credit courses. Teachers perform these services during the normal work day, for which the teachers are already under contract and being paid by CHISD. The contract stipulates that the teachers can be paid also for orientation, faculty meetings, professional development activities and conforming to college grading and attendance procedures. The district provided no documentation to determine whether teachers are actually performing these other tasks.
- CHISD considers the payments from Cedar Valley College to the teachers to be supplemental pay. However, these services are not listed on any district supplemental pay list, and the assistant superintendent, Personnel and Student Services has no description of this supplemental service as she does for all other supplemental pay.

Recommendation 46:

Assign responsibility for managing and monitoring contracts to the associate superintendent, Business and Support Services.

Duties involving contract management should include:

- Participating, as necessary, in developing the bid or RFP and writing the contract;
- Monitoring the contractor's progress and performance to ensure that goods and services provided conform to the contract requirements;
- Identifying the need for changes and implementing those changes in the contract;
- Monitoring and approving payments;
- Conducting financial reviews and audits during the course of the contract;

- Maintaining appropriate records;
- Working with the contractor to resolve any problems that arise;
- Terminating the contract, if necessary, which includes determining performance or contractual provisions breached and documenting efforts to correct the breach and recommending termination to the office that has authority to cancel the contract;
- Managing the close-out of a contract;
- Evaluating the contract results, and if the evaluation discloses a systematic problem, recommending corrective action to eliminate the problem; and
- Managing staff access to legal counsel and associated costs.

The designated contract manager should identify and attend an appropriate training program for contract managers. Training is available from professional organizations such as the National Association of Purchasing Managers (NAPM) and the National Institute for Governmental Purchasing (NIGP).

The local NAPM affiliate in the Dallas area offers a one-day seminar on "Service Purchasing: Making the Right Decisions" at a cost of only \$65. The seminar covers selecting a service provider, drafting a contract for services, writing a statement of work and managing the service agreement. NIGP offers two-day seminars on topics such as Contract Management, Contracting for Services and Developing and Managing Performance-Based Contracts.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent assigns responsibility for contract management to the associate superintendent, Business and Support Services.	September 2002
2.	The associate superintendent, Business and Support Services, attends appropriate training programs for contract managers.	October 2002
3.	The associate superintendent, Business and Support Services, begins documenting and reviewing all district contracts.	October 2002

FISCAL IMPACT

Contract management seminars can cost over \$1,000 each, but some seminars and workshops are free or cost considerably less than \$1,000. Including \$1,000 in each year's budget would allow the associate superintendent, Business and Support Services to attend several seminars related to contract management.

Recommendation	2002-03	2003-04	2004-05	2005-06	2006-07
Assign responsibility for managing and monitoring contracts to the associate superintendent, Business and Support Services.	(\$1,000)	(\$1,000)	(\$1,000)	(\$1,000)	(\$1,000)

FINDING

CHISD has no written guidelines for managing and monitoring contracts. Consequently, management only occurs when a problem arises or when a contract is up for renewal or re-bid. There are no written requirements for work plans, schedules, inspections, monitoring, accepting performance, managing district assets or financial administration.

A work plan is a schedule of contract details pertaining to the delivery of goods and services. The more detailed the project, the more detailed the work plan. A carefully drawn work plan reflects all steps of the project and identifies responsible staff and due dates for deliverables. A detailed work plan helps a contract manager monitor and evaluate progress so problems can be resolved early in the contract period.

The objective of monitoring a contract is to ensure the contractor fulfills all legal obligations and to ensure the contractor delivers acceptable service. Often, contracts specify performance standards, such as dates when tasks are to be completed, contractor payments and penalties, but specific standards about exactly what constitutes adequate performance are often missing. Measures of efficiency and effectiveness can be included in a contract to establish criteria as to whether the contractor is performing the service at an adequate level. For example, an effectiveness measure in a contract for custodial services might be: "The restroom must be cleaned, at least, on a daily basis." An efficiency measure might be: "Is the restroom being maintained in a satisfactory manner?" If a contractor is meeting performance standards, but the measures of effectiveness and efficiency are lower than in the past, or need to be improved, the standard may need revision.

If the district furnishes its assets, including property, equipment or supplies to a contractor, the district must account for those assets, especially if the title to the assets remains with the district. The assets are typically included in the district's fixed asset accounting system and audited periodically to ensure the assets remain in the district.

Financial administration includes ensuring the district makes contract payments in accordance with the terms and conditions of the contract and

from the proper funding source. Sometimes a contract has more than one funding source, such as bond funds, general funds and grant funds, and the district must ensure that it uses the proper funds to pay contract obligations. In addition, the contract manager must maintain in the contract file an accurate contract balance. Additional funding may become necessary if the district expands a project, and the contract manager is often the person that needs to know if and where additional funds are available and how to secure them.

The *Contract Procedures and Management Manual* for the state of Colorado offers good examples of contract guidelines.

Recommendation 47:

Develop written guidelines for managing and monitoring all CHISD contracts.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The associate superintendent, Business and Support Services, drafts a set of guidelines for managing and monitoring all CHISD contracts.	November 2002
2.	The associate superintendent, Business and Support Services, solicits input from appropriate administrators.	November 2002
3.	The associate superintendent, Business and Support Services, finalizes the guidelines and submits them to the superintendent for approval.	December 2002
4.	The superintendent and the associate superintendent, Business and Support Services, present the guidelines to the board as an information item.	January 2003
5.	The new guidelines go into effect and the associate superintendent, Business and Support Services, distributes a copy to all administrators.	January 2003

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Student Transportation

Section 34 of the TEC authorizes, but does not require, each Texas school district to provide transportation to students between home and school; from school to career and technology training locations; to and from co-curricular activities; and to and from extracurricular activities. The federal

Individuals with Disabilities Education Act (IDEA) requires a school district to provide transportation for students with disabilities if the district also provides transportation for the general student population or if disabled students require transportation to receive special education services.

A school district may choose to contract with a commercial transportation company, mass transit authority or county transportation system to provide some or all of its transportation services.

CHISD has an interlocal agreement with Dallas County Schools (DCS) to provide school transportation for all regular program and special program students. In 2000-01, DCS provided transportation between home and school for an average of 966 regular program students and 26 special program students per day. In addition, DCS provided transportation for extracurricular events, such as field trips and athletic and fine arts events.

DCS is a government agency authorized by the Legislature to offer services for the 15 independent school districts in Dallas County. Eight of the 15 school districts, including Cedar Hill, Coppell, De Soto, Highland Park, Irving, Lancaster, Richardson and Dallas, use transportation services from DCS.

DCS receives funds from a property tax levied in Dallas County and from user fees paid by the school districts that purchase DCS services. Texas school districts also receive funds for transporting regular program students, special program students and career and technology program students from the Texas Education Agency (TEA). The Legislature sets funding rules, and TEA administers the program. Each school district is responsible for purchasing school buses. Districts may purchase school buses independently or through the Texas Building and Procurement Commission (TBPC) under a state contract.

TEA requires each school district eligible to receive state reimbursement to provide two annual school transportation reports: the Route Services Report and the Operations Report. The Route Services Report documents reimbursable miles traveled and the number of riders by program and subprogram as shown in **Exhibit 7-3**. DCS provides the Route Services report with supporting tables for each district that uses DCS transportation services. The Operations Report assigns all costs and miles to either regular or special programs. DCS provides the Operations Report to document total operations cost and miles traveled for all districts it serves, but does not break out data for individual districts.

Exhibit 7-3
Reimbursable Programs and Subprograms
Texas Education Agency

Program	Subprogram
Regular	<ul style="list-style-type: none"> • Standard • Alternative • Bilingual • Desegregation • Gifted/Talented • Parenting • Pre-Kindergarten
Special	<ul style="list-style-type: none"> • Standard • Auxiliary
Career and Technology	<ul style="list-style-type: none"> • Regular • Special
Private	<ul style="list-style-type: none"> • Regular • Special

Source: TEA, Handbook on School Transportation Allotments, Revised May 2000.

State reimbursement for regular program transportation is limited to students living two or more miles from the school they attend. The state does not reimburse districts for students living within two miles of the school they attend unless they face hazardous walking conditions on the way to school, such as the need to cross a four-lane roadway without a traffic signal or crossing guard. A school district must use local funds to pay for transportation costs the state allotment does not cover.

For regular program transportation, the state reimburses districts based on the total eligible route miles and the district's linear density. Linear density 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. The ratio does not include miles or riders for alternative, bilingual, desegregation, magnet, parenting, year-round regular transportation or hazardous area service. TEA uses the ratio to assign each school district or county system to one of seven linear density groups. Each group is eligible to receive a different maximum per-mile

allotment. **Exhibit 7-4** shows the linear density groups and the associated allotment per mile.

Exhibit 7-4
Categories of State Linear Density Allotment for Regular Bus Routes

Category	Linear Density Range	Allotment per Mile
7	2.400 - 9.999	\$1.43
6	1.650 - 2.399	\$1.25
5	1.150 - 1.649	\$1.11
4	.900 - 1.149	\$0.97
3	.650 - .899	\$0.88
2	.400 - 649	\$0.79
1	.000 - 399	\$0.68

Source: TEA Handbook on School Transportation Allotments, Revised May 2000.

CHISD has the lowest transportation expenditures per student compared to its peer districts (**Exhibit 7-5**). De Soto also contracts with DCS for school transportation services, but Grand Prairie and Duncanville provide their own transportation at four to five times the cost that CHISD pays.

Exhibit 7-5
CHISD and Peer Districts, Expenditures per Student for Student Transportation
1996-97 through 2000-01

District	Expenditures per Student				
	1996-97 Actual	1997-98 Actual	1998-99 Actual	1999-2000 Actual	2000-01 Actual
Grand Prairie	\$74	\$103	\$86	\$136	\$123
Duncanville	\$82	\$83	\$97	\$130	\$162
De Soto	\$15	\$25	\$27	\$28	\$42
CHISD	\$25	\$34	\$24	\$26	\$33

Source: TEA, Public Education Information Management System (PEIMS), 1996-97 through 2000-01.

In 2000-01, DCS was in the second-highest linear density group, qualifying for \$1.25 per mile for regular program route miles. Each school district provided student transportation by DCS receives reimbursement based on the linear density for the DCS total. DCS receives the state allotment from TEA and credits the funds to the cost of transportation for each district.

If the linear density of each school district served by DCS is calculated individually, the linear densities would not all fall in the same group. For example, in 2000-01, CHISD's linear density was 1.31, which would have placed it in the third-highest linear density group instead of the second-highest group. Had CHISD not been a part of DCS, it would have received an allotment of \$1.11 per mile from TEA, instead of \$1.25 per mile. Since CHISD routes totaled 132,660 miles in 2000-01, they received an additional \$18,572 allotment, or \$0.14 per mile, by participating in DCS transportation services.

The first part of **Exhibit 7-6** shows DCS transportation operations costs for the last five years that are directly attributable to CHISD. The district receives revenues to help offset some of the operating costs, including CHISD's state transportation allotment, distributed through DCS; an allocated portion of DCS tax revenues, based on bus route mileage; and half the cost of bus purchases, provided by DCS.

The difference between each school's operations costs and the available revenue is the fee paid each year by the district. The second part of the table shows the net cost to CHISD for the last five years. At the beginning of each school year, DCS provides each school an estimate of their fee and the district pays the fee in 10 monthly installments. DCS invoices the schools at the end of the year for any adjustments needed due to significant variation in expenditures and/or state revenue. In addition, DCS invoices the schools separately for extracurricular trips, based on a rate published by DCS.

Exhibit 7-6
CHISD and Dallas County Schools, Transportation Costs and Revenues
1996-97 through 2000-01

Category	1996-97	1997-98	1998-99	1999-2000	2000-01
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DCS Operations Costs to Provide Transportation Services to CHISD					
Salaries and Benefits	\$313,029	\$319,141	\$328,094	\$318,585	\$345,993
Purchased and Contracted Services	\$18,859	\$19,848	\$22,497	\$33,109	\$20,487
Supplies and Materials	\$63,122	\$67,236	\$80,862	\$50,393	\$56,762
Other Operating Expenses	\$20,873	\$18,202	\$26,172	\$24,908	\$21,367
Capital Outlay	\$167,609	\$244,165	\$294,145	\$271,318	\$115,027
Total Operations Costs	\$583,492	\$668,592	\$751,770	\$698,313	\$559,636
Revenues Applied to CHISD Transportation Services					
State Allotment	\$227,483	\$227,483	\$326,409	\$272,262	\$188,025
DCS Tax Contribution	\$130,244	\$119,283	\$135,242	\$125,844	\$91,164
DCS Bus Contribution *	\$82,500	\$118,164	\$145,059	\$129,492	\$50,403
Total Revenues	\$440,227	\$464,930	\$606,710	\$527,598	\$329,592
Net Cost to CHISD					
Balance of Operations Costs	\$60,765	\$85,498	\$0	\$40,722	\$179,641
CHISD Bus Cost *	\$82,500	\$118,164	\$145,060	\$129,492	\$50,403
Total Fee Paid by CHISD	\$143,265	\$203,662	\$145,060	\$170,715	\$230,044

Source: Dallas County Schools, Transportation director.

**Note: DCS pays half the cost of school buses.*

Chapter 7

PURCHASING AND CONTRACT MANAGEMENT

A. CONTRACT MANAGEMENT (Part 2)

FINDING

Communication between CHISD and DCS is inadequate. Three examples mentioned in interviews included:

- Principals sometimes do not receive notice from DCS when a bus is going to be late picking up students from school. As a result, principals and teachers must supervise students beyond the regular school day, without knowing when, or if, the bus will arrive. According to the director, Transportation at DCS, the problem usually occurs when too many regular bus drivers are absent, and there are not enough standby, or substitute drivers available. In that case, a driver may have to complete one route then drive a different one. DCS assigns one standby driver for every 15 routes, which means CHISD has only two standby drivers. The director, Transportation at DCS is looking at possibly modifying the TRIPS software so DCS could provide electronic notification to the schools when a bus will be late. In addition, DCS could allow the principal to use the TRIPS software to notify the bus center that a bus has not arrived to pick up the students.
- DCS also removes ineligible riders from the school buses without notifying the school first. In some instances, parents have called the school to complain, and the school knows nothing about the situation.
- CHISD administrators and principals do not receive any DCS transportation management or performance data, such as extracurricular trip schedules, bus ridership information, driver information and detailed monthly financial reports.

Many districts using outsourced transportation services require monthly management reports from the contracted vendor as a means of ensuring regularly scheduled communication about issues arising during the month.

Recommendation 48:

Amend the transportation services contract to require Dallas County Schools to provide monthly management reports to CHISD, require

Dallas County Schools to notify principals when buses will be late and allow CHISD to notify parents when drivers remove ineligible riders.

Many outsourced service contracts include clauses that spell out communications procedures in case problems arise during the term of the contract. In addition, defined periodic reporting requirements can help address issues before they become problems.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Student Services and Facilities director and the associate superintendent, Business and Support Services, contact the DCS Transportation director to set up a meeting to discuss amending the contract between CHISD and DCS.	September 2002
2.	The Transportation director for DCS, the Student Services and Facilities director and the associate superintendent, Business and Support Services, amend the contract and submits to the CHISD superintendent for approval.	October 2002
3.	The superintendent places the contract amendment on the board agenda for board approval.	October 2002
4.	The board approves and the new contract takes effect.	November 2002
5.	The Student Services and Facilities director monitors monthly management reports from the DCS Transportation director and ensures principals and parents are appropriately notified regarding transportation issues.	November 2002

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Child Nutrition Services

Child nutrition operations in schools are responsible for providing students and staff a nutritious breakfast and lunch served at a reasonable cost in a safe, clean and accessible environment. Each of these responsibilities 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, is to provide proper nutrition to all students so they can learn and succeed in the classroom.

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 that are consistent with the

applicable recommendations of the most recent Dietary Guidelines for Americans. These guidelines recommend people eat a variety of foods; choose a diet with plenty of grain products, vegetables and fruits; choose a diet moderate in sugars and salt; and choose a diet in which 30 percent or less of calories come from fat and less than 10 percent of calories come 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 Traditional Food-Based Menu Planning Approach, which is the approved National School Lunch Plan process for menu planning, 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. This menu format is the Type-A meal. The NSLA establishes minimum portion sizes for each age and grade group. The National School Lunch Program permits the sale of approved snacks in addition to breakfast and lunch in all cafeterias.

The Texas School Food Service Association (TSFSA) has identified 10 standards of excellence for evaluating school child nutrition 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.

TEA is responsible for auditing school child nutrition programs in Texas to ensure compliance with the National School Lunch Program. The audits, known as Coordinated Review Efforts (CRE), include a review of these critical areas: certification, counting and claiming and meal components. All free, reduced-price and paid lunches claimed for reimbursement must be served only to children eligible for free, reduced-price and paid lunches, respectfully; and must be counted, recorded, consolidated and reported through a system which consistently yields correct claims. Also, lunches claimed for reimbursement by the school

district must contain the food items/components required by program regulations.

Other areas of review include:

- Free and reduced-price process, including implementation of Free and Reduced-Price Policy Statement, verification, overt identification and denied applications;
- Food quantities;
- Civil rights;
- Monitoring responsibilities;
- Reporting and record keeping;
- Commodities;
- Nonprofit school food service status;
- Procurement procedures; and
- Health inspections.

In May 2001, CHISD signed a one-year agreement, with four one-year extensions permitted, for the food service contractor to manage the Child Nutrition program. Under the contract, the food service contractor is primarily responsible for:

- Preparing nutritious meals for the schools;
- Providing catering services;
- Submitting monthly invoices to the district;
- Purchasing up to \$25,000 worth of equipment for the child nutrition operation, and amortizing it over a five-year period; and
- Purchasing a Point-of-Sale (POS) system for the district's child nutrition program. If the district maintains its contract with Sodexo for at least five years, CHISD will own the system.

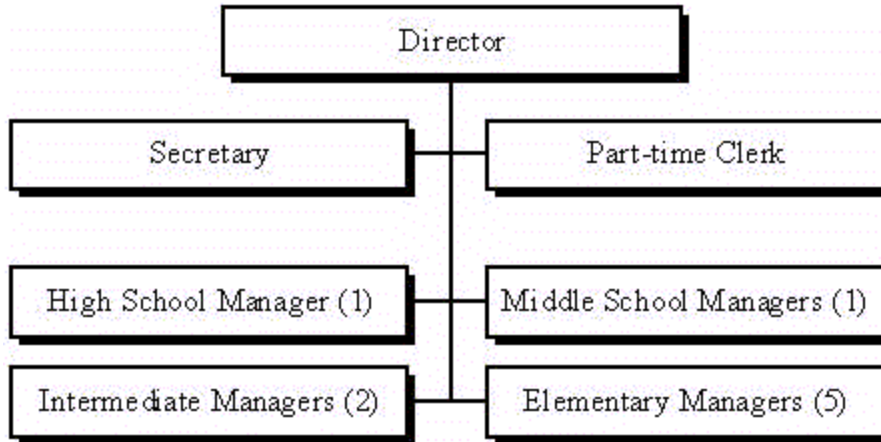
CHISD is primarily responsible for:

- Reimbursing the food service contractor for food and supply items;
- Providing an initial payment of \$50,000 on September 1 of each year as a working capital fund;
- Paying Sodexo a management fee equal to \$0.027 for each pattern meal and meal equivalent for the 2001-02 contract year;
- Providing at the premises electricity, gas, water and other utilities, ventilation, security service, telephone service, janitorial supplies, replacement china, new equipment, painting, decorating, fire and extended coverage insurance and real and personal property taxes on all district property;
- Paying all labor and benefits costs;

- Paying the food service contractor an administrative fee, or general support allowance, equal to \$0.038 per pattern meal equivalent served; and
- Reimbursing the food service contractor for its normal operating expenses.

Only the Child Nutrition director is a food service contractor employee. All other staff members are CHISD employees. The director has the authority to recommend the hiring and firing of all Child Nutrition employees. **Exhibit 7-7** shows the organization chart for the Child Nutrition Department.

Exhibit 7-7
CHISD Child Nutrition Department Organization
2001-02



Source: CHISD, Child Nutrition director.

Exhibit 7-8 shows that CHISD operated at a loss until 2000-01, when it raised lunch prices from \$1.55 to \$1.75 in the elementary schools and from \$1.75 to \$1.90 in the secondary schools.

Exhibit 7-8
CHISD Child Nutrition Revenues and Expenditures
1998-99 through 2001-02

	1998-99 Actual	1999-2000 Actual	2000-01 Actual	2001-02 Budgeted
Lunch prices (Elementary/secondary)	\$1.55 / \$1.75	\$1.55 / \$1.75	\$1.75 / \$1.90	\$1.75 / \$1.90
Revenue	\$1,561,145	\$1,596,965	\$1,867,834	\$1,900,000
Expenditures	\$1,585,731	\$1,641,679	\$1,779,346	\$1,869,105

Operating profit/(loss)	(\$24,588)	(\$44,714)	\$88,488	\$30,895
Ending fund balance	(\$27,301)	(\$72,015)	\$16,472	\$47,367

Source: TEA, PEIMS, 1998-99 through 2001-02.

Compared to its peers, CHISD has the lowest revenue per student, but they also have the lowest expenditures per student (**Exhibit 7-9**).

Exhibit 7-9
CHISD and Peers, Budgeted Child Nutrition Revenue and Expenditures
2001-02

District	Student Enrollment	2001-02 Budgeted Revenue	Revenue per Student	2001-02 Budgeted Expenditures	Expenditures per Student
Duncanville	10,808	\$3,491,100	\$323	\$3,337,103	\$309
Grand Prairie	20,977	\$6,495,413	\$310	\$6,632,944	\$316
De Soto	7,133	\$2,140,968	\$300	\$2,103,089	\$295
CHISD	6,966	\$1,900,000	\$273	\$1,869,105	\$268

Source: TEA, PEIMS, 2001-02.

CHISD serves lunch to about 52 percent of its students each day and serves breakfast to slightly more than 8 percent of the students (**Exhibit 7-10**).

Exhibit 7-10
Average Daily Participation in Breakfast and Lunch
August 2001 to February 2002

Month	Average Daily Attendance	Average Daily Lunch Participation	Daily Participation Rate	Average Daily Breakfast Participation	Daily Participation Rate
August	6,872	3,375	49.1%	391	5.7%
September	6,920	3,502	50.6%	539	7.8%
October	6,752	3,588	53.1%	579	8.6%

November	6,771	3,590	53.0%	607	9.0%
December	6,738	3,362	49.9%	623	9.2%
January	6,745	3,534	52.4%	593	8.8%
February	6,723	3,606	53.6%	648	9.6%

Source: CHISD Child Nutrition director.

CHISD serves lunch to about the same percentage of its students as the peer districts, but serves a lower percentage of breakfast meals than the peer districts (**Exhibit 7-11**).

Exhibit 7-11
CHISD and Peer Districts, Average Daily School Meal Participation
2001-02

District	Average Daily Attendance	Average Daily Lunch Participation	Daily Participation Rate	Average Daily Breakfast Participation	Daily Participation Rate
CHISD	6,723	3,606	52.2%	648	9.6%
De Soto	6,941	N/A	N/A	N/A	N/A
Duncanville	10,423	5,553	53.3%	1,654	15.9%
Grand Prairie	20,257	10,577	52.2%	3,185	15.7%

Source: Food Services directors, April 2002.

In October 2001, the percentage of students served free or reduced-price lunches ranged from 22.4 percent at Bray Elementary to 42.8 percent at Highlands Elementary (**Exhibit 7-12**). About 36 percent of CHISD students are eligible for free or reduced-price meals.

Exhibit 7-12
Student Participation in the CHISD Child Nutrition Program
Summary Report for October 2001

School	Homeroom Count	Free Lunch	Reduced Lunch	Paid Lunch	Total Students Served	Percent Free or Reduced

Cedar Hill High School	2,088	3,335	902	9,809	14,046	30.2%
Permenter Middle School	1,242	3,106	884	6,286	10,276	38.8%
Beltline Intermediate	603	2,608	820	5,789	9,217	37.2%
West Intermediate	474	1,391	637	4,770	6,798	29.8%
Bray Elementary	344	623	75	2,425	3,123	22.4%
Highlands Elementary	425	1,932	580	3,360	5,872	42.8%
High Point Elementary	577	2,355	739	5,179	8,273	37.4%
Plummer Elementary	592	2,101	794	4,228	7,123	40.8%
Waterford Oaks Elementary	605	2,181	675	4,170	7,026	40.6%
Total	6,950	19,632	6,106	46,016	71,754	35.9%

Source: CHISD, Child Nutrition director.

FINDING

The total number of student meals served in the CHISD cafeterias, including breakfast, Type A lunches and equivalent meals, increased by 8 percent from 2000-01 to 2001-02 (**Exhibit 7-13**).

Over that period, the number of breakfast meals increased 17 percent, Type A lunches increased 12 percent and equivalent meals went down by 6 percent. The director, Child Nutrition feels the reduction in equivalent meals indicates that more students are choosing the healthier Type A meal over the snack bar items.

Exhibit 7-13
CHISD Average Meals Served Per Day
2000-01 to 2001-02

	Breakfast	Type A Lunch	Equivalent Meals	Total Meals
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	2000-01	2001-02	2000-01	2001-02	2000-01	2001-02	2000-01	2001-02
August	351	391	3,054	3,375	1,404	1,349	4,809	5,115
September	449	539	3,091	3,502	1,567	1,406	5,107	5,447
October	498	579	3,181	3,579	1,460	1,309	5,139	5,467
November	547	607	3,187	3,556	1,416	1,431	5,150	5,594
December	523	623	2,962	3,358	1,214	1,108	4,699	5,089
January	492	593	3,184	3,531	1,333	1,267	5,009	5,391
February	525	648	3,190	3,606	1,483	1,406	5,198	5,660
Average	484	569	3,121	3,501	1,411	1,325	5,016	5,395
Net Change		18%		12%		(6%)		8%

Source: CHISD, Child Nutrition director and Texas School Performance Review (TSPR) calculations.

CHISD uses the conversion shown in **Exhibit 7-14** to calculate the amount that represents one meal equivalent.

Exhibit 7-14
Conversion Rates for CHISD Meal Equivalents

Lunch meal	1	1 meal equivalent
A la carte dollars	\$2.13	1 meal equivalent
Breakfast meal	1	1 meal equivalent
Breakfast a la carte dollars	\$1.15	1 meal equivalent

Source: CHISD, Child Nutrition director.

Increasing student meal participation is important to a school district, not only because the district receives federal reimbursements for every student who participates in meal programs, but also because participation ensures that students receive adequate nutrition as directed by the National School Breakfast and Lunch Programs.

CHISD included an added incentive in its 2001-02 food services contract with the food service contractor. If the food service contractor increased the number of meals it served daily by 250 over the number it served in

2000-01, CHISD promised to increase the food service contractor's management fee by \$0.004 per meal served. CHISD estimates that 920,000 meals were served in 2001-02, meaning the food service contractor would receive an additional \$3,680 in management fees.

Another reason to increase student participation is students have more meal options. In the elementary schools, students have two options for entrees. High school students have the following options:

- A Café Ole line, with four or five Mexican food options;
- A prepackaged chef salad;
- Three grill options;
- A baked potato bar;
- A sandwich line;
- A regular lunch line, with entrée rotated daily; and
- A la carte items in the snack bar.

COMMENDATION

CHISD serves a variety of foods to increase its student meal participation by an average of 8 percent from 2000-01 to 2001-02.

Chapter 7

PURCHASING AND CONTRACT MANAGEMENT

A. CONTRACT MANAGEMENT (Part 3)

FINDING

In its contractual arrangement to manage the district's child nutrition operations, the food service contractor guarantees that CHISD will not lose money in 2001-02. If a loss occurs, the food service contractor reimburses the district for any deficit in an amount not to exceed the food service contractor's annual management fee. The contract further states that, if at any time during the 2001-02 school year, the district is dissatisfied, for any reason, with the food service contractor's performance, the food service contractor will return their management fee for that accounting period. The contract does not define any required notices or exceptions in order to reclaim the management fee.

COMMENDATION

CHISD protects itself from incurring operating losses in its food service contract by including specific provisions or terms to define vendor performance requirements.

FINDING

CHISD is currently out of compliance with the National School Lunch Program requirements, including counting and claiming meals for reimbursement; certifying the eligibility of students participating in the free and reduced-priced meal program; benefit issuance and menu records. As a result, since September 2001, TEA has withheld \$371,300 in CHISD reimbursements, which means that the district has had to cover this amount with local revenues.

On November 30, 2000, TEA completed a CRE of CHISD's Child Nutrition Department, and the district did not pass. TEA's review document indicated the following deficiencies:

- Some schools were not accurate in counting and recording meals claimed for reimbursement;
- Nineteen free and reduced-price meal applications were incorrectly approved or denied;
- Eleven free or reduced-price meals were claimed for reimbursement for students not directly certified or for whom there was no currently-approved application on file;

- Records of menus served did not provide the information the reviewer needed to determine the portion size served;
- The district kept incomplete food production records of meals served and claimed for reimbursement;
- Contracts over \$100,000 did not include a statement requiring each responsive bidder to include a certificate of debarment and suspension;
- CHISD did not reimburse the food service account for its pro rata share of the exclusive beverage and snack contract;
- Some schools sold Ala Carte items that were not in compliance with competitive food regulations, such as Popsicles and Fruit Jammers; and
- One cashier marked "paid" on the roster next to students' name as they came through the line, which can cause overt identification. The National School Lunch Program requires that the names of students in the free and reduce-price meal programs be kept confidential.

CHISD submitted the required Corrective Action Plan (CAP) to TEA on January 22, 2001, which addressed each individual finding of the CRE, stating the corrective action the district took and the date of corrective action. TEA conducted a follow-up CRE on May 21-23, 2001, to see if CHISD was in compliance. TEA 's review documents indicated the following deficiencies:

- The same schools were still not accurate in counting and recording meals claimed for reimbursement;
- CHISD did not have an accurate system for consolidating meal counts claimed for reimbursement;
- Seven free or reduced-price meals were still being claimed for reimbursement for students not directly certified or for whom there was no currently-approved application on file;
- Nineteen meals that were claimed for reimbursement did not contain the required number of items;
- Records of menus served or invoices indicated that some lunches served were missing one or more menu item; and
- CHISD was still not reimbursing the food service account for its pro rata share of the exclusive beverage and snack contracts.

CHISD submitted a second CAP to TEA in September 2001. A new contract for child nutrition services required the food service contractor to furnish and install a new POS that would help correct some of the problems. A POS system can identify multi-child families, automatically calculate family eligibility by income, track student changes such as transfers and lunch type, track meals and items sold, identify students

trying to receive a second free or reduced-price meal and provide reports for re-verification of free and reduced-price meal recipients.

TEA scheduled a second follow-up CRE with CHISD for October 9, 2001, and problems still existed, but there were fewer. The POS system had not been installed in all schools as of this date. The problems found in this review included:

- CHISD was still not accurate in counting and recording meals claimed for reimbursement;
- Six out of 426 free and reduced-price meal applications reviewed were incorrectly approved or denied;
- Five students received free benefits with no application on file;
- Five students with incorrect benefits were on the roster; and
- CHISD did not include the non-discrimination statement in printed program material.

Because of the longevity and severity of the problems noted in the compliance reviews, TEA director, Child Nutrition Programs informed the CHISD superintendent in a letter dated November 20, 2001, "in accordance with program regulations, we are required to continue withholding all reimbursement payments from your district until documented corrective action is taken by the district. At that time, the district must request an additional follow-up visit, which is required before funds may be released." TEA also required the district to complete another CAP before December 14, 2001.

On Friday, April 19, 2002, the Child Nutrition Program specialist of the Regional Education Service Center X (Region 10) visited CHISD and found that the POS system was working in all schools and that CHISD appeared to have corrected its problems. Since that visit, the associate superintendent, Business and Support Services sent a letter to TEA director, Child Nutrition Programs requesting a third follow-up review and the release of the funds. TEA has not released any funds as of the date of this report.

Since the food service contractor is under contract to manage the Child Nutrition Department, they are responsible for ensuring the program meets all state and federal requirements. Section 7.5B of the contract states, "If at any time during the 2001-02 school year, the District is dissatisfied, for any reason with the food service contractor's performance, the food service contractor will return the food service contractor's management fee for that accounting period." Since September 2001, the average monthly management fee is \$2,626.

Recommendation 49:

Enforce the satisfaction provision in the food service contract and request a refund of the management fee for months in which the Child Nutrition Department was non-compliant with the National School Lunch Program requirements.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The associate superintendent, Business and Support Services, sends a letter to the food service contractor requesting a refund of the management fees paid from October 2001 through May 2002.	September 2002
2.	The food service contractor refunds the management fee.	October 2002

FISCAL IMPACT

The reimbursement of an average monthly management fee of \$2,626 times eight months equals \$21,008 in total reimbursements.

Recommendation	2002-03	2003-04	2004-05	2005-06	2006-07
Enforce the satisfaction provision in the food service contract and request a refund of the management fee for months in which the Child Nutrition Department was non-compliant with the National School Lunch Program requirements.	\$21,008	\$0	\$0	\$0	\$0

FINDING

The CHISD contract with the food service contractor contains a clause that, according to TEA's managing director for School Financial Audits, is unconstitutional in Texas. The contract requires CHISD to advance the food service contractor \$50,000 at the beginning of the school year to use as working capital, and Sodexo does not have to repay the advance until the last payment of the school year. However, Article 3, Section 52 of the Texas Constitution says that political subdivisions, including school districts, cannot lend their credit unless specifically authorized by the Legislature.

TEA's General Counsel suggested three criteria in evaluating the appropriateness of the \$50,000 advance payment:

- Does the food service contractor use the \$50,000 for a public purpose?
- Is CHISD receiving any benefit?
- Are there safeguards to ensure that the CHISD will receive any benefit and get its money back?

The answer to the first question is yes, since serving meals to students is a public purpose. The second question can be answered yes and no. Yes, in that the food service contractor purchases and bids food items for CHISD; No, in that CHISD receives no interest on their advance of working capital. The answer to the third question is no. If the food service contractor were to go bankrupt in the middle of the school year, CHISD could lose \$50,000.

Recommendation 50:

Amend the food service contract to eliminate the requirement for CHISD to advance working capital to the contractor.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The associate superintendent, Business and Support Services, notifies the food service contractor that the contract terms requiring CHISD to provide an advance of working capital to the food service contractor is unconstitutional and that an amendment is required.	September 2002
2.	The associate superintendent, Business and Support Services and the food service contractor representative prepare a contract amendment.	September 2002
3.	The associate superintendent, Business and Support Services, submits it to the superintendent for approval and requests an agenda item to get board approval of the contract amendment.	October 2002
4.	The board approves the contract amendment.	October 2002
5.	The associate superintendent, Business and Support Services, sends a copy of the signed contract to the food service contractor.	October 2002
6.	The food service contractor returns any advance working capital to CHISD, if applicable.	November 2002

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Under the Section 2.10 (B) of the food services contract, if the food service contractor hired a new director, Child Nutrition for CHISD, the district could be liable for relocation expenses, and there is no limit on those expenses. According to a representative from the Food Service division of TEA, at least one Texas district was billed \$35,000 for relocation expenses in a similar contract. While CHISD has not been charged any relocation fees under the current contract, CHISD could be liable in the future. Typically, school districts do not pay moving expenses for any employee, except for the superintendent.

Recommendation 51:

Amend the food service contract to delete CHISD's responsibility for relocation expenses for a new Child Nutrition director from the contract or set a reasonable limit on those expenses.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The associate superintendent, Business and Support Services, contacts a representative from the food service contractor to determine what wording should be in the contract, if any, regarding relocation expenses.	September 2002
2.	The associate superintendent, Business and Support Services and the food service contractor representative prepare a contract.	September 2002
3.	The associate superintendent, Business and Support Services, submits the amendment to the superintendent for approval and requests an agenda item to get board approval of the contract amendment.	October 2002
4.	The board approves the contract amendment.	October 2002
5.	The associate superintendent, Business and Support Services, sends a copy of the signed contract to the food service contractor.	October 2002

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The CHISD Child Nutrition Department serves fewer meals per labor hour (MPLH) in five of its schools than recommended by industry standards.

The most common method used in school child nutrition programs to measure productivity rates are the number of meal equivalents served per labor hour. 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 or lack of;
- 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 schedule.

Exhibit 7-15 shows the industry staffing guidelines for on-site food production using average types of automated equipment. The review team used these guidelines to evaluate CHISD's level of food services staffing. The conventional system for preparing meals consists of preparing food on-site from scratch with raw vegetables and other ingredients and includes washing dishes. The convenience system of meals consists of using processed foods when possible and disposable trays and utensils. CHISD's elementary and intermediate schools are closer to the conventional system, and the middle school and high school are somewhere between conventional and convenience systems.

Exhibit 7-15
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. Martin and Martha T. Conklin, 1998.

Exhibit 7-16 shows each school's meals per labor hour.

Exhibit 7-16
CHISD Daily Meals Per Labor Hour
February 2002

School	Actual Meal Equivalent	Actual Labor Hours	Actual MPLH	Recommended MPLH*	Variance in MPLH above/ (below)**	Recommended Labor Hours	Variance in Hours
Cedar Hill High School	2,088	110.50	18.90	22.00	(3.10)	94.91	15.59
Permenter Middle School	1,284	55.00	23.35	22.00	1.35	58.36	-3.36
Beltline Intermediate	579	33.75	17.16	16.00	1.16	36.19	-2.44
West Intermediate	435	34.00	12.79	15.50	(2.71)	28.06	5.94
Bray Elementary	226	15.00	15.00	13.00	2.00	17.38	-2.38
Highlands Elementary	408	32.5	12.55	15.50	(2.95)	26.32	6.18
High Pointe Elementary	555	33.50	16.57	16.00	0.57	34.69	-1.19

Plummer Elementary	448	33.00	13.58	15.50	(1.92)	28.90	4.10
Waterford Oaks Elementary	478	32.50	14.71	15.50	(0.79)	30.84	1.66
Total	6.501	379.75	17.12	150.00	(6.39)	355.65	24.10

Source: CHISD, Child Nutrition director and TSPR calculations.

*The recommended MPLH for CHISD elementary and intermediate schools is based on the average MPLH for the conventional system. The high school and middle school MPLH is based on the low MPLH for convenience systems.

**A negative number indicates that a school's MPLH is below the recommended standard, and a positive number indicates that the school is overstaffed by that number of hours per day.

The current the food service contract includes an assumption that labor costs will not exceed \$700,000 during the 2001-02 school year. However, there is no requirement nor is there an incentive for child nutrition payroll costs to stay below \$700,000.

Recommendation 52:

Include guaranteed maximum payroll costs in future child nutrition contracts based on industry standards for meals per labor hour.

Projected meals served, divided by the industry standard MPLH, equals the number of labor hours required for each school. The number of labor hours, times the hourly rate for each child nutrition employee, plus benefits, times the number of days worked per year, equals the annual projected payroll cost for each employee. The sum of payroll costs for all employees should be the maximum payroll costs for the year.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Child Nutrition director and the food service contractor management meet with the associate superintendent Business	February 2003
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	and Support Services, to project meals served and maximum payroll costs for 2003-04, based on industry-standard MPLH.	
2.	The food service contractor incorporates the maximum payroll costs in a proposal for the 2003-04 child nutrition contract.	March 2003
3.	The associate superintendent, Business and Support Services, evaluates the proposed contract and, if acceptable, recommends it to the superintendent for board approval.	April 2003
4.	The superintendent presents the new contract to the board for approval.	May 2003
5.	The board approves, and the new contract goes into effect.	August 2003
6.	The Child Nutrition director monitors MPLH and ensures guaranteed maximum payroll costs are included in future contracts.	August 2003 and Ongoing

FISCAL IMPACT

If all schools served the recommended meals per labor hour, CHISD could reduce its labor by 24.10 hours per day. Based on a cafeteria worker's entry-level hourly pay of \$6.05 per hour, and a cafeteria worker working 180 days per year CHISD could save \$26,245 per year.

Recommendation	2002-03	2003-04	2004-05	2005-06	2006-07
Include guaranteed maximum payroll costs in future child nutrition contracts based on industry standards for meals per labor hour.	\$0	\$26,245	\$26,245	\$26,245	\$26,245

FINDING

Monthly invoices from the food service contractor to CHISD do not include an itemized statement of charges, so there is no way for the CHISD accounts payable staff to check the accuracy of the invoice. Under the terms of the contract, the food service contractor can invoice CHISD monthly for operating expenses including:

- Food, beverages, merchandise and supplies;
- Salary and benefits of the director;
- Relocation expenses of the director;
- A general support services allowance of \$0.038 per pattern meal and meal equivalent served;

- Signage, decorations, postage and register shortages;
- Workers' compensation and general liability insurance;
- Travel and training expenses;
- Licenses and permits;
- Software and software maintenance;
- Armored car services;
- Marketing and promotional materials;
- Research and development charges;
- Uniforms and linen;
- Smallwares and minor equipment;
- Repair and maintenance of the food service contractor-supplied equipment; and
- A management fee of \$0.027 for each pattern meal or meal equivalent served.

None of these categories appears on the monthly invoice, and without an itemized statement, CHISD could be paying for goods or services not received.

The food service contractor provides their Child Nutrition director with monthly operations reports, but the reports contain many operations data that do not relate to the invoice. In addition, many costs are included in all-inclusive categories such as "miscellaneous" and "special services." The food service contractor does not review these monthly reports with CHISD administration and does not provide a detailed report that specifically ties to the invoice.

Recommendation 53:

Require the food service contractor to submit detailed monthly invoices that itemize all costs.

There should not be any broad categories titled "miscellaneous" or "special services" without a detailed explanation.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The associate superintendent, Business and Support Services, meets with the Child Nutrition director to define the information needed on the food service contractor invoice.	September 2002
2.	The Child Nutrition director meets with the food service contractor management to request the format on future invoices.	September 2002
3.	The new invoices are sent to CHISD Accounts Payable.	October 2002

4.	The Child Nutrition director meets monthly with the associate superintendent, Business and Support Services, to review the invoices for accuracy.	October 2002
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FISCAL IMPACT

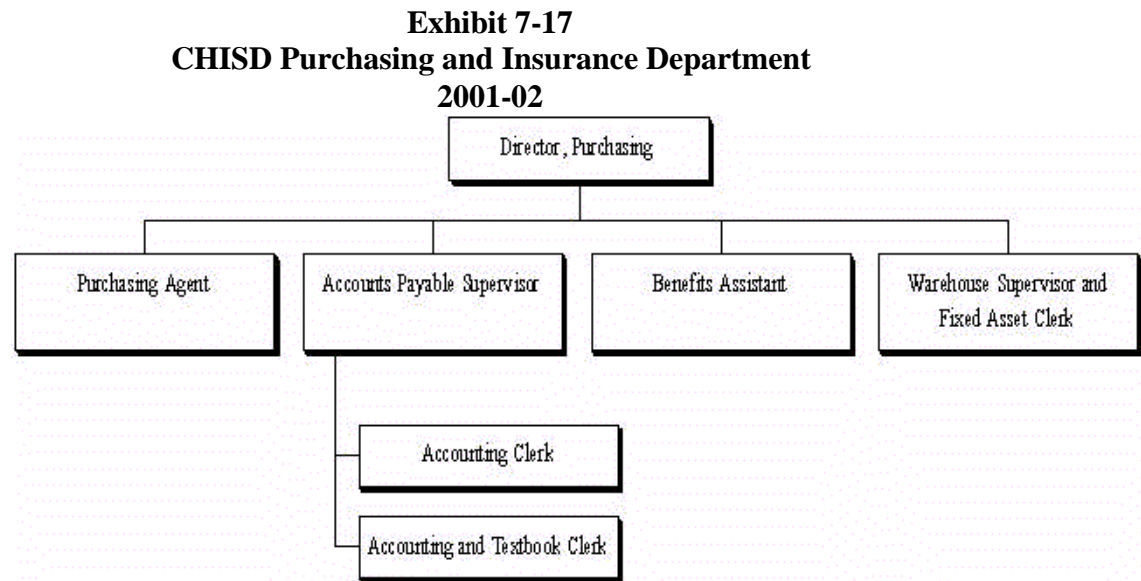
This recommendation can be implemented with existing resources.

Chapter 7

PURCHASING AND CONTRACT MANAGEMENT

B. PURCHASING ORGANIZATION

One of the most important components of an effective purchasing system is a good organization staffed with well-trained people. Roles and related responsibilities must be clearly defined and adapted to meet the unique operating environment of the system. **Exhibit 7-17** shows the organizational structure of the CHISD Purchasing Department.



Source: CHISD, Purchasing director.

FINDING

The CHISD purchasing process is not efficiently organized. Purchasing duties take up 35 percent of the director's time and 65 percent of the purchasing agent's time. **Exhibit 7-18** shows the current duties of the Purchasing director and the purchasing agent.

Exhibit 7-18
Job Responsibilities
CHISD Purchasing and Insurance Department
2001-02

Responsibility	Director, Purchasing	Purchasing Agent
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Purchasing-related responsibilities		
Maintaining yearly contracts.		X
Obtaining quotes from vendors as needed.		X
Coordinating furniture and equipment needs for school construction.		X
Developing bid specifications.	X (major projects)	X
Preparing and maintaining vendor and bidder lists.		X
Maintaining purchasing procedures manual.		X
Assisting users with purchasing procedural problems.		X
Reviewing requisitions for budget accuracy and bid compliance.		X
Maintaining documentation required for purchases made with grant funds.		X
Preparing bid documents.		X
Approving purchase orders.	X	X
Non-purchasing responsibilities		
Serving as district records management officer.	X	
Administering insurance programs.	X	X (workers' compensation)
Managing fixed asset records.	X	
Serving as textbook coordinator.	X	
Managing accounts payable function.	X	
Managing contracts.	X	
Taking on special projects, as requested.	X	
Setting up new activity accounts.		X
Posting deposits to activity accounts.		X
Balancing activity fund statements.		X

Paying quarterly taxes for activity funds.		X
Performing fundraiser maintenance.		X
Overseeing the use and distribution of cellular telephones and pagers.		X
Processing records for vehicle registration and title applications.		X
Maintains records on district copiers and maintenance contracts.		X
Processes and maintains all workers' compensation claims		X

Source: Interviews with the CHISD, Purchasing director and purchasing agent and comparison of job descriptions for the two positions.

Non-purchasing duties assigned to the Purchasing director include managing all of the district's insurance programs, records management, fixed assets, textbooks, accounts payable, contract management and special projects. Non-purchasing duties of the purchasing agent include handling workers' compensation claims, activity fund accounting, fundraisers, cellular telephones and pagers, vehicle registration and title applications and copier maintenance.

Exhibit 7-19 shows the typical assignment of these non-purchasing duties.

**Exhibit 7-19
Typical Assignment of Job Responsibilities**

Job Function	Typically Assigned To
Employee Insurance	Human Resources or Finance
Other Insurance Programs	Finance
Accounts Payable	Finance
Activity Fund Accounting	Finance
Cellular Telephones and Pagers	Administrative Technology, Support Services or Maintenance
Copiers	Administrative Technology, Finance or Support Services
Vehicle Registration and Title Applications	Transportation or Maintenance

Records Management	Finance, Support Services or Warehouse
Fixed Assets	Finance or Support Services
Textbooks	Curriculum or Warehouse

Source: TSPR, May 2002.

The organizational structure of purchasing also creates internal control issues by having accounts payable staff perform some of the same tasks as the purchasing staff. For example, according to the job description, the Accounts Payable supervisor approves purchase orders when necessary, detects and resolves problems with incorrect orders and shipments, confirms balances in accounts for all requisitions, trains district personnel in purchase order procedures and works closely with the purchasing agent with bid procedures. The Accounts Payable supervisor also receives and verifies all invoices and processes payment of the purchase orders.

Appropriate delegation of duties for internal control purposes generally dictates the segregation of purchasing and accounting-related functions such as accounts payable processing.

TEA, in Section 1.5 of its *Financial Accountability System Resource Guide*, requires a strong system of internal controls. Strong internal controls enable school districts to ensure resources are available and properly used.

The Practitioners Publishing Company (PPC), which publishes widely accepted guidance on establishing internal control structures for both internal accounting personnel and external auditors, suggests that those who have purchasing and accounts payable duties should be segregated.

Recommendation 54:

Reorganize the purchasing function and eliminate the position of Purchasing director.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent eliminates the Purchasing director when reorganizing the administrative team.	Complete
2.	The superintendent presents the new organization plan to the board for approval.	Complete
3.	The superintendent communicates the new organization structure to the principals and department heads.	September 2002

FISCAL IMPACT

This fiscal impact assumes the eliminated position would be effective September 1, 2002 and is based upon a base salary of \$67,126 plus \$10,069 in benefits.

Recommendation	2002-03	2003-04	2004-05	2005-06	2006-07
Reorganize the purchasing function and eliminate the position of Purchasing director.	\$77,195	\$77,195	\$77,195	\$77,195	\$77,195

Chapter 7

PURCHASING AND CONTRACT MANAGEMENT

C. PURCHASE ORDER PROCESS AND BID COMPLIANCE

CHISD requisition and purchase order processes are included in a written purchasing procedures manual that is distributed to all schools and departments.

CHISD's uses EDP software, created by EDP Enterprises (EDP) of Longview, Texas, for entering automated purchase requisitions into a computerized system. Users without computer access to the purchase order module can submit a manual requisition to a secretary, who can enter the information on the EDP software.

Requisitions for items worth more than \$500, but less than \$10,000, require the end-user to obtain three informal quotes, which are sent to the Purchasing Department to keep on file with the purchase order. Unless a bid already exists, requisitions for items worth more than \$10,000 but less than \$25,000 require a minimum of three formal quotes and requisitions for items worth more \$25,000 require a formal bid or RFP.

Accounts Payable prints a purchase order register, and the EDP software notes all requisitions that have insufficient funds. The accounting clerk reviews each requisition to verify that the correct budget code is referenced. The Accounts Payable clerk sends the purchase order register and the requisitions to the purchasing agent, who examines each requisition for proper signature authorization and determines if bids or quotes, are required.

Once the requisition meets all requirements, the purchasing agent prints purchase orders and distributes colored copies of the purchase order to:

- White - Vendor
- Yellow - Accounts Payable (file copy)
- Pink - Fixed Assets (if capital outlay)
- Blue - School or Department (file copy)
- Gold - School or Department (if the purchased items are delivered to the school or department, the gold copy is signed "OK to Pay" and sent with any packing list and invoice to Accounts Payable.)

FINDING

All 65 requisitions tested by the TSPR review team complied with state and federal procurement laws and local board policies. **Exhibit 7-20** shows a sample of the vendors tested.

Exhibit 7-20
CHISD Purchases Tested for Bid Compliance
Dollar Volume by Vendor Greater Than \$10,000 Per Year
2001-02

Vendor	Expenditures	Commodity	Bid/Quote Compliance
GTE Southwest Inc/DBA Verizon	\$898,809	Fiber optic cable	Fiber optic bid- new schools and additions
Sodexo	\$801,180	Food service contract	Food Service Management Contract-bid
3D International	\$443,727	Program manager	RFP
TFE- Technology for Education	\$313,632	School cabling	Cabling bid for new schools and addition
Parsons Commercial Roofing	\$287,501	Roof replacement	Roof replacement bid
Dallas County Schools	\$231,452	School buses	Dallas County transportation co-op
Dell Marketing	\$203,157	Technology purchases	QISV (state technology cooperative)
Equus Computer Systems, Inc.	\$185,040	Technology purchases	QISV (state technology cooperative)
ServiceMaster	\$152,652	Custodial services	Custodial contract bid
Citi Mortgage Inc.	\$136,830	Lease-copy machines	Copy machine bid
Roach, Howard, Smith and Hunter	\$130,805	Insurances	Insurance - bid through broker
Ladd 1998 Real Properties, LTD	\$122,143	Lease	Warehouse lease
Corporate Express	\$91,189	Office supplies	Office supplies bid

EDP Enterprises, Inc.	\$58,014	Maintenance fee	Financial system - bid
Softmart	\$56,500	Technology purchases	QISV (state technology cooperative)
Population and Survey Analysts	\$48,656	Demographic survey	Professional services
Wright Group/McGraw-Hill	\$45,126	Curriculum books and supplies	Sole Source letter on file.
Pat (Tish) Costello	\$42,553	Consultant	Contractor-professional services
Synergy Concepts, Inc.	\$35,565	High school gym music system	Sole Source letter on file.
Computerland of Wichita Falls	\$30,837	Technology purchases	QISV (state technology cooperative)
Brook Mays	\$26,918	Band instruments	Buy Board (cooperative)
Gulf Coast Paper Co.	\$26,716	Copy paper	Buy Board (cooperative)
ICW Group	\$26,277	Workers compensation insurance premium	Insurance bid
Riverside Publishing Company	\$25,078	ITBS and COGAT scoring services	Sole Source letter on file.

Source: CHISD purchasing agent and EDP financial report.

COMMENDATION

CHISD effectively monitors purchase orders for compliance with state and local laws and regulations.

FINDING

CHISD uses the Internet and electronic ordering techniques to streamline the ordering process for office supplies. CHISD awarded the bid for office supplies to a vendor that has a Web-based supply ordering system. Another vendor had online ordering capabilities, but had higher pricing and the vendor could not provide the customization that CHISD needed.

With the proper account information, CHISD schools and departments can order office supplies from the office supply vendor through the Internet, reducing paperwork and delivery time. According to the purchasing agent, the new process saves about 20 hours a week for the reasons listed below.

- Online orders are clearer, which significantly reduces the possibility of the vendor shipping incorrect items.
- Orders are more efficiently processed.
- All incorrect order transmissions have been eliminated.
- The order originator does not have to calculate discounts, because the system automatically calculates the discounts.
- The order originator does not have to enter the item description.
- Under the previous system, the end user had to write the order by hand, and a secretary had to type the entire order on the EDP software. Now, there is only a single entry necessary.
- The online system allows segregation of orders by an individual user, so consolidation of multiple orders in one purchase order is possible.
- Clerks do not have to fax orders to the office supply vendor.

Delivery time has improved, because it does not take as long to enter the requisitions as it did before implementing the online ordering process.

COMMENDATION

CHISD orders office supplies online, which reduces paperwork and delivery time.

FINDING

CHISD administrators approve purchase requisitions manually instead of electronically, which results in more paperwork and a longer processing time for the requisitions. For example, a school secretary enters a requisition on the EDP software and prints it for the principal's signature. Depending on the type of item, the requisition may have to be sent to another department head, such as curriculum, technology, special education or vocational, to get one or more additional signatures. The requisition is then sent to the purchasing agent for signature, then to the director, Purchasing for final signature approval.

In January 2003, CHISD will be upgrading its EDP financial software to the Microsoft Windows version, which has the option of multi-level electronic authorization for requisitions and purchase orders. Using electronic signatures provides quicker turn-around time for requisitions and less paperwork for administrators and the Purchasing Department.

Recommendation 55:

Implement electronic signatures for requisition and purchase order authorization.

The district should develop and approve procedures to implement this recommendation and train those administrators granted authorization approval.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The purchasing agent meets with the director, Information Systems to determine the proposer process for activating signature authorization on the Windows version of EDP purchase order system.	October 2002
2.	The purchasing agent submits recommended changes in authorization procedures to the director, Purchasing and associate superintendent, Business and Support Services for approval.	November 2002
3.	The purchasing agent holds training sessions for those administrators granted authorization approval.	January 2003
4.	Electronic authorization of requisitions and purchase orders goes into effect.	February 2003

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 7

PURCHASING AND CONTRACT MANAGEMENT

D. PURCHASING POLICIES AND PROCEDURES

Well-written and organized procedures:

- Help ensure compliance with board policies and document the intent of those policies;
- Protect the institutional knowledge of an organization so that, as experienced employees leave, new employees have the benefit of their predecessors' years of experience;
- Provide the basis for training new employees; and
- Offer a tool for evaluating employees based on their adherence to procedures.

FINDING

Although the review team observed no violations of the state's purchasing laws, CHISD's policy covering sole-source purchases leaves open the opportunity for end-users to misuse. Board policy CH(H), which conforms to state law, states:

"Compliance with TEC 44.031 is not required for purchases that are available from only one source, including:

1. An item for which competition is precluded because of a patent, copyright, secret process, or monopoly;
2. A film, manuscript, or book;
3. A utility service, including electricity, gas, or water; and
4. A captive replacement part or component for equipment.

The sole-source exception shall not apply to mainframe data processing equipment and peripheral attachments with a single-item purchase price in excess of \$15,000."

CHISD's Purchasing Department relies on a vendor's word to determine if a product is sole-source. For example, a vendor could say his brand of weight equipment is sole-source because it is only available from one supplier in North America, and the weights have a unique patented rubber coating. Under CHISD's policies and procedures, that item could be purchased using the sole-source provision.

However, the TEA's *Financial Accountability System Resource Guide* (FASRG) states:

"In order to be a bona-fide exemption to the Texas Education Code purchasing law requirements, 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. The fact that a particular item is covered by a patent or copyright is but one factor in determining if the purchase falls under the sole-source exemption."

In the example of the weight equipment, many vendors can provide weight equipment that provides the same functionality as the rubber-coated weights. Therefore, this type of weight equipment would not meet the requirements of the sole-source provision, as defined in FASRG.

Recommendation 56:

Revise CHISD local policies and procedures to include a definition of sole-source purchases that incorporates the definition found in TEA's *Financial Accountability System Resource Guide*.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Purchasing director recommends a new policy to the superintendent.	November 2002
2.	The superintendent submits the new policy to the board for approval.	December 2002
3.	The Purchasing director communicates the new policy and new procedures to CHISD users and closely monitors compliance.	January 2003

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 7

PURCHASING AND CONTRACT MANAGEMENT

E. WAREHOUSE OPERATIONS

An efficient warehouse operation ensures: complete and timely deliveries 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.

The CHISD warehouse does not operate as a central receiving point for the whole district, nor does it stock warehouse inventory. Schools and departments receive most of their purchases from the vendor. The warehouse receives large deliveries, such as copier paper, but the Maintenance Department employees immediately distribute the paper to the schools in Maintenance Department vehicles. Essentially, the warehouse is used for storage, including textbooks, district records, copier supplies, surplus furniture, some high school drill team props, and it also serves as a staging area for computers and other technology equipment. The Maintenance Department uses another section of the warehouse for storage and work areas.

Usable surplus property, such as student desks and chairs, is stored in one location, and schools can request those items. Non-usable surplus property is kept in a separate area until the next auction is held. Maintenance Department employees move the surplus property as needed.

The warehouse supervisor and inventory clerk is responsible for: maintaining the district's fixed asset inventory system; assisting the district mail clerk; transporting students to special activities, when needed; processing receipt and delivery of textbooks; maintaining monthly meter readings for district copiers; maintaining inventory of copier supplies in the warehouse; receiving and delivering copier paper; and moving and delivering materials or equipment between school buildings.

CHISD leases a 76,000 square foot facility at a cost of \$17,000 per month, or \$204,000 per year. The owner of the building has agreed to sell the warehouse to CHISD, at a cost of \$1,250,000, which is half of the appraised property value. The purchase of the property is currently on hold pending the owner providing a certificate stating that there are no environmental issues.

Funds were included in the 2001 bond referendum to finance the purchase of the warehouse facility. The cost to finance the purchase of the

warehouse with bonds over 14 years would be \$1,676,408, but the cost to continue leasing the warehouse for 14 years would be \$2,856,000. Therefore, purchasing the warehouse would save CHISD \$1,179,592 over the next 14 years, compared to leasing.

FINDING

CHISD records are improperly stored in the warehouse. There is no standardization in box size or in box labeling, and there is no filing system for the boxes. Boxes are stacked upon one another and crush lower-level boxes. In addition, records are not:

- Waterproofed or fireproofed;
- Routinely reviewed to see if they could be destroyed; or
- Microfilmed or digitally scanned, in lieu of storage.

Spring Branch ISD record storage procedures include:

- Using only district-approved standard storage boxes;
- Filing no more than 40 pounds in a box;
- Making sure records with different retention schedules are not stored in the same box;
- Making sure records are separated by school year;
- Including an alphabetized index or a range of records in each box; and
- Completing the label printed at the end of each box.

The Purchasing director is responsible for record management retention and storage in CHISD.

Recommendation 57:

Develop and maintain record storage standards and procedures.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Warehouse supervisor and inventory clerk contact other school districts with records storage procedures and request copies of their procedures.	September 2002
2.	The Warehouse supervisor and inventory clerk develop records storage procedures that are appropriate for CHISD.	October 2002
3.	The Warehouse supervisor and inventory clerk submit the procedures to the Purchasing director for approval.	November 2002
4.	The Warehouse supervisor and inventory clerk train all staff	January

responsible for filing records.	2003
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FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 7

PURCHASING AND CONTRACT MANAGEMENT

F. TEXTBOOKS

TEA is responsible for selecting and purchasing 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 a listing of new state-approved textbooks each year. A district's textbook adoption committee selects the textbooks the district will adopt and orders them from TEA. The number of books allowed per subject and grade level is based upon student enrollment information submitted to TEA through the Public Education Information Management System (PEIMS).

In CHISD, the Purchasing director serves as the district's textbook custodian. The primary duties include assisting the textbook adoption process, estimating the number of textbooks needed by the district each year, preparing supplemental textbook orders from TEA during the year, maintaining a district textbook inventory, tracking lost textbooks and returning surplus textbooks to TEA. The CHISD warehouse receives textbooks and distributes them to the schools based on enrollment. Surplus textbooks are stored in the warehouse.

When a textbook shortage occurs at a school, the school textbook clerk emails the district textbook clerk, detailing the need. The district textbook clerk checks the warehouse inventory and other schools to see if there is any surplus available. If no surplus is available, the district textbook clerk places an order with TEA using an online textbook ordering system called EMAT. Textbook deliveries from the state usually average between 10 to 12 days from the date of the order. Once the textbooks arrive in the CHISD warehouse, the warehouse inventory clerk notifies the textbook custodian and receives instructions on where to ship the textbooks. The school signs the delivery form and a copy is sent to the district textbook custodian for updating inventory records.

FINDING

CHISD has reduced the number of lost textbooks by 92 percent over the last 4 years (**Exhibit 7-21**).

Exhibit 7-21
CHISD Lost Textbook Report
1997-98 through 2000-01

	1997-	1998-	1999-	2000-	Percent
--	--------------	--------------	--------------	--------------	----------------

	98	99	2000	01	Change
Number of Lost Books	320	43	47	27	(92%)
Dollar Value	\$9,787	\$1,217	\$2,274	\$945	(90%)

Source: CHISD, Textbook Clerk, Lost Textbook Report, March 2002, TIP Software.

The CHISD student handbook states:

"Any student failing to return a book issued by the school loses the right to free textbooks until the book is returned or paid for by the parent. However, a student will be provided textbooks for use at school during the school day."

At the end of the school year, each school takes a physical inventory of their textbooks. Principals collect money for lost textbooks from the students or from the principal's account and forward it to the director, Purchasing for deposit in a central textbook account. According to the textbook clerk, there have not been any problems stemming from parents being unable to pay for lost textbooks. The district textbook clerk compiles the data and submits a report to TEA, along with a check to pay for the lost books, and places an order for replacement textbooks.

CHISD keeps an accurate inventory by monitoring textbook inventories throughout the year in conjunction with tracking the inventory using a textbook inventory software program marketed by Hayes Software. Although Hayes Software markets a school version and a district version of the TIP software, CHISD uses only the district version.

COMMENDATION

Through better central recordkeeping and monitoring, CHISD has reduced the number of lost textbooks by 92 percent over the last four years.

FINDING

CHISD has no written textbook procedures manual. As a result, principals and school textbook clerks have to rely on word of mouth to learn how to perform their textbook-related duties. CHISD also has no policies or procedures that would address the situation in which a parent may be financially unable to pay for a lost textbook.

Textbook procedures manuals typically include the following topics:

- Board policies related to textbooks;
- Role of the textbook custodian and textbook clerks;
- Textbook selection committee guidelines and procedures;
- Textbook quotas;
- Textbook number and stamping procedures;
- Textbook requisition procedures;
- Textbook shipment verification requirements;
- Shipping error procedures;
- Guidelines for bookrooms, including environment, security, how to stack textbooks, etc.;
- Information on book covers;
- Transferring textbooks from one school to another;
- Distribution of textbooks in the schools;
- Textbook audit procedures;
- Responsibilities for textbooks;
- Lost or damaged textbook procedures;
- Year-end physical inventory procedures;
- Out-of-adoption textbook procedures; and
- Textbook inventory software procedures.

One of the best practices for textbook procedures manuals is described in TSPR's A+ Ideas for Managing School (AIMS) database. In Kenedy ISD, the textbook coordinator developed a textbook manual that provides detailed guidance on how to manage the district's textbook needs. The manual helps the district to comply with applicable textbook rules and regulations. It also provides answers to questions in one easy-to-locate place. The folder contains all correspondence from TEA's textbook division; a requisition packet for the next school year; downloadable textbook materials such as questions and answers to commonly asked questions pertaining to out-of-adoption textbooks, surplus materials and rules and regulations; instructions for supplemental requests for textbooks; and district policies and procedures including the annual inventory.

Recommendation 58:

Develop a written textbook procedures manual and train the school textbook clerks on the procedures.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Purchasing director contacts other school districts and TEA to get examples of textbook procedures manuals.	October 2002
2.	The Purchasing director develops textbook procedures that are	November

	appropriate to CHISD.	2002
3.	The Purchasing director submits the textbook procedures manual to the superintendent or designee for approval.	December 2002
4.	The Purchasing director trains all school textbook clerks.	January 2003

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 8

COMPUTERS AND TECHNOLOGY

This chapter examines the computer and technology services provided by the Cedar Hill Independent School District (CHISD) in the following areas:

- A. Organization
- B. Technology Policies, Procedures and Planning
- C. Instructional Technology
- D. Infrastructure, Hardware and Software

School districts address technology in a variety of ways. Some districts have one Information Technology (IT) department with separate individuals responsible for hardware and software acquisition, network management and maintenance. Most small school districts generally do not have a formal IT department, but these districts have staff responsible for computer-related equipment acquisition and maintenance, and instructional technology training. Some districts divide technology responsibilities between administrative and instructional departments, while other districts manage technology under one organizational structure.

Regardless of their organizational structure, most districts perform management and oversight of all the district's instructional and administrative applications; hardware and software maintenance; planning, implementation and oversight of local area networks and a wide area network; and training and technical support for computer applications and networks.

Accordingly, the development of an effective, integrated network of software, hardware and telecommunications is a major and technically complex endeavor. To create an effective network, visionary leadership, clear organizational goals, effective assignment of responsibilities and the commitment of sufficient resources are required. A significant imbalance in these key ingredients will result in the expenditure of substantial resources without providing students with the necessary skills, knowledge and economic opportunities.

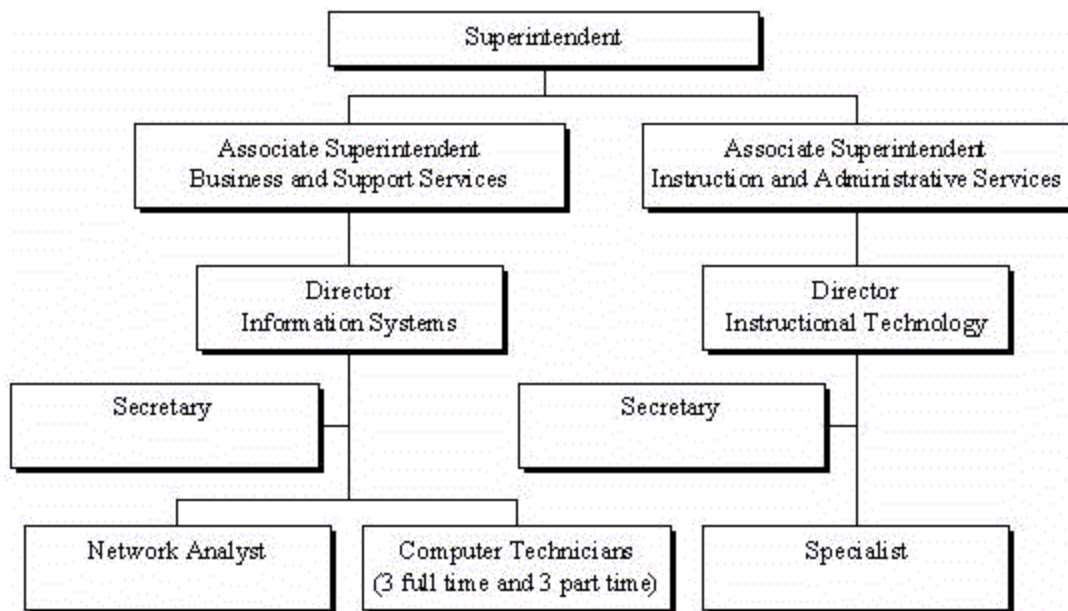
Chapter 8

COMPUTERS AND TECHNOLOGY

A. ORGANIZATION

The CHISD IT organization consists of the Information Systems Department and the Instructional Technology Department. The associate superintendent, Business and Support Services, is responsible for Information Systems, which includes administrative applications, technical support and installation of equipment. The associate superintendent, Instruction and Administrative Services, is responsible for Instructional Technology. **Exhibit 8-1** shows how IT is organized at CHISD.

Exhibit 8-1
CHISD Information Technology Department
Organizational Chart
2001-02



Source: CHISD director, Information Systems and CHISD director, Instructional Technology, March 2002.

The Information Systems director is responsible for computer and network acquisition and installation, backing up data, troubleshooting equipment problems, delivering Public Education Information Management Systems (PEIMS) data to Texas Education Agency (TEA) in a timely manner and supporting the district's student service and business systems, which include grade reporting, attendance, scheduling, payroll, personnel,

budgetary and accounts payable. The network analyst and computer technicians are responsible for managing the network infrastructure wide area network (WAN), the local area networks (LANs) and for maintaining computer hardware and software.

The Instructional Technology director's primary responsibility is training teachers to integrate technology into the school curriculum. Other responsibilities include identifying grant opportunities and other resources; training and working with technology liaisons and teachers; assisting with software purchases; encouraging teachers to explore potential uses of technology; and approving all software budget requests. Technology liaisons at each campus are primarily used to help teachers meet district technology proficiency levels.

FINDING

CHISD has fully integrated technology throughout the district. The Information Systems director guided the implementation of an up-to-date technology infrastructure platform consisting of fiber optic connections to all district campuses. The CHISD fiber optic network enables all schools to have high-speed access to text, graphic and video information. Teachers with technical skills assisted with the installation of the district's fiber network to save the district money. The district purchased computers that have sufficient internal speeds and capabilities to support CHISD's administrative and instructional software.

The Information Systems director established two teacher technology proficiency levels to support teachers' understanding of technology. Technology liaisons on each campus are responsible for mentoring teachers and verifying that teachers are able to use the technology they are given. Technology proficiency level I requires an understanding of operating systems, basic word processing, e-mail, the Internet and district guidelines. Technology proficiency level II requires an understanding of technology tools, word processing, graphics, multimedia presentation and classroom integration.

The Information Systems director developed training sessions for beginners, experienced teachers and staff on various software packages that are currently used and available to district teachers. These software packages include PowerPoint 2000 Basics, PowerPoint 2000 Pizzazz, Publisher 2000 Basics, Publisher 2000 Advanced Features, Digitize the Texas Essential Knowledge and Skills (TEKS), Elementary Integration, Internet Integration, Graph Club Introduction and Technology Fieldtrip to the Pate Museum.

CHISD acquired portable laptop computers for classroom use in four elementary schools. Having laptops in classrooms gives students more time to work with computers. CHISD plans to acquire additional portable laptop computers as funds become available.

COMMENDATION

CHISD's IT department integrated technology into the classroom through a variety of infrastructure, equipment and training developments and acquisitions.

FINDING

CHISD does not take full advantage of its Web site. The district's Web site is currently maintained by the director, Information Systems and the director, Instructional Technology, but no one is assigned responsibility for the overall management of the site. The site provides district information on available training sessions, troubleshooting tips, calendar events, administration information, school board contacts, personnel information, Internet links and links to campus Web sites. Unfortunately, this information is not kept current. In addition, the district's Web site does not allow online job applications. An applicant must download an application that can be printed, completed off-line and mailed to the district.

The directors have discussed the need to hire a full-time Web master to develop the district's Web site, but there is concern about incurring the salary cost of additional staff. Beginning with the 2002-03 school year, the high school is offering a Web master course for advanced students taught by one of the high school math teachers. In order to be eligible for this class, a student must understand HTML coding.

San Antonio ISD (SAISD) maintains an Intranet site <www.saisd.net>, that makes information readily available to district staff and students. The Intranet's main menu includes an Intranet index, weekly memos, guidance and counseling, personnel, planning and budget, purchasing, risk management, contact information and the SAISD home page. Clicking on the weekly memos button allows an Intranet user to access individual memos and a detailed index. The site gives employees access to budget forms, the warehouse catalog and administrative procedures and forms.

The Katy ISD Web site <www.katy.isd.tenet.edu> facilitates the job application process by providing an online application for positions in which applicants can start and finish the application process online.

Recommendation 59:

Assign CHISD technology students to develop and maintain the district Web site.

By assigning the upgrading of the CHISD Web site to the students of the Web master course, the district can avoid the expense involved with hiring an outside vendor. The Cedar Hill High School math teacher who developed the Web master course, beginning in 2002-03, should be selected as the faculty advisor to assist and direct the students with their Web site maintenance activities. For the 2001-02 school year, the master schedule has the high school math teacher's eighth period designated for Web-related activities. For the 2002-03 school year, the eighth period should continue to be available for the teacher to support students with their district Web site activities.

A Web site development team should be created to develop content for the district site. The associate superintendent, Instruction and Administrative Services, should select the members of the team.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The associate superintendent, Instruction and Administrative Services, assigns members to the Web site content development team and appoints a student faculty advisor for maintenance.	November 2002
2.	The team prepares recommendations and an action plan for upgrading the district Web site and reviews it with the associate superintendent, Instruction and Administrative Services.	January 2003
3.	The associate superintendent, Instruction and Administrative Services, and the superintendent approve an action plan and implementation timetable.	February 2003
4.	The student faculty advisor develops a plan for student development and maintenance of the district Web site and receives approval from the associate superintendent, Instruction and Administrative Services.	March 2003
5.	The student faculty advisor directs the students in the development and maintenance of the district Web site.	April 2003 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 8

COMPUTERS AND TECHNOLOGY

B. TECHNOLOGY POLICIES, PROCEDURES AND PLANNING

To implement IT effectively in administrative offices and schools, a district must have a plan that is consistent with district goals. The district should also have the policies and procedures necessary to implement the plan. The technology plan should describe what technology the district has, what it needs to have and how it will get what it needs. The plan also must focus on integrating technology into the curriculum and teaching staff to use the technology.

FINDING

A steering committee composed of teachers, administrators, parents and community volunteers developed the *CHISD Technology Plan*, which emphasizes four major components: teaching, educator preparation and development, technical support and infrastructure and community partnerships. The plan first was presented to the District Advisory Council in March 2001 and to the district-level and campus-level administrators in April 2001. The director, Instructional Technology met with a subcommittee of the District Advisory Council in May 2002 and reviewed the status of the plan.

The District Advisory Council developed the District Improvement Plan (DIP) for 2001-02 with the board-approved district goals, including a focus on improving achievement for all students by implementing rigorous academic standards, identifying and addressing district curriculum needs through formal review and evaluation, providing a safe and orderly learning environment and creating an open and effective internal and external communication network. The 2001-02 DIP includes objectives for each goal, activities, lists of the people responsible, timelines, resources and evaluations.

Before developing the plan, CHISD conducted a survey during 2001 to help set district goals. CHISD distributed the same survey before the May meeting of the Technology Plan Steering Committee, in which recent technology improvements were evaluated and established needs and goals were re-evaluated.

The *CHISD Technology Plan* includes instructional technology goals and objectives for grades K-12. The campus principals use the goals and objectives in the plan as a baseline for technology instruction for students.

The goals, objectives and strategies of the *CHISD Technology Plan* are shown in **Exhibit 8-2**.

Exhibit 8-2
CHISD Technology Plan
2001-04

Goal	Objectives/Strategies
CHISD will provide and promote the use of technology to improve the educational environment for students and staff.	Each instructional setting will be equipped with a presentation system to deliver instruction.
	Continue to implement instructional technology goals and objectives for students.
	Continue to provide an up-to-date networked multimedia computer that includes Internet and e-mail access.
	Continue to pursue grant funding for advancement of technology.
	Provide additional lab(s) on each campus to further the integration of technology into the curriculum.
	Continue to acquire and upgrade technology including software and hardware to meet learning objectives.
CHISD will provide a districtwide technology education program to support educator proficiency and to enhance student learning.	Continue to implement technology proficiency requirements for staff.
	Increase and expand in-district technology workshops to develop staff proficiencies.
	Provide and promote opportunities to attend out-of-district workshops and conferences.
	Increase availability of individualized technology training and support.
	Provide additional Instructional Technology specialists.
CHISD will provide technological support and the technical infrastructure to increase the productivity and	Provide adequate support personnel at each campus.
	Provide adequate full-time technicians to meet districtwide needs.

efficiency of the district.	Continue to upgrade and support student service applications.
	Make voice communication technology accessible to personnel in the learning environment.
	Provide and upgrade the core LAN/WAN components for districtwide connectivity.
	Provide cabling infrastructure for video communication at each campus.
	Investigate emerging technologies for the ongoing improvement of the district's infrastructure.
CHISD will improve communication and build partnerships among staff, students and the community through the effective use of technology.	Make available outside regular school hours existing technology facilities and programs at the campuses to provide increased access to technology for all students, staff and community members.
	Provide a new centralized training facility to provide training for students, staff and community members.

Source: CHISD director, Instructional Technology, April 2002.

By following the board-approved district goals as a guideline, the *CHISD Technology Plan* ensures that all technology resources are focused on meeting the objectives set by the district.

COMMENDATION

The goals, objectives and strategies of the *CHISD Technology Plan* are aligned with the board-approved district goals.

FINDING

CHISD has a disaster recovery and contingency plan for Information Systems that is designed to anticipate and prepare for the loss of information processing capabilities. The plans for recovery range from the routine backup of data and software to comprehensive disaster recovery in the event of the loss of all information resources.

Data and software backups are conducted on a daily or weekly basis depending on the value of the data. File backups are stored in a fireproof

vault at the CHISD office, and tapes are rotated offsite at several residences of Information Systems staff members. Backup files have been used to test file restoration procedures.

The disaster recovery and contingency plan for Information Systems in CHISD provides specific instructions to follow in the event of a comprehensive loss. This type of loss could include computer damage caused by fire or tornado. The superintendent or a designee are the only individuals authorized to put the plan into effect by notifying the director, Information Systems, who will serve as the disaster recovery team director. The recovery command center will be the CHISD Board Room unless it has been compromised, in which case the recovery command center will be Cedar Hill High School. The disaster recovery team director will assemble the disaster recovery team, composed of the Instructional Technology director, the Systems Network analyst, the lead Technician and the associate superintendent, Business and Support Services. Communications will be maintained through the use of department cell phones. Members of the disaster recovery team will assess the situation to determine the amount of lost information.

The plan specifies that after the identification of losses, the director will obtain the necessary backup tapes from the network analyst. Depending on the data application, these tapes will either be loaded on another district server that has not sustained losses, loaded on a district server that will be installed for temporary use by the network analyst to regain operations or taken to an offsite processing site at an EDP Enterprises company office.

Further, after identification of losses, the team director identifies the equipment, software, facilities and other components beyond repair and determines additional equipment or supplies required at the backup site for expediting the recovery process. Once determined, the director will contact vendors to procure the necessary equipment and supplies. The director will maintain close communication with the associate superintendent, Business and Support Services.

The team director will notify affected supervisory personnel of the disruption and recovery schedule and implement necessary restoration activities, which could include restoring data files copied from stored backup files maintained in the fireproof vault.

The Public Information director or a designee will be responsible for disseminating information concerning the emergency. The disaster recovery team will report to the superintendent or designee on a regular basis on the recovery of information resources. These reports will include a timeline for expected recovery and the extent of damage.

COMMENDATION

By analyzing key needs, assigning specific duties to key positions and conducting periodic tests, CHISD developed an effective information systems disaster recovery plan.

FINDING

The *CHISD Technology Plan*, which focuses exclusively on instructional technology, does not include all of the subjects that should be included in a technology plan. While the plan's focus on instructional technology is comprehensive, the technology plan does not address administrative technology or infrastructure issues.

Many districts that have a comprehensive technology plan including instructional issues and address technical issues like the computer-to-student ratio; the network and infrastructure; hardware, software and platform standards; plans for providing data needed to effectively manage educational and operational programs; plans for technology grant applications; a section addressing technology equity issues in the schools; definitive technology integration goals with performance indicators; plans for administrative support; and a schedule for updating the plan.

Conroe Independent School District's (CISD's) technology plan addresses instructional issues as well as technical issues like resource acquisition and allocation, planning for technology advances, network and infrastructure concerns, computer strategies, hardware/software/platform standards within the district, technology support for all district facilities, data needed to effectively manage educational and operational programs and administrative support applications.

Recommendation 60:

Revise the technology plan to include all aspects of technology, including administrative technology, instructional technology and infrastructure issues.

The Technology Steering Committee should revise the current technology plan to address technical items and appropriate supportive plans like those mentioned in Conroe ISD's technology plan or other districts with comprehensive technology plans.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Technology Steering Committee develops a plan to expand the scope of the technology plan to include all	November 2002 -
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	aspects of technology including administrative technology, instructional technology and infrastructure issues.	December 2002
2.	The committee develops the components of the expanded technology plan.	January 2003 - April 2003
3.	The committee submits monthly progress reports on the plan development to the superintendent.	January 2003 - April 2003
4.	The committee reviews recommended technology plan changes with the District Advisory Council.	May 2003
5.	The committee modifies the technology plan.	June 2003

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 8

COMPUTERS AND TECHNOLOGY

C. INSTRUCTIONAL TECHNOLOGY

Integrating technology into instructional programs requires providing infrastructure and technology hardware, training the staff to use the technology system, establishing a technology curriculum, training staff on to use curriculum standards and monitoring curriculum implementation.

In 1999, CHISD received two distance-learning grants from the Texas Infrastructure Fund (TIF) Board on behalf of Cedar Hill High School and Permenter Middle School (**Exhibit 8-3**). The grants allowed the district to set up two distance-learning classrooms with videoconferencing equipment, with one system on each campus. During the summer 2001, the district received four technology advancement grants from the TIF Board on behalf of Bray Elementary, Highlands Elementary, High Pointe Elementary and Waterford Oaks Elementary. The grants allowed the district to install a wireless LAN and purchase a portable lab with 25 laptop computers.

Exhibit 8-3
CHISD TIF Grants
1998-99 through 2001-02

Amount	Use
\$160,000	Used to set up two distance-learning classrooms-one at the high school and one at a middle school-with videoconferencing equipment. The district is using the distance-learning classrooms to teach Algebra I classes and Honors Geometry classes. Both grants require that part of the money be used for training. Region 10 provided the training for both grants.
\$200,000	Purchased portable labs and set up a wireless LAN for four elementary schools: Bray, High Pointe, Highlands and Waterford Oaks. The wireless network allows the laptops to be used anywhere in the building. The portable labs allow teachers to bring the computers into the classroom.

Source: CHISD director, Instructional Technology.

Teachers, administrators and parents in CHISD have high praise for the district's instructional technology. In response to a written survey administered by TSPR, teachers, principals, assistant principals and

parents all gave high marks to the availability and application of technology on CHISD campuses (**Exhibit 8-4**).

Exhibit 8-4
CHISD Teacher, Campus Administrator and Parent Responses to TSPR Survey
March 2002

Statement	Percentage of Respondents Agreeing or Strongly Agreeing		
	Teachers	Campus Administrators	Parents
Students regularly use computers.	89%	100%	N/A
Students have regular access to computer equipment and software in the classroom.	77%	100%	N/A
Teachers know how to use computers in the classroom.	95%	100%	N/A
The district meets student needs in classes on computer fundamentals.	88%	100%	75%
Teachers know how to teach computer science and other technology-related courses.	N/A	N/A	69%
Computers are new enough to be useful for teaching students.	89%	100%	76%

Source: TSPR survey, March 2002.

FINDING

During the 1997-98 school year, the district implemented a technology proficiency assessment program for all certified personnel and administrators. Ninety-eight percent of the district's certified personnel and administrators passed the first technology assessment level (level I) during the first year. During the 1998-99 school year, all new certified personnel and paraprofessionals were required to pass level I. The district maintains a 96 to 98 percent passing rate each year.

During the 1999-2000 school year, a second assessment level of technology proficiencies (level II) was implemented. For the 2000-01 school year, CHISD implemented an incentive program for passing level II of the technology proficiencies. The incentive is a monetary reward at

both the individual and campus level. Each professional staff member receives a \$100 voucher upon completion of level II. Each campus receives a \$1,000 voucher for every five professional staff members who complete level II. Since the implementation of the level II assessment, 304 certified personnel have passed with \$30,300 in individual vouchers and \$56,000 in campus vouchers issued. Beginning with the 2002-03 school year, laptops will be available for use by teachers with a level II technology proficiency.

Exhibit 8-5 lists the incentive budget amounts by campus.

**Exhibit 8-5
Level II Technology Proficiencies - Incentive Program Budget
2001-02**

Campus	Estimated Number of Participants	Cost per Campus
Elementary schools	10 each	Maximum of \$3,000 each
Intermediate schools	15 each	Maximum of \$4,500 each
Permenter Middle School	25	Maximum of \$7,500
Cedar Hill High School	50	Maximum of \$15,000
Alternative Education Program (AEP)	5	Maximum of \$1,500

Source: CHISD Technology Plan.

Once a campus has awarded the maximum amount of incentive money available, any money due to that campus will carry over to the next year. If a campus does not reach the maximum amount by the end of the year, the money not distributed may be used by campuses that went over their maximum amount.

Instructional Technology offers a wide variety of technology workshops. Since the district has an interlocal agreement with the City of Cedar Hill to provide technology services, city employees may attend technology training. CHISD offers 16 different workshops with skill levels from beginning to advanced. **Exhibit 8-6** lists the CHISD technology workshop attendance record over a three-year period.

**Exhibit 8-6
CHISD Technology Workshops
1999-2000 through 2001-02**

School Year	Number of Workshops	Number of Attendees
2001-02 (summer and fall only)	28	355
2000-01	110	1,051
1999-2000	86	1,040

Source: CHISD director, Instructional Technology.

CHISD offered several classes during the 2001-02 school year on technology integration, which included Digitize the TEKS, Elementary Integration, Internet Integration and Digital Curriculum. Some of these classes were repeat workshops that were previously held after school. Some of the classes were offered on the February 22, 2002 in-service day when the teachers had a variety of choices of staff development topics. During summer 2001, CHISD held a three-day camp for the TIF teacher team that was dedicated to technology integration and laptop use. These sessions were also open to any other teacher who wished to attend.

The Instructional Technology specialist is planning another series of technology integration camps for elementary teachers during summer 2002. CHISD also plans to develop integration classes for secondary school teachers. The Instructional Technology director will meet with the middle school and high school teachers and staff each May to discuss their training needs to assist them in using the new portable labs.

The Instructional Technology director also discussed technology issues such as proficiency testing, staff development, hardware and software needs at principal meetings. There are continuing informal conversations and e-mail communications between the Instructional Technology director and principals concerned about instructional technology activities on their campus.

COMMENDATION

CHISD developed technology proficiency levels and technology training classes to support district teachers' understanding of technology and ability to use it.

FINDING

CHISD accomplished one of the district's community outreach goals, which was to provide the community with a facility that encourages the use and understanding of computer technology. Through the Technology Opportunities for the Public Sector (TOPS), CHISD provides the

community with computers to use at the district's West Intermediate School. The idea for this project came out of a 2001 Technology Steering Committee meeting during which a CHISD outreach effort to the community was discussed.

The lab, which opened on January 17, 2002, has 30 computers, a scanner, a printer and reference materials for technology and business communications. The lab has been well attended and is open one day each week-Thursday, from 5 to 8 p.m.-and is staffed by a the Special Education aide. It costs the district about \$130 a month to run the center.

COMMENDATION

CHISD provides valuable computer resources to the community.

FINDING

CHISD does not have a uniform method for measuring teachers' ability to integrate technology in the classroom.

In assessing a teacher's technology integration skills, campus principals use various methods that are not consistent throughout the district. Among the techniques used are observations and interviews on the technology comfort level of each teacher and technology certification. **Exhibit 8-7** lists the CHISD campus technology support and technology integration skills.

Exhibit 8-7
CHISD Campus Technology Support/Technology Integration Skills
2001-02

Schools	Teacher Technology Support Resources	Principal's Assessment of Teacher's Technology Integration Skills
Cedar Hill High School	Staffed for eight Technology liaisons (currently have six); discussing use of district Instructional Technology specialist to help teachers include technology in lesson plans.	Level 2 Technology Proficiency Level; Observations and conversations.
W.S. Permenter Middle School	Teacher liaisons who assist teachers with technology proficiencies; discussing use of district specialist to work one-on-	Interviews and observations.

	one with teachers.	
Belt Line Intermediate School	Two technology liaisons help teachers on an individual basis; district's Instructional Technology specialist also works with the teachers.	Principal uses observation and weekly review of lesson plans to determine each teacher's technology capabilities.
West Intermediate School	Two technology liaisons help teachers on an individual basis.	Achieving Level 2 Technology Proficiency Level; peer pressure; ability to use e-mail.
Bray Elementary School	Two technology liaisons help teachers on an individual basis; district's Instructional Technology specialist also works with the teachers.	Principal uses the "management by walking around" technique to determine each teacher's technology capabilities.
Highlands Elementary School	Two technology liaisons (a librarian and a teacher) help teachers on an individual basis; district's Instructional Technology specialist also works with the teachers.	Principal uses observation and individual discussions to determine each teacher's technology capabilities.
High Pointe Elementary School	Two technology liaisons (a librarian and a teacher) help teachers on an individual basis; district's Instructional Technology specialist works with the teachers.	Principal wants to see how technology is included in each teacher's lesson plans; and ties technology use to each teacher's evaluation.
Plummer Elementary School	Two technology liaisons (teachers); teachers attend after school tutorial technology workshops.	Principal includes technology as a part of teacher evaluations.
Waterford Oaks Elementary School	Two technology liaisons help teachers on an individual basis; district's Instructional Technology specialist works with the teachers.	Principal uses observation and individual discussions to determine each teacher's technology capabilities.
AEP	Principal works with teachers on an individual basis.	Principal uses observation and individual discussions to determine each teacher's technology capabilities.

Source: CHISD principal interviews, March 2002.

Each of these subjective techniques has value but does not help determine if the district is meeting technology integration goals or improving the level of technology used in classrooms.

In order to help school districts determine their progress toward meeting the goals of their district and the state's *Long-Range Plan for Technology*, 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.

Within the Texas Essential Knowledge and Skills (TEKS), Technology Applications is the curricular area that includes technology skills and the use of computers and other related electronic tools. This area focuses on creating, manipulating, utilizing, communicating and publishing information. TEKS identifies key aspects of technology along with examples of applications by grade level.

The State Board for Educator Certification (SBEC) approved new educator standards by general subject area including technology applications for all beginning teachers and in grades 8-12. SBEC outlined what teachers should know and what all teachers can do for each of 11 standards. SBEC developed seven technology standards for technology education in grades 6-12. The draft standard includes a description of what the beginning technology education teacher knows and what the teacher is able to do. SBEC also created a master teacher certification with five master technology teacher standards outlining what a master technology teacher can do.

Conroe ISD <www.conroe.isd.tenet.edu> incorporated the STaR model as a part of their 2001-04 technology plan. The STaR model assesses the district's level of technology integration and how it impacts collaborative learning, the patterns of teacher and student use, the frequency and design of instructional settings, the use of digital content, curriculum areas, technology applications and TEKS assessment. Descriptors are provided within the model to identify the level of progress in each area. The levels of progress are described as Early Tech; Developing Tech; Advanced Tech and Target Tech. The goal of this model is for technology to help move the teacher from the front of the classroom, directing a class as a single body, to assisting individual students as they seek out knowledge and learn to use computers and technology to guide their own learning.

Recommendation 61:

Establish a uniform method for measuring the technology integration skills of teachers.

IMPLEMENTATION STRATEGIES AND TIMELINES

1.	The associate superintendent, Instruction and Administrative Services, meets with each campus principal to discuss methods for assessing teacher technology integration skills.	January 2003 - February 2003
2.	The associate superintendent, Instruction and Administrative Services, and the Instructional Technology director prepare a draft report on district guidelines for assessing teacher technology integration skills.	February 2003 - March 2003
3.	The associate superintendent, Instruction and Administrative Services, and the Instructional Technology director meet with each principal to review the draft report.	April 2003 - May 2003
4.	The associate superintendent, Instruction and Administrative Services, and the Instructional Technology director prepare the final report draft on district guidelines for assessing teacher technology integration skills.	June 2003
5.	The associate superintendent, Instruction and Administrative Services, reviews and finalizes the report with the superintendent.	July 2003 - August 2003
6.	The associate superintendent, Instruction and Administrative Services, reviews the report with each principal.	September 2003
7.	The principals implement the plan.	October 2003

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 8

COMPUTERS AND TECHNOLOGY

D. INFRASTRUCTURE, HARDWARE AND SOFTWARE

Network infrastructure is the underlying system of cabling, phone lines, hubs, switches, routers and other devices that connects the various parts of an organization through a WAN. If a sound infrastructure is in place, most users can have access to people and information throughout their organization and beyond, helping them better perform their job.

Typically, a WAN allows users to communicate with personnel within the organization through tools such as electronic mail systems. It also provides a bridge to the Internet that allows anyone connected to the WAN to have access to information and people outside the organization. WANs are usually "closed," which mean that they include security measures to prevent unauthorized users outside the organization from gaining access to information or people inside the organization.

CHISD distributes personal computers to each school for classroom and computer laboratory use (**Exhibit 8-8**). Each year the district purchases additional computers to increase the number available for student, teacher and administrative use. In 2001-02, CHISD budgeted for the purchase of 450 additional personal computers.

Exhibit 8-8
Inventory of CHISD Computer Equipment
March 2002

School	Number of Students	Total Computers	Computers Needed for 3:1	Difference (Less)/More	Student-to-Computer Ratio
Cedar Hill High School	1,952	490	651	(161)	4.0:1
W.S. Permenter Middle School	1,113	238	371	(133)	4.7:1
Belt Line Intermediate School	581	129	194	(65)	4.5:1
West	488	135	163	(28)	3.6:1

Intermediate School					
Bray Elementary School	303	107	101	6	2.8:1
Highlands Elementary School	414	129	138	(9)	3.2:1
High Pointe Elementary School	539	125	180	(55)	4.3:1
Plummer Elementary School	538	100	179	(79)	5.4:1
Waterford Oaks Elementary School	548	137	183	46	4.0:1
Total	6,476*	1,590	2,160	(478)	4.1:1

Source: CHISD director, Information Systems.

**Total does not include pre-kindergarten and kindergarten students.*

FINDING

CHISD's infrastructure includes a WAN for the entire district and a LAN for each campus. The WAN was upgraded during summer 2001 to include fiber optic connections to the high school, Permenter Middle School, Bray Elementary, Highlands Elementary, Belt Line Intermediate School and the Administration building. In addition, the wireless links to the other campuses were upgraded. During summer 2002, the other campuses will be connected by fiber optics to increase their technological capabilities. The district WAN allows the district staff and students to share applications and data, access to electronic mail, access to the Internet and to update grade data online.

CHISD and the City of Cedar Hill have a joint local agreement in which the city pays CHISD for Information Systems services for network infrastructure and technical support of 150 computers. Since the city and CHISD share many network infrastructure components, some of the information in the following exhibits includes references to city sites.

Exhibit 8-9 describes the components of the current system infrastructure.

**Exhibit 8-9
Current System Infrastructure
2001-02**

Item	Description
Servers	20 servers running Windows 2000 operating system.
Clients	Each client's operating system is Windows 98 2 nd edition.
Network Infrastructure	CHISD currently has a mix of Cisco/Bay Network switches and concentrators.
	Approximately 40 percent of client connections are operating at switched 100MB; the remainder are operating at shared 10MB.
	The high school, AEP, Administration, Permenter Middle School, Bray Elementary, Beltline Intermediate and Highlands Elementary are connected by underground fiber owned by CHISD/City and operating at 1 GB.
	Cisco wireless bridges using 802.11b operating at 11MB connect High Pointe Elementary, West Intermediate, Waterford Oaks Elementary and Plummer Elementary.
	CHISD connects to the Internet through 2 T1s via Region 10, 1 DS3 via Dallas County and 1 T1 via Internet America.
	Waterford Oaks Elementary, Bray Elementary, Highlands Elementary and High Pointe Elementary have campus wide wireless communication installed using 802.11b Cisco switches for roaming laptop use.
	Beltline Intermediate has a Cisco VOIP (Voice Over Internet Protocol) phone system using Cisco Inline power option switches. Every classroom/office has a phone with voice mail that integrates into the email system.

Source: CHISD director, Information Systems, April 2002.

CHISD and the City of Cedar Hill are installing underground fiber to all remaining school sites and most city sites. When completed, CHISD will be able to reduce the number of servers needed since bandwidth to remote sites will not be an issue. In addition, this additional system capacity will enable the implementation of Voice Over Internet Protocol (VOIP) telephone system on a districtwide basis. When the new VOIP telephone systems are installed, the total monthly Southwestern Bell telephone charges will be reduced from \$8,000 to \$3,000.

Exhibit 8-10 describes the components of the future system infrastructure, which will be completed during the fall of 2002.

**Exhibit 8-10
Future System Infrastructure
2001-02**

Item	Description
Servers	Thirteen servers running the Windows 2000 operating system.
Clients	Each client's operating system will be Windows XP after reconfiguration.
Network Infrastructure	CHISD will have a Cisco-only environment of Cisco 65XX, 35XX and 4XXX switches.
	100 percent of CHISD client connections will be switched 100MB.
	All school sites will be connected by underground fiber operating at a gigabyte.
	Cisco wireless bridges using 802.11b operating at 11MB connect High Pointe Elementary, West Intermediate, Waterford Oaks Elementary and Plummer Elementary.
	CHISD connects to the Internet will be through 2 T1s via Region 10, 1 DS3 via Dallas County and 1 T1 via Internet America.
	All school sites will have campus wide wireless communication installed using 802.11b or 802.11a Cisco switches for roaming laptop use.
	Beltline Intermediate has a Cisco VoIP phone system using Cisco Inline power option switches. Every classroom/office has a phone with voice mail that integrates into the email system.
	The high school and administrative offices will have a Cisco VoIP phone system using Cisco Inline power option switches; every classroom/office has a phone with voice mail that integrates into the email system.

Source: CHISD director, Information Systems, April 2002.

The district has taken a proactive approach with its technology. It continuously upgrades its equipment, both hardware and software, so that children, teachers and the community can more effectively access the Internet and become more technologically advanced.

COMMENDATION

CHISD developed a data infrastructure consisting of fiber optic connections to all district school campuses that supports advanced computer functions including high-speed wireless and Voice Over Internet Protocol (VOIP) telephone systems.

FINDING

CHISD includes students and key representatives from each campus in the instructional software acquisition process. One of the important objectives of the process is to correlate TEKS, TAAS/TAKS and technology objectives with the contents of the software. **Exhibit 8-11** outlines the CHISD instructional software acquisition process.

Exhibit 8-11
CHISD Instructional Software Acquisition Process
2001-02

Software Review Committees	Purpose	Software Evaluation
<ul style="list-style-type: none">• Grade K-2 committee will consist of one teacher per grade level per campus plus one Special Education teacher, one English as a Second Language (ESL) teacher and one lab manager (total of 18 members);• Grade 3-4 committee will consist of one teacher per grade level per campus	<ul style="list-style-type: none">• Evaluate/recommend purchases of district software;• Correlate TEKS, TAAS/TAKS, and Technology objectives with the contents of the software;• Demonstrate and/or train other staff members to use the software;• Develop ideas for integrating the software into the curriculum.	<ul style="list-style-type: none">• The district's committee members will use a formal evaluation form;• The director, Instructional Technology will meet with each software committee to demonstrate how to use the form;• Evaluations will be done during the teacher's conference period or after school; if possible, the teacher should use the software with students to observe their interaction with

<p>plus one Special Education teacher, one ESL teacher and one lab manager (total of 13 members);</p> <ul style="list-style-type: none"> • Grade 5-6 committee will consist of one teacher per subject per campus plus one Special Education teacher and one ESL teacher; the number of committee members will vary depending on which subject areas will be involved in the evaluation; • There will be no formal software committee for middle school or high school; the majority of software purchases will be done by the individual department organization; the department will be required to fill 		<p>the program and get their input;</p> <ul style="list-style-type: none"> • Evaluations will be returned to the director, Instructional Technology with recommendations for which programs to purchase- preferably a prioritized list; • If required, the committee will meet to discuss the list.
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<p>out an evaluation form (See Appendix) for any district purchases.</p>		
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Source: CHISD Technology Plan.

CHISD's instructional software acquisition process includes a formal software committee for elementary schools and a formal software evaluation form for the middle school and high school.

COMMENDATION

CHISD developed an effective software acquisition process for the elementary schools including evaluation by students and the director, Instructional Technology.

FINDING

The district has continuously updated its administrative software since the initial installation in 1984. Beginning in January 2003, all administrative software modules or programs will be Windows-based. This software change will have a positive effect in the Personnel Department, which currently has manual procedures. The new system will eliminate the time consuming procedures currently in place in the Personnel Department.

During the 1999-2000 school year, the district implemented an online grade book system. All teachers, except those teaching kindergarten, submit their grades online. The program allows the teachers to set up a variety of subjects with various assignments, then the teacher inputs the grades of each assignment and the program automatically calculates the students' averages. The cumulative grade is then electronically recorded on each student's report card each six weeks. Secondary campuses and intermediate campuses have the same capabilities as the primary schools; however, grades are submitted every three weeks for progress reports as well as every six weeks for report cards.

For the 2000-01 school year, all libraries were upgraded with new circulation/catalog software. All books are checked out through this new computerized circulation program. The program tracks library inventory in real time and also makes checking out a book much easier, as it has up-to-date student information listed in its records. The school librarians no longer have to keep a paper list of students that have holds on their records

preventing them from checking out books. During summer 2000, each elementary library was upgraded to include four student computers with access to the Internet.

Exhibit 8-12 lists the administrative software modules used at CHISD.

Exhibit 8-12
Inventory of CHISD System/Administrative Computer Software
2001-02

Administrative Software	Application
EDP Enterprises Software	Budget, Payroll, Personnel, Accounts Payable, Fixed Assets, Public Education Information Management System (PEIMS) data, Student Demographics, Student Attendance, Student Scheduling, Grade Reporting, Student Discipline, Health and Immunization, Special Education, Online Gradebook, Online Attendance.
Hayes	Textbook Inventory.
Cricket	Food Service Checkout/Tracking.
Microsoft Exchange	E-mail.
Microsoft ISA	Internet Content Caching/Proxy.
Microsoft IIS	Web Services.
N2H2 Bess	Internet Filter.
Cisco AVVID	Telephone System.
SEAS	Special Education.
CLASS	Special Education.

Source: Interview with director, Information Systems.

COMMENDATION

CHISD provides up-to-date, fully functional software for administrators.

Chapter 9

SAFETY AND SECURITY

This chapter examines the Cedar Hill Independent School District (CHISD) safety and security functions in the following areas:

- A. Safety and Security
- B. Crisis Management

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 prepare 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.

Providing a safe and 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 several states throughout the country, parents, educators, taxpayers and lawmakers are focusing more attention than ever on safety and security in public schools.

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 re-authorized the Safe and Drug-Free Schools and Communities Act, which requires school systems to institute a comprehensive safe and drug-free schools program.

In 1997, Congress re-authorized the Individuals with Disabilities Education Act with 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, as well as cooperation 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 statistics 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 can't let up on our efforts. Our young people cannot learn if they don't 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, however, do not always have adequate personnel to effectively patrol city streets in and around schools or 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 partnered with local law enforcement.

Keeping Texas Children Safe in School, a 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 9-1 outlines the 10 steps of TSPR's plan, which is organized around three key areas: prevention, intervention and enforcement.

Exhibit 9-1
Keeping Texas Children Safe in School
January 2000

Element	Measures
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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.

CHISD's District Improvement Plan (DIP) for 2001-02 links board-approved district goals with key activities for each CHISD department to perform. **Exhibit 9-2** is an example of a security-related goal, objective and strategies listed in the DIP.

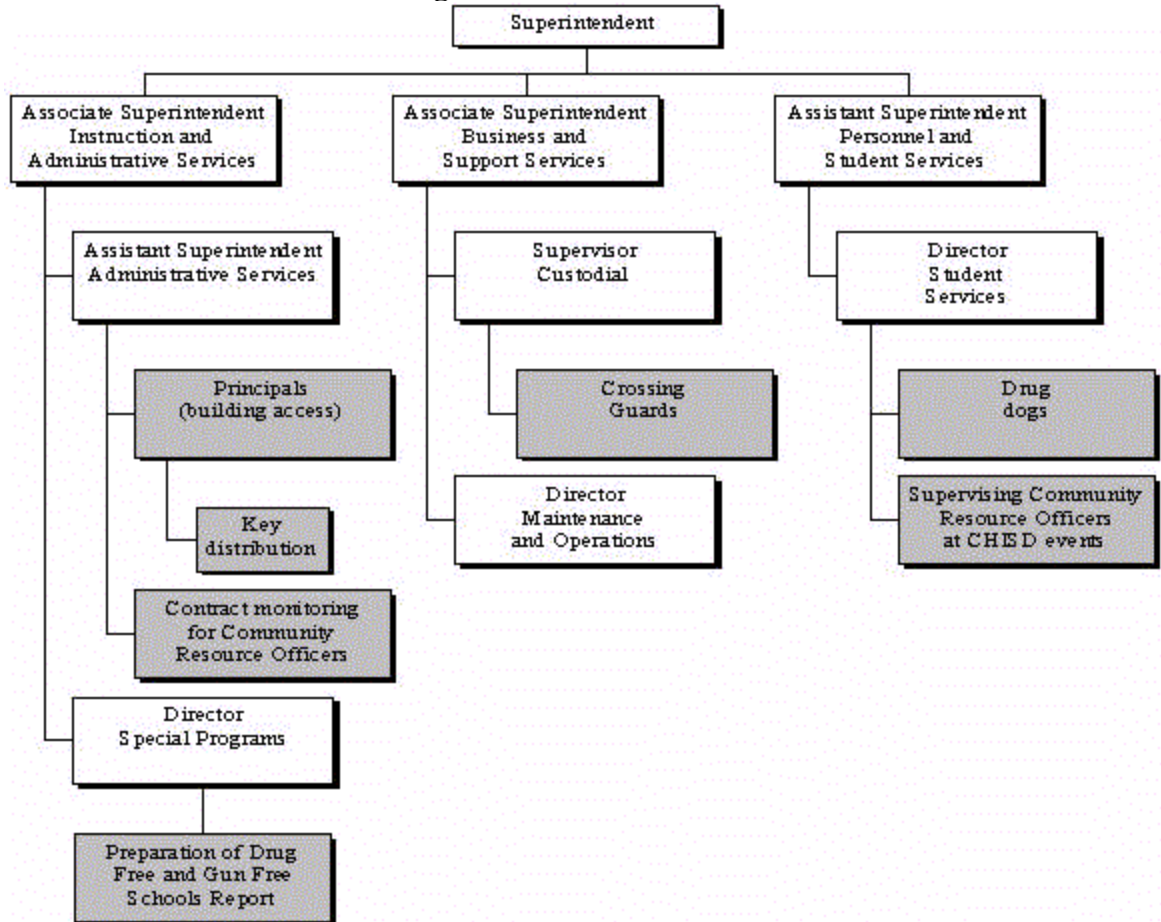
Exhibit 9-2
District Improvement Plan
2001-02

District Goal	District Objective	Strategy/Activity/Initiative
Provide a safe and orderly learning environment.	Maintain and promote a safe, healthy and supportive environment for our students and staff.	Raise student, staff and community awareness of drugs and other forms of substance abuse.
		Continue to refine and coordinate the district crisis plan with the City of Cedar Hill.
		Provide picture ID's for all employees and substitutes.

Source: CHISD assistant superintendent, Business and Support Services and CHISD District Improvement Plan, 2001-02.

CHISD's assistant superintendent, Administrative Services functions as the key contact with external law enforcement services, government agencies and the community on safety and security topics. Several other positions also share safety-related responsibilities. **Exhibit 9-3** highlights the organization chart for safety and security services, with the shaded boxes representing the district's safety and security measures.

**Exhibit 9-3
Safety and Security Services
Organization**



Source: CHISD assistant superintendent, Administrative Services, March 2002.

CHISD's safety and security budget is presented in **Exhibit 9-4**.

**Exhibit 9-4
Safety and Security Budget
1999-2000 through 2001-02**

Category	1999-2000 Actual	2000-01 Actual	2001-02 Budgeted
School Crossing Guards	\$93,859	\$104,947	\$105,622
District Security	\$18,943	\$28,921	\$30,000
Supplies	\$575	\$60	\$100
Capital Outlay	\$0	\$0	\$100
Canine Dogs	*	*	\$100
Contract CRO's per City of Cedar Hill (50%)	\$45,875	\$188,495	\$163,338

Source: CHISD assistant superintendent, Business and Support Services and City of Cedar Hill, March 2002.

**Denotes an undetermined amount due to internal coding errors.*

The district uses cameras and monitors attached to video recording surveillance equipment at Cedar Hill High School, Permenter Middle School and the AEP. District officials believe these devices offer a physical deterrent to those who see them. After incidents, such as vandalism or fighting occur, district employees replay the videos as part of the investigation to determine the cause of the event and to identify the participants. The cameras are set up in public areas such as hallways, but are not used as monitoring tools because none of those locations are consistently manned.

Exhibit 9-5 shows number, type and location of security equipment. There are no maintenance contracts or budget to repair the equipment; therefore, CHISD uses the Information Systems Department employees to make whatever repairs they can. The district also hires off-duty police officers that have sufficient knowledge of security equipment to make minor repairs and adjustments.

**Exhibit 9-5
CHISD Security Equipment
2001-02**

Location	Item	Number	Model
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Cedar Hill High School	Golf Cart for use around campus on tracks and fields during events	1	
Cedar Hill High School	Cameras (12 Color)	24	Sony and Toshiba
Cedar Hill High School	Monitors	8	
Cedar Hill High School	Radios	15	
Cedar Hill High School	*VCR	2	
Cedar Hill High School	*Camera	4	
Permenter Middle School	Cameras	30	
Permenter Middle School	Monitors	6	B/W Exxis System
Permenter Middle School	VCRs	6	B/W Exxis System
Permenter Middle School	Monitor and VCR	2	ISS (4 cameras)
Permenter Middle School	Monitor and VCR	2	CBI (2 cameras)
Permenter Middle School	Radios	11	
High Pointe Elementary	Radios	3	
Plummer Elementary	*VCR	2	
Plummer Elementary	*Video Camera	4	
Highlands Elementary	Radios	4	
Waterford Oaks Elementary	Radios	2	
Waterford Oaks Elementary	*VCR	1	
Waterford Oaks Elementary	*Video Camera	2	
Beltline Intermediate	Radios	4	
West Intermediate	Radios	3	
West Intermediate	*VCR	1	
West Intermediate	*Video Camera	2	
AEP	Radios	7	
Athletics	Radios	10	

Source: CHISD assistant superintendent, Administrative Services, June 2002.

**Denotes special education classrooms.*

Chapter 9

SAFETY AND SECURITY

A. SAFETY AND SECURITY (Part 1)

The City of Cedar Hill entered into an Interlocal Cooperative Agreement with CHISD on September 9, 1997, to provide police services to the youth of CHISD. The duration of the initial agreement was three years and subject to termination 180 days before September 30th of each year. The agreement provided for a Community Services Division (CSD) staffed by six Cedar Hill Police Department (CHPD) officers known as Community Resource Officers (CROs) assigned to work with CHISD 95 percent of their time and with other private schools for the remaining 5 percent of their weekly hours. The program was partially funded by a three-year, federal grant, known as COPS Funding Accelerated for Smaller Towns (COPS FAST).

CHISD and the City of Cedar Hill received \$225,000 the first year, \$150,000 the second year and \$75,000 the third year of the program. This funding, originally designed to pay the salaries and benefits of officers engaged in community policing efforts, is no longer available. The City of Cedar Hill and CHISD agreed to be equally responsible for the program's annual expenditures not covered by the grant. They continue to split expenses for salaries, benefits, overtime, uniforms, training, radios, pagers and working supplies following the expiration of the grant.

There is a storefront office on Beltline Road, completely funded by the City of Cedar Hill in 2000-01. CROs operate the storefront when they are not at school locations or during special training programs. The storefront, also used by community associations, scout meetings and other youth programs, is set up with a large array of security and safety films, written materials, conference tables and private interview rooms. CROs have used these interview rooms for private meetings with students and parents on police issues.

The CRO Division consists of six CROs, including a working supervisor. Officers are Texas Certified Peace officers with at least two years of experience and are employees of the CHPD.

CROs are assigned to one or more schools. Current primary assignments are listed in **Exhibit 9-6**.

Exhibit 9-6

CHISD Police Department

**Community Resource Officers Assignment
2001-02**

Rank	Number	Assignment
Sergeant	1	Working Supervisor
Police officers	1	CRO rotates between Permenter Middle School, Cedar Hill High School and one elementary school
	1	CRO rotates between four elementary schools
	1	CRO rotates between Beltline Intermediate and West Intermediate
	1	CRO assigned to Permenter Middle School
	1	CRO assigned to Cedar Hill High School

Source: CHISD, CRO Division sergeant and CHISD assistant superintendent, Business and Support Services, March 2002.

The responsibilities of the CROs include classroom instruction on crime, drug and gang prevention, safety, law and citizenship. The officers serve as mentors, counselors and consultants and present community relations programs in schools. They also work with youth and parents during summer mentoring programs, athletic events and through a youth police academy.

In addition to the police officers, the high school and the middle school have civilian guards funded by CHISD, who patrol the schools. These individuals report to and are trained by the Cedar Hill High School principal. Their primary duty is to act as a visible deterrent to crime thus enhancing the safety and security of students and staff.

Exhibit 9-7 compares the officer-to-student ratio of CHISD's Police Department with its peer districts.

**Exhibit 9-7
Officer-to-Student Ratios
CHISD and Peer Districts
April 2002**

District	Total Schools	Student Body Size	CRO/SRO Officers	Officer to Student Ratio
CHISD	9	6,966	6	1:1,161

De Soto	11	6,771	4	1:1,693
Grand Prairie	30	19,496	11	1:1,772
Duncanville	14	10,287	5	1:2,057

Source: Texas Education Agency (TEA), Public Education Information Management System (PEIMS), 2001-02 and WCL ENTERPRISES telephone survey, April 2002.

From 1998-99 through 2000-01, the district experienced a 56.1 percent decrease in the number of arrests and a 35.6 percent reduction in the number of citations issued (**Exhibit 9-8**). The CRO supervisor believes this decline to be a direct result of "the high presence of police officers on school campuses and setting the precedent that criminal offenses will be acted on by the police department."

Exhibit 9-8
CHISD Arrests and Citations by CROs
1998-99 through 2000-01

	1998-99	1999-2000	2000-01	Percentage Change 1998-99 to 2000-01
Arrests	132	38	58	
Citations	393	109	253	
Reports	N/A	68	148	N/A

Source: CHISD, CRO Division Sergeant, 1998-99 through 2000-01.
Note: N/A denotes unavailable.

Along with enforcement of offenses, the CRO officers assigned to the schools taught 2,806 students and had contact with 12,465 students during 1999-2000. In 2000-01, the number of students taught increased to 8,061, an increase of 187.3 percent and total student contacts increased to 20,544 for an increase of 64.8 percent (**Exhibit 9-9**).

Exhibit 9-9
Student Contact by CROs
1999-2000 through 2000-01

School	Number	Number of	Total
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	of Classes	Students Taught	Contact with Students
High school	N/A	447	447
Middle school	38	794	5,842
Intermediate schools	312	706	3,396
Elementary schools	414	6,114	10,859
A.E.P. Campus	0	0	0
Total for 2000-01	764	8,061	20,544
Total for 1999-2000	265	2,806	12,465
Percentage change from 1999-2000 to 2000-01	188.3%	187.3%	64.8%

Source: CHISD, CRO Division Sergeant, May 2002.

On April 2, 2001, CHISD contracted with Interquest, Inc. to provide the services of contraband detecting dogs for 10 half-day visits at \$160 per visit. The visits are unannounced inspections conducted in communal areas at Cedar Hill High School, Permenter Middle School and the AEP once a month and on an as needed basis or for specific reasons as requested by the principals.

FINDING

Cedar Hill CROs offer CHISD students and staff a comprehensive series of educational safety programs. Programs target a variety of ages and grade levels and use age-appropriate material. Most programs are offered in classes held during the regular school day. Others programs are conducted during evening hours. CHISD and CHPD split the costs, and CROs coordinate and conduct programs listed in **Exhibit 9-10** with the exception of the Student Intern Program and P.R.I.D.E.

Exhibit 9-10 CHISD Safety Programs January 25, 2002

Title	Definition	Participants	Contents
L.E.T.S.	Law Enforcement Teaching	CHISD students Private schools hold	The Dallas Police Department and the Dallas Public Schools' Prevention Program developed

	Students	abbreviated program	this program and includes a series of lessons about various life skills such as decision-making, self-confidence building, peer pressure reversal techniques and character education taught in age-appropriate curricula. These lessons equip students with skills to resist temptations associated with drug use, violence and other illegal and/or unhealthy behaviors.
G.R.E.A.T.	Gang Resistance Education and Training	CHISD students	Designed by Bureau of Alcohol, Tobacco and Firearms and the Phoenix, Glendale, Tempe and Mesa Police Departments to create and implement a gang resistance program.
Project S.A.V.E.	Stop Alcohol Violations Early	CHISD students	A school-based, alcohol-prevention program developed by the Texas Alcoholic Beverage Commission to teach children to avoid alcohol and resist peer and societal pressure to drink.
Citizen Police Academy - Youth		Open to all Cedar Hill Youth	An after-school program for students up to age 14 designed to give students a working knowledge of the Cedar Hill Police Department's personnel and policies. A summer camp is available for all school-age children.
Citizen Police Academy		Open to all Cedar Hill residents	The adult academy is for persons 14 and over.
Student Intern Program		Conducted primarily by the Office of the Police Chief	For high school students who want to earn college credit by working in different areas of the Police Department assisting with its daily operations.
Escape School		CHISD students and private school	A program for students of all ages designed to teach students how to escape if abducted or held against

		students	their will.
McGruff		CHISD elementary schools and day care centers	The Crime Dog Safety series.
P.R.I.D.E.	Putting Respect In Decisions Everyday	Coordinated by CHISD for their students	Parents, teachers and administrators determined that it would be best to have district teachers develop a program to help students solve problems and avoid becoming a part of the disciplinary system.
Tobacco Awareness			New for the 2002-03 school year.

Source: CHISD Sergeant, CRO Division and Cedar Hill Police Department, March 2002.

CROs create and conduct other programs needed during the school day and on their own personal time to build trust with students. These programs include "Bullying Prevention," "Honesty" and "Telling the Truth." Officers also work with students on sporting events such as boxing, students with special needs and at-risk of failure and conduct a program on early law enforcement complete with medieval artifacts. "What Really Happens When You Get Arrested," a program targeted at high school students, is designed to dispel myths about law enforcement. Officers candidly answer questions and tell students what really happens during an arrest.

COMMENDATION

CHISD and the City of Cedar Hill developed a model relationship between CROs and students to address safety and security needs for students and staff.

FINDING

CHISD began a program in 2001 to encourage staff and students to wear picture identification badges. One of the issues raised during meetings with both 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 is difficult to determine whether

an unfamiliar adult or youth on school grounds is 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.

The first stage of the picture identification badge program began with the district administration staff during 2001 and extended to Cedar Hill High School students and faculty in 2002. Permenter Middle School will implement the picture identification badge program during 2002-03. 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 will receive a Level II safety violation that includes a conference with the principal or designee. Teachers not adhering to the rule may receive a citation, but to date, no teacher violations have been issued.

Badges for teachers and staff show their names and employment location with no other identifier. Student badges have names and student identification numbers. No social security numbers or other information is used that would violate any privacy laws.

Student identification badges help ensure proper access to school facilities. School officials can determine at a glance who belongs in a school and who doesn't. Police officers immediately stop any youth without a badge. The CROs 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.

The secretary to the assistant superintendent, Personnel and Student Services, makes employee badges for district and central administration. The high school library staff makes badges for students at the high school. The initial cost of \$5,000 in 2001 was paid from the Cedar Hill High School activity fund for the badge making machine and supplies. The cost of the badge is free and replacement charges are \$5.00 per badge.

COMMENDATION

The district promotes safety and security for staff and students through the use of an identification badge program.

FINDING

Cedar Hill CROs analyzed nationally-known drug and alternative safety programs to determine the maximum effectiveness and savings available for the district. The analysis resulted in CHISD replacing the Drug Abuse

Resistance Education (D.A.R.E.) program with the Law Enforcement Teaching Students (L.E.T.S.) and Gang Resistance Education and Training (G.R.E.A.T.) programs, saving the district \$9,000 annually.

The D.A.R.E. program requires an initial 80 hours of training and alternate year recertification with a required 40 hours of training. Training also has a potential requirement for out-of-state travel and lodging expenses. Although there is usually no charge for the initial training, some training centers charge a tuition fee for their services. Student requirements include 17 to 18 dedicated classroom hours over a 17-week period. Purchase of materials such as pencils, t-shirts and all give-away items must have the proprietary D.A.R.E. logo and be purchased through that program.

In contrast, certification for the G.R.E.A.T. officer training program requires a 40-hour training class and the recertification program only requires a two-day training class. The G.R.E.A.T. program will provide lodging and tuition for full-time, certified/sworn, uniformed police officers with a minimum of two years of experience for training or recertification.

Materials purchased for alternative programs can be made at a significant savings through local purchasing efforts. Savings realized by CHISD by switching to the G.R.E.A.T. and L.E.T.S. programs amounted to \$9,000 for the purchase of t-shirts alone.

COMMENDATION

CHISD uses program evaluation for its drug and alternative safety programs to maximize effectiveness and savings for the district.

FINDING

CHISD has no single point of contact for the district's safety and security programs. Responsibility for safety and security in CHISD is divided between five different managers, which delays quick responses to inquiries from staff, students and community members. Staff is uncertain who is responsible for safety and security programs, issues and budget needs. Several positions have important safety-related duties to perform, but none are responsible for planning and prioritizing districtwide safety initiatives. When staff was asked to identify the person in charge of the district's safety program, individuals identified the assistant superintendent, Administrative Services, the supervisor of the CROs, the Special Programs director and principals.

This division between five managers, also results in split budgets; reduced accountability; lack of spending and financial reporting controls; communication problems such as inaccurate or incomplete incident

reports; no written policies or procedures ensuring coordination among sections; and no strategic focus.

Exhibit 9-11 shows the position, department and responsibilities within the area of safety and security.

Exhibit 9-11
CHISD Safety and Security Services
Responsibility by Area
2001-02

Position	Department	Responsibility
Assistant superintendent, Administrative Services	Instruction and Administrative Services	CROs, the Crisis Plan and most safety and security issues
Director, Special Programs	Special Programs	Drug Free and Gun Free Schools Report
Principal	Campus Based	Security equipment including surveillance cameras; issuing keys
Director, Student Services	Personnel and Student Services	Drug dogs
		CROs at extracurricular events and services with CHPD officers to provide security at extra-curricular activities
Supervisor, Custodial	Custodial Department	Crossing guards

Source: CHISD assistant superintendent, Administrative Services, 2001-02.

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 making sure that all safety and security planning and goals are accomplished and that budgets are understood and planned with coherent strategy.

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 62:

Designate one position as the coordinator for all safety and security programs.

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.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent designates one position the responsibility of the overall coordination of safety and security and instructs the assistant superintendent, Personnel and Student Services, to draft a revised position description.	September 2002
2.	The assistant superintendent, Personnel and Student Services, revises the selected position's job description to reflect the responsibility and authority to plan and coordinate districtwide safety and security initiatives.	September 2002
3.	The superintendent reviews and approves the revised job description and classification.	October 2002
4.	The superintendent places the revised job description and classification on the board agenda for public comment and approval.	November 2002
5.	The superintendent notifies all affected positions of any changes.	November 2002

FISCAL IMPACT

The fiscal impact assumes that CHISD will pay a \$1,000 stipend per year for a coordinator for all safety and security programs.

Recommendation	2002-03	2003-04	2004-05	2005-06	2006-07
Designate one position as the coordinator for all safety and security programs.	(\$1,000)	(\$1,000)	(\$1,000)	(\$1,000)	(\$1,000)

Chapter 9

SAFETY AND SECURITY

A. SAFETY AND SECURITY (Part 2)

FINDING

Neither the city nor CHISD sought replacement grant funding for the COPS FAST program since the September 9, 1997 initial award. The entire cost of the CRO program is now borne by the city and CHISD.

Other federal grant programs are available and include the Universal Hiring Program (UHP), which provides funding to all eligible communities, regardless of size, to hire police officers and sheriffs' deputies engaged in community policing. UHP funding constitutes 75 percent of an entry-level officer's salary and benefits or a total of \$75,000 per officer; whichever is less, over a three-year period. Generally, departments contribute at least 25 percent in local matching funds, unless the grantee requested and received approval for a waiver of the local match upon demonstrating extraordinary fiscal hardship. The Cedar Hill police chief applied for this grant in May 2002. This program can directly affect a school, because it can help with community related programs, including education and crime prevention.

By identifying and pursuing grant opportunities, Fort Bend ISD (FBISD) improved its safety and security programs. The U.S. Department of Justice Office of Community Oriented Policing Services (COPS) awarded the FBISD a grant of \$229,000. The grant funded the addition of two drug and weapon detection officer and K-9 teams.

In 1997, FBISD received a \$35,000 grant from the Houston Galveston Area Council (HGAC) to fund a community services officer position charged to provide drug and violence prevention programs for students, faculty and parents.

FBISD's Safe Schools program received a two-year, \$223,340 grant from the State of Texas After School Initiative for middle schools to establish after-school programs at five campuses with high "at-risk" populations.

Many Texas districts that do not have a designated grant writer assign responsibility for grant applications to the individual program directors with oversight from another central administrator or coordinator such as the business manager.

Recommendation 63:

Apply for grants to improve school safety programs.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent assigns the assistant superintendent, Administrative Services, responsibility for safety and security grant research and application and instructs the assistant superintendent, Personnel and Student Services, to draft a revised position description that includes grant responsibilities.	September 2002
2.	The assistant superintendent, Personnel and Student Services, revises the assistant superintendent, Administrative Services' job description to reflect the responsibility and authority to work on coordinating grant applications.	October 2002
3.	The superintendent reviews and approves the revised job description and classification.	October 2002
4.	The superintendent presents the revised job description to the board for approval.	November 2002
5.	The superintendent directs the assistant superintendent, Administrative Services, to contact the Cedar Hill Police Department and investigate cooperative efforts regarding grant research and design.	November 2002
6.	The superintendent works with the Cedar Hill chief of Police requesting a designated contact from the Police Department to work with CHISD.	November 2002
7.	Both designees work together to research and apply for appropriate safety and security-related grants.	December 2002

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

CHISD does not use the additional fee available by law and levied by the City of Cedar Hill for traffic violations within district school zones for CHISD's security programs. CHISD and the City also has not established procedures to transfer collected funds to the district.

House Bill 374 enacted in May 2001 provides that a person convicted of an offense in Section 545.066, Transportation Code, may be required to pay a court cost of \$25 in addition to other taxable court costs. This additional assessment is provided to finance child health and safety programs in

municipalities. This court cost was approved effective September 1, 2001 with funds collected by Cedar Hill Municipal Court. From that time to April 11, 2002, the fund totaled \$1,460.

The review team interviewed members of the CHPD, the CRO sergeant, CHISD's assistant superintendent, Business and Support Services, Cedar Hill Municipal Court staff and Cedar Hill Finance Department staff to ascertain whether any monies collected since the program began were transferred to the district. Written procedures do not exist. Most had not heard of the program and no one is responsible to initiate payment. The chief of police of Cedar Hill was not aware of the program and said that he does not have adequate coverage with only two dedicated motor officers to enforce the violations in the current 26 school zones.

The Houston City Council established a court cost to be filed in the municipal courts of an amount between \$2.00 to \$5.00 per violation of any type. The City of Houston also established a Child Safety Fund court cost of \$5.00. Houston ISD uses funds from these fees for district safety and security programs. Harris County passed a ruling to permit the County Commissioners Court to establish an additional \$1.50 fee for all vehicle registrations to be used to operate child safety programs.

Alief's chief of Police said that he was able to recover 85 percent of the CRO's budget from available school zone violation traffic fees. Monies are transferred automatically by the Alief Finance Department and all parties are aware of the existence of school zone funds.

Recommendation 64:

Create a fund transfer process to automatically move school zone violation fees collected by the City of Cedar Hill to CHISD.

The district should include specific procedures defining how funds from school zone violation fees should be transferred to the district and could also explore enforcement of these violations with the CHPD to determine whether more aggressive efforts could generate increased revenue.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent directs the assistant superintendent, Administrative Services, to meet with the assistant superintendent, Business and Support Services and the City of Cedar Hill's Finance director to create a process and corresponding procedures for a quarterly fund transfer.	September 2002
2.	The assistant superintendent. Administrative Services. presents	October

	the process to the superintendent for review.	2002
3.	The superintendent submits the process to the board for approval.	
4.	The board approves and directs the assistant superintendent, Administrative Services, to implement the process and monitor compliance.	November 2002
5.	The assistant superintendent, Administrative Services, communicates the process and procedures to all concerned parties and monitors compliance.	November 2002
6.	The superintendent discusses enforcement efforts with the chief of Police.	December 2002

FISCAL IMPACT

This fiscal impact was calculated using the funds collected during 2001-02 (\$1,460) for the first year of implementation and a conservative estimate of 50 percent of that amount ($\$1,460 \times .50 = \730) for each year thereafter.

Recommendation	2002-03	2003-04	2004-05	2005-06	2006-07
Create a fund transfer process to automatically move school zone violation fees collected by the City of Cedar Hill to CHISD.	\$1,460	\$730	\$730	\$730	\$730

FINDING

CHISD has not formally developed a long-range safety and security plan to assess areas of needed improvement to maintain a safe and secure environment in both existing and future facilities. The district has implemented programs, such as student identification badges and uses some surveillance equipment, but physical conditions in each school and the age of buildings also affect the safety and security of faculty and students.

The district has addressed some safety and security issues on a case-by-case basis. For example, the CHPD recommended controlled access around the high school, and CHISD acted promptly to install perimeter fencing. The CHPD also informally encouraged CHISD to apply for its own radio frequency. The district, however, took no action without a formal request.

Many districts planning to build new schools develop long-term safety and security plans that include early intervention efforts by police department experts who work closely with architects. These districts sometimes include safety and security devices in the early construction design of facilities avoiding more costly retrofits in the future. Some districts use committees that include safety and security experts, staff, parents and community members in their planning efforts. They include current needs, research on possible funding sources, implementation strategies, evaluation methods and scheduled communication of progress in their long-term plans.

Georgetown ISD hired an external consultant to help the district develop and design the district's safety and security plan and strategies. Georgetown ISD, in conjunction with Houston ISD, received a three-year \$1.2 million Safe and Drug Free School grant. The grant funding allowed Georgetown ISD to hire a full time Safe School director, conduct a detailed safety and security assessment and implement a safety and security plan.

Recommendation 65:

Create a safety and security committee to develop a long-range safety and security plan.

The district's long-range security plan should clearly outline what it wants to accomplish in the areas of safety and security and delineate the expected responsibilities. It should contain a mission statement, long-term goals and measurable objectives and strategies to achieve those goals. It should also keep stakeholders informed about safety and security initiatives through regular evaluations that measure performance against a set of standards.

Plan development should be coordinated through a district safety and security committee chaired by a district-assigned safety and security coordinator. The committee should be empowered to assess the district's safety and security needs and develop a comprehensive safety and security plan. Specific responsibilities of the committee should include:

- assessing the safety and security needs of each campus and building;
- aligning and prioritizing safety and security needs against identified risks;
- identifying funding sources such as grants and shared service agreements;
- formulating objectives that describe the desired outcomes and impact of prevention efforts; and

- developing strategies and specific tasks for accomplishing stated objectives.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent appoints a safety and security committee of district administrators, teachers, law enforcement agencies and parents.	November 2002
2.	The superintendent instructs the safety and security committee to develop a long-range district security plan that includes prevention, intervention and enforcement components.	December 2002
3.	The safety and security committee develops a long-range district security plan and submits it to the superintendent for approval.	December 2002 - February 2003
4.	The superintendent submits the plan to the board for review and approval.	March 2003
5.	The board reviews and approves the long-range safety and security plan.	March 2003
6.	The superintendent publishes and implements the long-range safety and security plan.	April 2003

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

CHISD and CHPD do not clearly define their respective roles and responsibilities regarding administrative violations, criminal activities and reporting incidents. School violations are not reported or defined consistently by CHISD administration and CHPD.

The CROs' primary duty is to prevent crime and disturbances, investigate criminal activity and provide educational programs to encourage safety and security compliance. CROs take police action and make arrests in and around school property, but they are not responsible for enforcing district administrative policy such as classroom discipline. Typically, teachers go through the principal to contact the CRO, but if a CRO is present, the teacher may ask the CRO to handle a discipline problem in the classroom when the teacher is not able to do so. This type of request takes the police officers away from their primary duties.

Keeping Texas Children Safe in School states that the student code of conduct is only useful when used consistently for all students and at all locations. Enforcement of administrative violations and criminal activities varies between schools.

During 2000-01, CROs investigated criminal offenses, observed violations of the student code of conduct and referred offenders to school administration for disciplinary action. Most of the criminal offenses investigated occurred at the secondary schools.

Senate Bill 1724, 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 on each campus and requires the districts to include a violence prevention and intervention component in their annual campus improvement plans. **Exhibit 9-12** shows the location and number of offenses within CHISD.

**Exhibit 9-12
Location of Offenses within CHISD
2000-01**

Location	Number of Criminal Offenses	Violations of Code of Conduct	Disruptive Behavior
High school	116	1,848	0
Middle school	12	958	2
Intermediate schools	9	585	117
Elementary schools	2	316	120

Source: TEA, PEIMS, Student Disciplinary Action Summary, 2000-01.

Exhibit 9-13 shows criminal offenses by type and indicates that possession of a controlled substance is the most common criminal occurrence with 55 offenses reported in 2000-01, followed by possession of alcoholic beverages with 29 offenses.

**Exhibit 9-13
CHISD Criminal Offenses by Type of Offense
2000-01**

Type of Offense	Number of Offenses
Code of Conduct violations	3,422

Disruptions	241
Possession/controlled substance	55
Possession/alcohol	29
Public lewdness/indecent exposure	14
Assault	17
Terrorist threat	7
Possession/illegal knife	5
Possession/prohibited weapon	1
Other/miscellaneous	300
Total	

Source: TEA, PEIMS, Student Disciplinary Action Summary, 2000-01.

Data integrity and definitions of crime may vary between the CHPD and the district. As a result, PEIMS entries can be inconsistent. There are differences in definitions between the systems and coding variances among the principals. In previous years, the district used a code of 01 rather than a 21 for a classroom disturbance. For example, teachers were to use the 01 code when removing a student from class. A placement review committee determined whether the student returned to that teacher's classroom per Texas Education Code 37.002. However, CHISD was using the 01 for typical classroom disturbances.

According to the assistant superintendent, Administrative Services, on August 2, 2001, CHISD provided training for principals and some school PEIMS clerks. The district has moved from recording only the PEIMS-related data, to entering all discipline actions into the system. The reason for the change is that more computer entry will facilitate more accurate PEIMS data due to familiarity with the system. More precise reporting would allow for easier identification of areas and situations demanding greater safety and security efforts.

TSPR's plan for *Keeping Texas Children Safe in School* warns districts to leave no room for double standards. "When a student commits a crime on school premises, the district faces a dilemma. Should the districts turn the student over to the proper authorities for arrest and sentencing, or should they discipline him or her internally? Are certain crimes more deserving of arrest than others? When does misbehavior cross the line into crime?"

Creating Safe and Drug-Free Schools: An Action Guide - September 1996
states that "without accurate and consistent data to analyze, it is difficult

for educators, parents and communities to draw conclusions on the impact of any policy relating to safer public schools, much less to determine which schools are doing a good job and where resources should be concentrated."

Dallas Independent School District (DISD) separately categorizes incidents as criminal offenses on-campus, criminal offenses non-police, arrests on-campus, arrests-public property and arrests local.

Recommendation 66:

Define CHISD and Cedar Hill Police Department (CHPD) roles and responsibilities regarding administrative violations, criminal activities and reporting incidents.

CHISD should define their respective roles and convey these responsibilities to all district personnel. CHISD should also develop a definition of a *police incident*. The common definition of a police incident is any incident wherein the presence of a law enforcement officer would prevent criminal acts, deter crime (including investigations and prosecution), maintain or restore public order or assist a citizen in dire need. CHISD should list all other activities as administrative incidents. After defining a police incident, CHISD should report police incidents to CHPD and PEIMS.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent instructs the assistant superintendent, Administrative Services, to work with the Cedar Hill Chief of Police to define respective roles and responsibilities for CHISD and the CHPD.	October 2002
2.	The superintendent contacts the Cedar Hill Chief of Police and TEA to develop detailed coding of incidents in CHISD.	October 2002
3.	The assistant superintendent, Administrative Services, and the Chief of Police present their recommendations to the superintendent for approval.	November 2002
4.	The superintendent approves and communicates the new standards to all appropriate parties in the district.	November 2002
5.	The principal at each school monitors the role distinctions and incident reports.	December 2002
6.	The assistant superintendent, Administrative Services, reviews districtwide data to provide overall quality control and reports the findings to the superintendent.	Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The high school does not consistently enforce nor require visitors to sign-in or wear identification badges when they enter campus buildings. Although CHISD's administrative rules require visitors to sign-in at the front office, wear identification badges and sign-out when leaving, enforcement of this policy is sporadic. Cedar Hill High School has multiple access points and 40 doors that are not monitored, which affords uncontrolled building access. The main lobby is large but not visible to the staff inside the office. Unless there is a staff member in the lobby when a visitor enters, there is no assurance that the visitors will comply with rules for sign-in.

Robstown ISD installed surveillance equipment to assist in monitoring areas of the district. Its Alternative Education School has two video cameras viewing the front entrance of the school, while one elementary school has one video camera. All RISD facilities have security alarms installed for surveillance of facilities during non-operating hours. The district contracts with an outside security company for monitoring. While none of the schools have identification badges for staff, visitors or students, all schools in the district do require visitors to report to the main office before entering school facilities. This requirement is on signs at all entrances of every campus in the district. The district and all campuses encourage parents to visit the schools and classrooms, but they must sign-in at the main office before entering any classroom.

Katy Independent School District uses volunteers to sit at the front door and key access points, request signatures of visitors and issue badges. Typically, parents and senior citizens volunteer to man the doors in one-hour shifts. The presence of a visible adult is an inexpensive strategy to discourage unwelcome visitors to school buildings and prevent unsuitable student behavior.

Recommendation 67:

Enforce sign-in rules and the use of visitor badges at Cedar Hill High School.

The high school principal should consider using volunteers to monitor the front hall and issue visitor passes.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent directs the principal of Cedar Hill High School to develop a plan to enforce a sign-in policy for visitors.	October 2002
2.	The principal presents the plan to the superintendent for approval.	November 2002
3.	The principal implements the approved plan and communicates the plan to all teachers, staff and students.	November 2002
4.	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.	December 2002

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 9

SAFETY AND SECURITY

B. CRISIS MANAGEMENT

School safety and security have become important issues at the national, state and local levels. Media coverage has heightened parents, teachers, school administrators and public concerns about incidents at schools throughout the country. TSPR has suggested districts develop a plan for handling crisis situations. Staff and students should test a district's emergency plan's effectiveness until responses become automatic and consistent.

Early Warning, Timely Response: A Guide to Safe School, published by the U.S. Department of Education in 1998, notes that crisis intervention plans should include the following:

- Training for teachers and staff in a variety of skills-ranging from dealing with escalating classroom situations to responding to a serious crisis.
- Reference to district or state procedures. Many states now have recommended crisis intervention manuals available to their local education agencies and schools.
- Involvement of community agencies, including police, fire and rescue, as well as 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.
- Provision for the core team to meet regularly to identify potentially troubled or violent students and situations that may be dangerous.

Schools in Texas practice fire drill procedures routinely and should practice responding to the presence of firearms and other weapons, severe threats of violence, hostage situations and other acts of terror. Any crisis commonly precipitates confusion that can disrupt even the most carefully written plan. Practice leads to automatic, orderly and rational responses.

FINDING

CHISD created a comprehensive crisis plan in cooperation with the CHPD. The stated purpose of this plan is "to provide a framework for the school leaders to follow that allows them to provide quickly and efficiently for both the physical and psychological needs of students, staff, faculty and parents."

Crisis, as defined by CHISD, can be "any trauma that occurs during school time and on school property and that directly or indirectly affects students, staff, faculty or administration, or any event that initially occurs away from the school setting but may also require school-related assistance."

The plan clearly defines the responsibilities of school and district staff and the three levels of crisis training with suggested target audiences (**Exhibit 9-14**).

**Exhibit 9-14
Crisis Training Plan
2001-02**

Training Level	Topics	Target Audience
Awareness training	Overview of crisis management concept, school crisis plan, staff responsibilities.	School administrators, all school staff, students, parents.
Skill development	Implementation of school crisis plan, use of emergency action charts, specific knowledge of individual staff responsibilities, specific knowledge of student responsibilities.	School staff and certain staff with specific responsibilities, such as the school crisis team.
Skills mastery	Practice of specific responsibilities during "dry run" crisis situations.	Administrators, school staff and students.

Source: CHISD Crisis Plan, February 18, 2002.

The plan is designed to ensure 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. Each level explains the purpose, 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 check list.

COMMENDATION

CHISD's crisis plan, created by the district in cooperation with the City of Cedar Hill Police Department, is a comprehensive program containing information on every aspect of crisis management and intervention.

FINDING

CHISD does not have clear written policy and procedures to ensure the district can accurately account for all keys. There are no key procedures that cover labeling, location, distribution, collection, master key dissemination and a re-keying schedule.

Maintenance is responsible for keeping campus master and outside access keys and for copying keys. Maintenance does not keep copies of every room key but does retain copies of office keys for campus principals. Although there are no written guidelines, the Maintenance Department makes keys for district staff after verbal authorization from the principal. Each campus has its own coded keys that are kept in a vault. The principal or the principal's designee maintains records and keys that are checked-out.

Many school districts physically label keys, and employees sign a document when keys are issued. Keys are required to be returned to the district upon an employee's termination. Additionally, many districts randomly conduct physical key counts and ensure that employees still have the keys that correspond to the signed documents in their personnel files. When a key is found to be missing, the district immediately takes action to re-key all corresponding locks in affected areas. This procedure ensures that the safety of students and staff is not compromised if a lost key finds its way into the hands of an unauthorized person.

San Diego Unified School District (SDUSD) has prepared a detailed administrative policy dealing specifically with issuing keys. The district assigns accountability for all keys to the school or central administration. The policy outlines who in the district is entitled to have keys, when they are assigned and what procedure should be followed if an employee is terminated or leaves the district. In addition, the district presents detailed instructions concerning master keys, non-master keys, duplicate keys and lost or stolen keys. Finally, the policy includes procedures for re-keying.

Recommendation 68:

Establish a district policy and a set of procedures designed to track all district keys.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent directs the assistant superintendent, Administrative Services, to draft a policy and procedures to track keys.	October 2002
2.	The assistant superintendent, Administrative Services, meets with all school principals and department heads to discuss the	October 2002

	current status of all keys and the needs of teachers, coaches and all who require access to each facility.	
3.	The assistant superintendent, Administrative Services, compiles a list of current key holders and develops a policy procedure for district keys.	November 2002
4.	The assistant superintendent, Administrative Services, submits the policies and procedures to the superintendent for approval.	December 2002
5.	The superintendent approves and presents the policy and procedures to the board for consideration.	December 2002
6.	The board adopts the new policy and procedures.	December 2002
7.	The assistant superintendent, Administrative Services, implements and distributes the approved plan to all departments.	December 2002
8.	The superintendent directs the assistant superintendent, Administrative Services, to implement and distribute the approved plan to all departments.	January 2003

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Appendix A

PUBLIC FORUM

As part of this review, a community meeting and focus groups were conducted during the early stages of the review process. This appendix contains comments from a public forum held on March 18, 2002 in the cafeteria of Cedar Hill High School, and a series of focus groups with the District Advisory Committee, site-based council members, business and community representatives, Chamber of Commerce Education Committee, elementary and secondary teachers, principals and administrative and campus staff. The focus groups were held between March 18 and March 29 at various locations throughout Cedar Hill ISD.

The following comments convey the public forum and focus group's perception of Cedar Hill Independent School District and do not reflect the findings or opinion of the Comptroller or review team. The narrative comments are the actual comments received.

A. DISTRICT ORGANIZATION AND MANAGEMENT

- I feel that the board shouldn't pick and choose who they are willing to help.
- I would like to know who the African-Americans on the board are fighting for-themselves or the children?
- What ever happened to equal rights? Board members could care less.
- Board members are seldom seen in school unless they have a child at that school.
- Who is our superintendent? I never see him in our schools.
- I feel when problems with kids arise, the superintendent should be the first to step up and say something. We need more people in charge who care about our children and forget about the title names and step up and lets all work together.
- CHISD badly needs successful business people to serve on the Board of Trustees.
- The superintendent had made many visits to the schools and is very approachable.
- The site-based committees are open to parents, teachers, and community however very few get involved because the meetings are usually held at 3:30 in the afternoon (Parents work!). What about meetings that start at 6:00 or 6:30-that is if you really want parent involvement.
- The Board of Trustees does not like to "micro-manage." However, it needs to hold administrators and teachers accountable. And the board itself needs to be accountable.

- School superintendent needs to drive to the district and show up without an appointment.
- Have plans approved before construction starts.
- The superintendent is doing a great job! The board needs more business minded people to serve.
- Administration is handcuffed when trying to get rid of bad teachers.
- Too top-heavy with administrators.
- District may be counting administrators in the pupil-teacher ratio.
- Children don't always need the best of everything.
- Impressed with the caliber of administrators in the district.
- Some board members do not have a signed Oath of Office on file with the Secretary of State, as required by law.

B. EDUCATION SERVICES DELIVERY AND PERFORMANCE MEASURES

- We have good teachers who usually make sure students learn the material.
- Some use the excuse of being a high-minority school district as the reason for low test scores.
- There should be more emphasis on helping the students in regular classes.
- I feel that we have good teachers for special education classes who are willing to help and talk at anytime.
- Why do we have so many African-Americans fail the TAAS in our elementary schools?
- Need to check the heart of our teachers, because it's all about the money and we have forgotten the real reason we're here and why we have a job in our school.
- Need more teachers who are concerned about all children and them passing the TAAS.
- Look into who really needs attention in our elementary schools.
- There needs to be more emphasis on phonics in Kindergarten and First Grade classes. Whole word methods only work for some of the students. Why not do it right the first time?
- Teachers need to teach content and not towards test taking. Stop teaching to the TAAS-just teach!
- How can a straight A student in regular studies rank 50% when tested on the national level. It seems that the gifted and talented students are the ones that are really being taught. The rest of the student body is given just enough to get by. Please care about our children.
- We need more programs to teach those unable to get things in a normal classroom. Some innovative ways to teach.

- I have been told by a teacher that she was expected to concentrate on math and reading for TAAS so she couldn't give a student a lesson plan for social studies because she may or may not get around to teaching it that day. TAAS is making this whole school system crazy.
- CHISD needs an "instructional model", successful districts have had them. If CHISD has one, it is not apparent.
- When are we going to wake up and teach a second language (i.e. Spanish) at (at least) Fourth Grade and up? Starting in High School is far too late. We receive letters in 2 languages, billboards are in Spanish, children are much more receptive at a younger age to languages than later on. We need art taught by a professional teacher at elementary level. PTA funds it, runs it, and parent in-put is good, but they should be there to help a qualified teacher. Math is great - no complaints. English language at Fifth grade - a lot of "busy" work and questionable curriculum- unless this is only at one school.
- My daughter did not get an Algebra book until January. A lot of students do not get books on time. I know that this has gone on for at least 15 years. I know this for a fact from students I have hired.
- We have great teachers that truly care about the children's education. We also have an excellent Special Education Department that makes sure the children with special needs are taken care of and helped in every way possible to make sure they have a great education.
- Great choir programs at the Jr. High and High School levels. They deserve a facility that showcases how good they are (aka-New Auditorium). Need to look into the construction fiascos, companies are going bankrupt leaving facilities incomplete or unsafe to enter (Accountability?). Our children deserve better-great theater arts programs. Both of these programs have had to cancel programs due to the auditorium not being finished.
- Great AP Program! Great principal. Afraid we're going to lose some of our best teachers and Administrative staff to other school districts due to low pay scale here in CHISD.
- Advanced Placement/GT program understaffed, especially elementary.
- Impressed with dual enrollment credit programs (high school and junior college credit).
- Content Mastery program student dumped from dual enrollment program because the teacher did not like the student.
- Asking the teachers to do something with one hand tied behind their back. (Too many distractions and lack of support at home for students.)
- Open computer lab at West Intermediate to get more parents involved in working with their children and technology.

- Schools need clear and concise rules and make parents comfortable coming into the school.
- Alternative program at Waterford Oaks Elementary is not punitive. It requires parents to be involved in counseling sessions with the student.
- Many teacher training opportunities.
- Teachers are asked if they see an area of need.
- Teachers can ask to attend needed training.
- Too many principals in a few years (lack of focus, direction).
- Our campus - we're told what and when to teach.
- We have too much focus on TAAS.
- Our principal is a leader and finds answers for us.
- Bilingual problem needs attention.
- Not getting experienced teachers.
- Credentials from other states not respected.
- Present experienced teacher salaries not keeping up with beginning teachers.
- Discipline - extreme problems have to be dealt with.
- Special Education - getting kids with a broad range of problems - don't have the staff or materials to educate these children; probably a growth issue - not ready to deal with serious issues (e.g., autism).
- Special Education teachers and aides are doing a fantastic job.
- Problem with Fine Arts in elementary schools; too much emphasis on TAAS.
- Small children with anger issues.

C. COMMUNITY INVOLVEMENT

- Notification is not properly addressed to parents so we can be involved. I feel when needing to handle issues about teachers and problems between parents and teachers that you should be able to come to the principal.
- I feel kids should be able to come to the principal at any time and be heard without telling them that they don't have time to talk to the students right now. I also feel that when a problem with principals is addressed there should be someone other than the principal to talk to about it.
- I'm considering home school as an alternative for my child due to the lack of communication and of parents being afraid to handle problems about teachers with the principal.
- CHISD allows for parental involvement. Communication needs to be done in a timelier manner and directly to parents in the upper grades.
- I feel more African-American parents need to involve themselves in CHISD to see what's going on in our school system.

- Not enough parent/teacher relationships or contact in elementary schools.
- Community relations are poor. While teachers have e-mail, schools don't schedule open houses very often. PTA is the only regular event for parents.
- If you want parent involvement, stop sending home flyers with kids because the information usually never arrives. Now the district will spend money to mail a newsletter but not important information with definitive dates, times, etc. for campus meetings, so that parents can be involved. When committees are formed, parents are hand picked by administration.
- The information about this forum should have been mailed to parents, but some schools gave a flyer to kids and some didn't.
- When you challenge school districts you are moved out of the information net work.
- The school district is a great community partner, one of the best I have had the pleasure working with. I have some involvement with the surrounding schools and have not found a better example of parental involvement than at CHISD.
- District welcomes community involvement.
- District sends out only the information they want you to know, like tearing down buildings, etc.
- No community involvement in the budget process, unlike the city.
- Teachers don't have time to call parents. Parents can't get appointments with teachers.
- When a "lock-down" occurs at school, principals don't send a note home to let parents know what happened.
- Some positive experiences with school-parent communications.
- Sometimes volunteers are snubbed by parent "cliques."
- What are we doing to address the parent?
- Some schools have working parents who cannot volunteer in the schools (Plummer). However, one school uses grandparents, aunts and uncles, youth ministers from local churches, etc.
- Local college students could get community involvement credits by helping in the schools.
- Family math nights, Family reading nights, etc. can help get parents in the schools.
- Senior citizens are sometimes used as volunteers.
- City of Cedar Hill and the Chamber of Commerce are very supportive of the schools.

D. PERSONNEL MANAGEMENT

- The school does a good job with recruitment for college, the Army, etc.

- Salaries for teachers need to be increased to obtain and keep good teachers.
- Salaries for aides and teachers are poor for CHISD.
- Aides work just as hard, even harder than a classroom teacher.
- Aides are very under paid.
- Why are paraprofessionals allowed to teach classes and assign grades?
- Starting salary is so low compared to other ISD's. Young, very qualified teachers either went elsewhere, stay for one school year and then went on to another job, or gave up this profession for starting salaries which are much better-I know several. Increase the salaries and keep the qualified staff on long-term basis.
- What is an Ombudsman? Why do only minorities get to talk to him when they have a problem? It's like he is on staff to calm minorities concerns so that the associate superintendent of Instruction and Administrative Services or the superintendent can avoid those situations. Please take a look at his salary!
- Why did administrators get an 18% raise? This was part of the 2000-01 budget. This raise was one lump sum. Supposedly the district did a study...paid a consultant to go to Highland Park, Southlake Carroll and Grapevine and compared our administrators' salaries to the ones in those districts. Why, when those are considered the wealthy districts?
- Why do we have so many high salaried administrators here? We have more administration people on payroll than our neighboring districts.
- The school does a great job of recruitment to help bring in more teachers/administrators to help make CHISD a great school district. As always I wish there were ways to pay our teachers/administrators more so that we could obtain and keep the great staff that we have.
- Teachers need better pay!!
- Constantly changing high school administration and counselors. Also, teacher turnover is too high.
- Contracts for consultants and staff are not being released for public request.

E. FACILITIES USE AND MANAGEMENT

- Locks on bathroom doors.
- Air conditioning and heating in every room.
- Better the traffic flow of hallways and stairways, they are too congested.
- Portables have poor air conditioning and heating systems.
- Custodial workers have bad attitudes-they scream at elementary children.

- Crowded hallways, classrooms, and buildings are not very safe during class-time.
- Elementary roofs are leaking-who cares?
- Elementary floors are peeling up and coming loose, they need fixing.
- The schools are very congested and not enough teachers to teach properly and handle children because rooms are over crowded.
- How long does it take to build a school?
- What are the construction priorities?
- When I came in Monday, I could not verify the time. Where are the clocks?
- All schools are over crowded, but Bray Elementary needs to be desegregated.
- All the schools are over crowded. I hope that we could work on getting the portables out. I believe that they are working in that direction with trying to add new schools.
- We shouldn't have to spend extra \$250,000 to purchase insurance on the bonds.
- Always impressed with how clean the floors are in the schools.
- Cedar High is the only district that has cafeterias that don't smell like cafeterias.
- Problems with maintenance and construction. Three roofs put on Permenter within 15 years, and it is still leaking. Poor vision and poor management.
- Good thing - hiring a new program manager.
- Could consider sharing of facilities with the city.
- New construction firm that was just hired is exceptional.
- Future facilities should incorporate safety and security by design.
- City should build the athletic facilities and lease it to the district.
- Redistricting plan - the new elementary school is on one side of 67 and on the other side of 67 for the middle school. More elementary students will have to be bused.
- Administration Building area - Parking lot has been replaced three times since 1975.
- A memorial to a deceased student (marker and tree) was removed without notice.
- Construction has begun on some facilities before receiving city approval.
- Don't put roof on in the rain.
- Build stadium with plenty of parking so that you don't have to tear down an old school that needs a new roof and AC units that had bond money approved.

F. ASSET AND RISK MANAGEMENT

- Ask about the reissue of certificates of debt in the district (\$2,300,000).

G. FINANCIAL MANAGEMENT

- Here is what puzzles me about CHISD having financial problems: The student population increased by 24 % and the revenues increased by 49 % from 1995 to 2001. From 1992 to 2001 student population increased by 48% and the revenues increased by 210%. The revenues outpaced the student population-why is CHISD having financial problems? Maybe too much overhead in the administration building.
- I have a concern on where our overspending is. It does not appear to be in the schools, teachers, or for the students.
- If this school district was so concerned with the budget, why do we have so many leaking buildings, book shortages, not enough buses, or teachers who care?
- CHISD budget needs help.
- I spend hard money on our school. I pay taxes. Why are there so many problems with not enough respect for teachers, because they are too under paid? Why are there so many money problems? Where is all our money going? To help our schools? I hope we see some changes soon.
- Increase the budget.
- Why are we paying school taxes (high taxes) and still having to buy so many miscellaneous supplies for the school (i.e. construction paper, tissue paper, etc for the whole classroom) Why are there so many fundraisers? We need to know where our money is going and exactly how it is spent.
- CHISD's financial problems are adversely impacting the city's efforts to attract quality businesses (and jobs) to Cedar Hill.
- Why do so many administrators hire family members?
- Check numbers on stadium, high school fine arts theater, and roof of middle school.
- There are now reports of structural defects in stadium.
- Financial management is obviously a problem. Deficit budgets are against the law, yet in most of the recent years that has been a practice. Teachers are paid poorly, classrooms aren't equipped with lots of technology, and buildings are in disrepair. We need financial accountability.
- I believe that the financial issues are due to the school's efforts to become a premium school along with the city.
- How is it that we seem to only hire contractors that go belly up and leave us with incomplete, structurally unsound buildings?
- Most items don't have much cost to them and those strategies that have a cost to them can be accomplished by just reallocating funds.

- Lack of funding of the plan has not been a problem.
- Funding is available for justifiable needs.
- Principals and PTA's are good at begging for financial support from the community.

H. PURCHASING AND CONTRACT MANAGEMENT

- Unaware of the purchasing practices in CHISD. How are contracts awarded? Need Contractor certification? Public notices of RFQ.

I. FOOD SERVICES

- I feel the school needs to have lunches a little later for kindergarteners. They eat at 10:30 in the morning. The school office books say different times than when they actually eat. My child's book in office says 11:00, he eats at 12:10. They are rushed in and out of the lines and table time to eat is not long enough. Maybe cut out time outside or gym to help this problem.
- CHISD school lunches have no change. It is always pizza 3-4 days a week. There are no vegetables anymore everyday.
- I feel every child should get a hot meal even if he or she owes previously. No child should be turned down because they cannot pay, especially elementary kids.
- No lunchroom worker should touch a child in the wrong way.
- Food here is not a balanced meal there is too much starch and sugar in the meals.
- Food is not very nutritious or tasty. Also it seems to be higher priced and less food compared to other districts I have been in.
- Lunches are not dietary enough. Too many starches, not enough vegetables.
- I do not wish for teachers to give my children candy rewards all day long. They give them sugar then wonder why the kids won't sit down and be quiet. Not to mention my dentist bill.
- Twenty minutes to eat, get out of the cafeteria and a disciplinarian who stands and talks constantly (or shouts) then awards students lunches. There needs to be a one-hour time for the whole school at the same time, with recess after eating-outside or in a gym-and don't silence this time of day-one of the few times to socialize. Food-way too many carbohydrates and junk food-we have an epidemic of more than 60% of the population being obese, and type 2 diabetes in our kids due to junk food and lack of exercise.

J. TRANSPORTATION

- I feel bus safety is not completely safe. I feel that we need to let the buses through gates or designate better parking for them so our

kids stay safe and comfortable. Children are being grabbed and yelled at due to lack of paying attention. Not enough parking for buses.

- Our buses are not safe at all because kids wear no seat belts. Some sit 3 to a seat. But what if it was your child- maybe someone would care. What about all children?
- Bus drivers are smoking on buses while kids are loading buses.
- Bus driver has no manner or compassion when it comes to our children in elementary or middle schools.
- When buses are late, parents get worried. The bus drivers don't care.
- Transportation should be provided for all children not just the one in a reasonable walking distance, which is not 2 miles for K-6!
- Parents need to be able to address the bus driver when students are written up for "bad" behavior. Currently we are directed to contact the transportation office to talk with the bus supervisor who never returns our calls or knows the specifics of the case even if they did return calls.
- Bus drivers need behavior training, patience in working with younger children, etc.
- Another Fourth Grader was in charge of recording incidents of badly behaved students. This should not be handled by students.
- Bus safety!! I've seen buses operating with children standing up!
- Don't buy buses that last 5-7 years with the bond money that is financed for 25-30 years.

K. COMPUTERS AND TECHNOLOGY

- The use of the Web site is great when it is updated on a regular basis.
- Web site is not updated-take lessons from Duncanville ISD.
- Computer technology is not part of the regular curriculum. Kids have to wait until the last six-week period to use laptops.
- Teachers need phones in their classrooms-not for personal use, but to improve communication with parents.
- Need to make sure that the kids have the opportunity to work on newer computers and software to help them in the future.
- CHISD has always been ahead of other districts in technology.
- Web site is not being used sufficiently for communicating with the public.
- We teach students how to use technology, but we also need to emphasize how to get a job.

L. SAFETY AND SECURITY

- Kids that are unruly are put in the hallway-this is a standard practice on every campus. They are unsupervised. There is a lack of discipline in the district as a whole. There needs to be more consequences for those that disrupt learning for the rest. The district needs to stand up to parents and not cave in when they complain about the discipline given. The elementary school (Plummer) addresses the discipline, however, there is nowhere to put the children that are consistently disruptive.
- I feel discipline with the children is not handled correctly. I feel the safety at my student's school is not met with safety codes. I feel the local law enforcement through the school is too relaxed. I feel the parents should be heard without yelling and interrupting parents when dealing with issues and hand. I think it needs to deal with parent and officer-parent/teacher/principal and/or parent/principal to meet. I feel this is all being thrown together-everybody in one room, officers included, and the issue of closeness between teacher/officer is too bonded and parents are not being heard properly, only what they want to hear. This also includes name-calling and disorderly conduct with parents.
- I have a student who was sick. I was told to come pick him up. They let him go get his backpack and come wait for me. He waited outside with no supervision for 30 minutes to an hour. I took him home and went back to school (Bray) to see what they had to say about my child. They told me that he was getting his backpack. I was so angry. They let him stay gone for a long length of time without being responsible to check on him. I could have been a stranger taking my child off of the property and they would have never known.
- The Fifth and Sixth graders are so rude, I volunteered in art twice. They had no respect for the teacher (about half the class) and were escorted by teachers down the halls from class to class-I was appalled.
- I don't feel we need police in school.
- How can teachers get away with just putting a kid in the hall because he is not behaving? What if something happens to the child? When you visit schools you routinely see kids out in the hall sitting outside the class and if you ask them what they are doing out there, they say the teacher told me to get out. Who is supervising our kids? Something bad is going to happen if this practice continues.
- Safety and security is always a problem and concern with every school district. I believe the ISD having a great relationship with the police is very helpful. Not only do they provide security they are also a great role model for the kids. The ISD tries to make the best decision they can as far as discipline problems, but some parents forget that discipline starts in the home.

- Need more security at the high school and greeting booth to direct visitors to where they need to go.
- High school students should have access via the athletic hall on cold, rainy, snowy days from the student parking area to the cafeteria.
- Other districts are more proactive with regards to crises. Not sure if management plan is current.
- One participant has worked in a group to review the city and school crisis plan and was very impressed.
- One participant's son told his parent he felt safe at school. Parent has gone in a building without being stopped.
- Need to find the underlying reason for why we need more police officers.
- Need to remove the red wall at CHHS for visibility reasons.

Appendix B TEACHER SURVEY RESULTS

(n=174)

Demographic Data

1.	Gender (Optional)			Male	Female	No Response		
				15%	80%	5%		
2.	Ethnicity (Optional)		Anglo	African American	Hispanic	Asian	Other	No Response
			76%	7%	2%	2%	3%	10%
3.	How long have you been employed by Cedar Hill ISD?							
	1-5 years	6-10 years	11-15 years	16-20 years	20+ years	No Response		
	63%	14%	10%	5%	4%	3%		
4.	What grade(s) do you teach this year?							
	Pre-Kindergarten	Kindergarten	First	Second	Third			
	2%	7%	9%	9%	9%			
	Fourth	Fifth	Sixth	Seventh	Eighth			
	9%	5%	5%	5%	5%			
	Ninth	Tenth	Eleventh	Twelfth				
	8%	8%	9%	8%				

A. District Organization and Management

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
1.	The school board allows sufficient time for public input at meetings.	6%	40%	48%	5%	0%	2%
2.	School board members listen to the opinions	6%	41%	39%	9%	4%	1%

	and desires of others.						
3.	School board members work well with the superintendent.	7%	35%	54%	2%	0%	2%
4.	The school board has a good image in the community.	7%	52%	26%	11%	1%	2%
5.	The superintendent is a respected and effective instructional leader.	21%	52%	22%	2%	1%	2%
6.	The superintendent is a respected and effective business manager.	17%	49%	30%	2%	1%	1%
7.	Central administration is efficient.	11%	51%	15%	17%	6%	1%
8.	Central administration supports the educational process.	13%	59%	14%	7%	5%	2%
9.	The morale of central administration staff is good.	13%	56%	26%	3%	1%	1%

B. Educational Service Delivery and Performance Measurement

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
10.	Education is the main	29%	53%	2%	11%	3%	3%

	priority in our school district.						
11.	Teachers are given an opportunity to suggest programs and materials that they believe are most effective.	19%	56%	8%	12%	2%	2%
12.	The needs of the college-bound student are being met.	22%	41%	28%	6%	2%	1%
13.	The needs of the work-bound student are being met.	13%	33%	39%	11%	2%	2%
14.	The district provides curriculum guides for all grades and subjects.	21%	55%	9%	12%	2%	2%
15.	The curriculum guides are appropriately aligned and coordinated.	13%	47%	19%	16%	4%	1%
16.	The district's curriculum guides clearly outline what to teach and how to teach it.	11%	39%	18%	25%	5%	2%
17.	The district has effective educational programs for the following:						

	a) Reading	20%	57%	5%	14%	3%	1%
	b) Writing	13%	59%	7%	16%	4%	1%
	c) Mathematics	13%	59%	6%	16%	5%	1%
	d) Science	10%	60%	14%	11%	3%	1%
	e) English or Language Arts	17%	68%	7%	6%	2%	1%
	f) Computer Instruction	22%	66%	7%	2%	2%	1%
	g) Social Studies (history or geography)	12%	63%	14%	7%	2%	1%
	h) Fine Arts	11%	56%	17%	12%	3%	1%
	i) Physical Education	15%	65%	10%	7%	2%	1%
	j) Business Education	11%	43%	40%	3%	1%	1%
	k) Vocational (Career and Technology) Education	12%	36%	41%	8%	1%	2%
	l) Foreign Language	9%	49%	35%	3%	2%	2%
18.	The district has effective special programs for the following:						
	a) Library Service	11%	60%	15%	11%	2%	1%
	b) Honors/Gifted and Talented Education	19%	57%	10%	13%	1%	1%
	c) Special Education	20%	57%	6%	13%	3%	1%

d) Head Start and Even Start programs	11%	34%	47%	5%	2%	1%
e) Dyslexia program	3%	34%	43%	16%	5%	1%
f) Student mentoring program	5%	28%	41%	23%	3%	1%
g) Advanced placement program	18%	55%	23%	3%	1%	1%
h) Literacy program	10%	40%	39%	9%	2%	2%
i) Programs for students at risk of dropping out of school	3%	31%	39%	22%	4%	1%
j) Summer school programs	10%	47%	34%	6%	2%	1%
k) Alternative education programs	9%	49%	25%	11%	3%	2%
l) "English as a second language" program	12%	57%	21%	7%	2%	1%
m) Career counseling program	6%	32%	51%	7%	2%	2%
n) College counseling program	5%	32%	52%	7%	2%	2%
o) Counseling the parents of students	5%	34%	34%	21%	5%	1%
p) Drop out prevention program	2%	18%	57%	15%	3%	4%

19.	Parents are immediately notified if a child is absent from school.	7%	44%	30%	14%	2%	2%
20.	Teacher turnover is low.	2%	20%	14%	41%	20%	2%
21.	Highly qualified teachers fill job openings.	5%	44%	9%	29%	9%	4%
22.	Teacher openings are filled quickly.	3%	52%	20%	20%	4%	2%
23.	Teachers are rewarded for superior performance.	3%	18%	11%	47%	18%	2%
24.	Teachers are counseled about less than satisfactory performance.	4%	49%	26%	14%	5%	2%
25.	Teachers are knowledgeable in the subject areas they teach.	10%	67%	14%	6%	1%	3%
26.	All schools have equal access to educational materials such as computers, television monitors, science labs and art classes.	16%	52%	13%	14%	3%	3%
27.	The student-to-teacher ratio is	7%	42%	2%	34%	13%	2%

	reasonable.						
28.	Classrooms are seldom left unattended.	14%	65%	9%	8%	1%	3%

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.	3%	26%	6%	39%	24%	2%
30.	The district has a good and timely program for orienting new employees.	8%	64%	7%	12%	6%	2%
31.	Temporary workers are rarely used.	3%	30%	37%	22%	5%	3%
32.	The district successfully projects future staffing needs.	5%	33%	31%	22%	7%	3%
33.	The district has an effective employee recruitment program.	6%	41%	33%	13%	4%	2%
34.	The district operates an effective staff development program.	13%	57%	5%	16%	7%	2%
35.	District employees	25%	67%	5%	2%	0%	2%

	receive annual personnel evaluations.						
36.	The district rewards competence and experience and spells out qualifications such as seniority and skill levels needed for promotion.	6%	36%	13%	36%	9%	1%
37.	Employees who perform below the standard of expectation are counseled appropriately and timely.	3%	44%	27%	18%	6%	2%
38.	The district has a fair and timely grievance process.	5%	39%	48%	5%	3%	1%
39.	The district's health insurance package meets my needs.	5%	40%	12%	28%	16%	0%

D. Community Involvement

Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
40. The district regularly communicates with parents.	13%	67%	7%	10%	1%	1%
41. The local	5%	28%	41%	23%	3%	1%

	television and radio stations regularly report school news and menus.						
42.	Schools have plenty of volunteers to help student and school programs.	9%	37%	13%	34%	7%	1%
43.	District facilities are open for community use.	10%	63%	21%	3%	2%	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.	8%	38%	9%	28%	15%	2%
45.	Parents, citizens, students, faculty, staff and the board provide input into facility planning.	9%	54%	16%	14%	6%	1%
46.	The architect and construction managers are selected	6%	28%	52%	9%	4%	1%

	objectively and impersonally.						
47.	The quality of new construction is excellent.	5%	26%	34%	22%	11%	1%
48.	Schools are clean.	12%	66%	3%	14%	4%	1%
49.	Buildings are properly maintained in a timely manner.	10%	53%	5%	25%	6%	1%
50.	Repairs are made in a timely manner.	9%	49%	3%	30%	7%	2%
51.	Emergency maintenance is handled promptly.	13%	64%	10%	9%	2%	2%

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%	40%	35%	16%	3%	1%
53. Campus administrators are well trained in fiscal management	7%	37%	43%	6%	4%	2%

	techniques.						
54.	Financial resources are allocated fairly and equitably at my school.	7%	45%	29%	11%	5%	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.	6%	52%	18%	19%	4%	1%
56. Purchasing acquires the highest quality materials and equipment at the lowest cost.	6%	43%	34%	14%	3%	1%
57. Purchasing processes are not cumbersome for the requestor.	5%	44%	28%	20%	3%	0%
58. Vendors are selected competitively.	5%	33%	54%	6%	2%	1%
59. The district provides teachers and administrators an easy-to-use standard list of supplies and equipment.	6%	40%	21%	28%	5%	1%
60. Students are issued	12%	58%	14%	11%	4%	1%

	textbooks in a timely manner.						
61.	Textbooks are in good shape.	12%	61%	11%	10%	2%	3%
62.	The school library meets the student needs for books and other resources.	15%	56%	6%	17%	5%	2%

H. Food Services

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
63.	The cafeteria's food looks and tastes good.	3%	37%	20%	25%	13%	1%
64.	Food is served warm.	6%	60%	18%	10%	5%	1%
65.	Students eat lunch at the appropriate time of day.	9%	78%	2%	9%	3%	1%
66.	Students wait in food lines no longer than 10 minutes.	8%	45%	8%	28%	10%	1%
67.	Discipline and order are maintained in the school cafeteria.	9%	49%	6%	22%	14%	1%
68.	Cafeteria staff is helpful and friendly.	11%	52%	13%	16%	6%	1%

69.	Cafeteria facilities are sanitary and neat.	14%	74%	5%	5%	3%	1%
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I. Safety and Security

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
70.	School disturbances are infrequent.	8%	47%	9%	25%	10%	2%
71.	Gangs are not a problem in this district.	7%	30%	30%	27%	4%	1%
72.	Drugs are not a problem in this district.	5%	17%	30%	36%	10%	1%
73.	Vandalism is not a problem in this district.	3%	22%	20%	44%	10%	1%
74.	Security personnel have a good working relationship with principals and teachers.	9%	54%	26%	7%	2%	1%
75.	Security personnel are respected and liked by the students they serve.	8%	45%	31%	13%	3%	1%
76.	A good working arrangement exists between the local law enforcement	18%	61%	16%	2%	2%	1%

	and the district.						
77.	Students receive fair and equitable discipline for misconduct.	10%	48%	6%	18%	16%	1%
78.	Safety hazards do not exist on school grounds.	7%	47%	17%	22%	7%	1%

J. Computers and Technology

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
79.	Students regularly use computers.	32%	57%	3%	7%	1%	1%
80.	Students have regular access to computer equipment and software in the classroom.	28%	49%	5%	15%	2%	1%
81.	Teachers know how to use computers in the classroom.	28%	67%	3%	2%	0%	1%
82.	Computers are new enough to be useful for student instruction.	28%	61%	4%	5%	2%	1%
83.	The district meets student needs in classes in computer fundamentals.	28%	60%	5%	5%	0%	1%

84.	The district meets student needs in classes in advanced computer skills.	19%	55%	18%	5%	2%	1%
85.	Teachers and students have easy access to the Internet.	33%	60%	1%	6%	0%	0%

Appendix B

TEACHER SURVEY RESULTS

The following comments convey the perception of Cedar Hill Independent School District teachers and do not reflect the findings or opinion of the Comptroller or review team. The narrative comments are the actual comments received.

Teacher Survey Verbatim Comments

- Overall I am very satisfied with the performance of Cedar Hill in these areas.
- High turnover in administration and counseling creates problems at secondary level. Failure to see why there is such a high turnover is the problem. Maybe the wrong person is allowed to stay.
- I have only taught in CHISD for 2 years, and this is my 14th year of teaching. Compared with my previous experiences I am very impressed with the educational performance of Cedar Hill ISD.
- The administration employs too many assistant superintendents, mid managers. It is bloated and not cost effective. Our teacher salaries are well under surrounding districts and overall-the parents in our district are not very involved. We have a fairly high turn over ratio of teachers. Discipline, classroom management, and pay are the main issues that need attention.
- High school currently suffers from lack of instructional leadership-continued good performance due solely to dedication and professionalism of teachers and staff.
- Cedar Hill like most school districts is too worried about their TAAS scores so all we are doing is teaching skills and TAAS strategies. There are too much discipline problems in all school districts.
- Cedar Hill's educational performance is marginal. Teachers are well versed in content, but not allowed the opportunity to use this in the classroom due to time restraints and benchmark testing (which is quite excessive). Educational performance is also hindered by disruptive or disorderly students in the classroom. High teacher turnover rates have caused educational performance to suffer. New or first year teachers are not given the necessary assistance needed to help them be successful. There is no vertical alignment with lower grades to ensure that skills and knowledge of skills are being mastered before students are promoted to other grades. All stockholders do not share in planning and school decisions, especially teachers. Professional and qualified staff and

teachers are also needed to improve educational performance in this district.

- The school is too crowded. Class sizes are 30 students per class in most cases. Discipline is a problem. Disruptive students are sent to the office, but behavior does not improve students is sent back to class and continues to be disruptive. It is difficult for the teacher to teach and especially difficult for students to learn. How can we get the constantly disruptive student removed from the classroom? I do not allow my children to attend this school.
- Our school has had many principal changes, which is costly for our district and students. Each new principal comes with his or her own agenda and new programs. These new programs are costly. Then the new programs are abandoned by the new principal for more new programs. Some principals have been qualified and some don't know anything about the TAAS test. I would like to have principals evaluated by staff members.
- I don't feel that teachers/principals have enough say at what programs are implemented at the building level. For example: all title one money distributed by administration without any say from principals.
- Recurring discipline problem students are not moved to the next level of corrective action in a timely manner. We need to give our students the opportunity to have a classroom environment that promotes learning and the habitual problem causers in the classroom take away from all the other students. Enforcement of the established guidelines in a consistent fashion by all administrators would greatly help reach this goal.
- Athletics is first-core subjects are last in priority. We are top heavy in administration. Administration took over for use as office space an entire school building when at the same time classroom space was scarce. Teacher has to find some place to do planning because classrooms are assigned to other teachers during conference time. Teacher paper work-emails and duties continue to increase. Vocational programs, which are federal, get all the space they want.
- High Pointe elementary is a quality school with a highly professional staff. The principal is fair and very professional and ever present on the campus. Teachers seem to be cooperative- this school compares very favorably to the Arlington school I have worked at.
- The teachers in this district are incredibly dedicated to their students. Two of my children have been through school here and I believe things are getting better and better. I'm concerned about the lack of long term planning the rapid growth in Cedar Hill and the top-heavy management staff at central office. I'm also concerned that teacher and other staff salaries are not keeping pace with other

districts around Cedar Hill and that we will continue to lose good teachers if something isn't done very soon.

- This is a very commendable school district. As a teacher I receive excellent support with computer technology training, application with adequate (more than adequate) software. The computers are well maintained and problems fixed. The building is very clean with hard-working dedicated personnel and custodial help. The staff in the building both in the office and support staff go out of their way many times to assist teachers and parents. Sometimes these parents are less than courteous to support staff yet the staff handles matters courteously.
- I don't feel that the school board or administration values the experience of their teachers or that the district places value on teachers with experience. Most teachers that are hired are new. I wish the district would offer an incentive to keep older teachers. Some districts offer retirement pay to their retiring teachers.
- I do not feel that my school gets the support it needs to be successful. My school is looked down upon by some administrators because of test scores. Why give extra money and support to schools whose children have everything great at home? Wouldn't that money and support be used in a more efficient way at a school whose students are economically disadvantaged? Not only that, my school building is frequently cold because the heat doesn't work. On a cold day, this can be a health problem.
- Cedar Hill is an excellent school district to work for. Overall it is a great place to work!
- The school has quite a few discipline problems and destruction of books. There is a great turnover of teachers and principals. The turnover of principals causes stress because each does things differently and some are very unfamiliar with procedures and programs. Because of a booming population, the specials programs are over crowded (computer lab, library, PE, music).
- Finding quality personnel and recruiting college graduates with a lower salary schedule is a major area of need here. Our salary schedule improves with years of experience but it is hard to compete at the 0-2 year experience level. TAAS pressure, growing pains, construction issues all contribute to a wide sense of uneasiness with most elementary teachers. Our AP program is outstanding - due partly to the leveling of classes found at the elementary and intermediate levels.
- I've been an educator for 27 years with seven years spent in Cedar Hill ISD. I've seen Cedar Hill meet the challenges of our state demands and go beyond those demands. I hope and think the kids are our main priority in this district. I think you'll find Cedar Hill ISD a great educational establishment.
- Discipline policy is not effective. Students have too many chances.

- I think Cedar Hill ISD is an excellent school district to work with. I do think the teacher salaries should be more competitive with the other school districts in the metroplex, which are at least \$4,000 more (for beginning teachers).
- There are too many administrators at the administration building. Teachers are restricted with the amount of paper and copies they use. Administration is not restricted. With the new additions to several buildings, teachers were not asked about their needs in a classroom. The teachers spend entirely too much of their own money for classroom use because the district does not supply the things they need.
- Not only am I an employee in the district, but I am also a parent. It was difficult to separate those two positions. I believe it is an excellent school district with some areas needing adjustments.
- The district is above other districts in providing teachers with free at home MSN connections. The school needs more up to date computers. I have been unable to use some software that I ordered at the beginning of the year that is very important to instruction in my subject. The computer situation has not been corrected despite computer personnel saying they could take care of it. The equipment is very out of date. The entire network needs to be improved. Also it's a long time and many requests before I get anyone over from the district computer department to help me. They are understaffed. Also the libraries need more equipment such as cassette recorders, CD players and headphones for classrooms to use, or the classroom should be equipped with at least 6 players for student use. Other districts pay stipends to teachers in specific areas my area is in great demand in the state and CH is one of the few who do not pay a \$5,000 stipend. Health, dental, life, and disability packages are paid for by many other districts for the employee without any cost to the teacher. Full day care for teachers and other free services are not provided by the CH district like lunch, dry cleaning pick-up or chair massages.
- I would like to see an organized, functioning and effective AEP for intermediate grades. I would really like common courtesy to be a full expectation at the schools. If it has to be taught then so be it. If 2 weeks of the curriculum needed to be spent teaching and practicing courtesy and civility and the appropriate roll of students toward adults in school with clear discipline and enforceable guidelines, it may save us a lot of problems throughout the school year. Even a week of a comprehensive program designed to teach students basic appropriate communicating skills may save time throughout the year.
- Cedar Hill is a rapidly growing district. I think it has done a fine job with keeping up with the increasing demands. In 20 years, I

have never had any problems with administration, fellow teachers or support staff. I am happy to be working here.

- I have really enjoyed the time I have been employed with Cedar Hill ISD compared to previous districts I have worked for. However I feel there is a rising concern with young students. In the 15 years that I have taught, I am seeing more students who have anger issues and discipline problems. It is becoming harder to teach as I see the number of these students increasing per class. I feel there needs to be additional programs and alternatives for these students who continue to disrupt the learning process. If this problem is addressed in K and 1st, then in my opinion the Jr. High and High School may see some of their problems decrease.
- In my opinion, Cedar Hill is a wonderful district to work for. It has its challenges, but those are to be expected in a district that is growing as quickly as this one is. Cedar Hill is a great district. Beltline intermediate is the best school and has the best principal!
- Accelerated Reader(AR) has been used as the reading program in this district for years. AR is designed to supplement the adopted reading program. Thus the libraries reflect AR and are not curriculum driven, as they should be.
- The administration at the district level in charge of the libraries has no previous knowledge of the philosophies or workings of libraries. They learn as they go. And principals have no training about libraries, thus not a clue.
- Communication is very poor from the top down. E-mails are rarely answered or even acknowledged.
- My evaluator has yet to observe me. One year I wrote a list of goals for the year which I wanted to discuss with my evaluator. When I mentioned that I wanted to meet to discuss the goals I was told "Oh, I read the list you sent. There's no need to meet."
- Atmosphere at the school is not professional nor is it warm and friendly overall. So morale is low.
- Building administrators are not aware of the library program and its needs because they never visit the library as the educational leaders of the school.
- The educational performance at Cedar Hill ISD is good. I feel there needs to be a program in place for those students that have a low IQ and do not qualify for special education services who are not working on grade level.
- I think Cedar Hill is a good school district. The one concern I see is lack of appreciation for teachers and the constant pressure with no let up!
- Our workshop days are worthless. I teach math. Give me something that will make me a better math teacher.
- Cedar Hill ISD is a place where teachers/support staff can walk into administration and talk to any administrator. The district is

large, but not overwhelming. The district needs to put the salary up with the other districts. The districts insurance plan has cost me enough money as it doesn't cover much. I hope that we are able to finally use the state's insurance plan since it will be available next year.

- Class size strongly impacts the classroom. I teach 1st grade and it greatly affects the learning opportunities as well as discipline. It seems we are having more students with above average discipline issues and I feel that our hands are tied. These students remain in the classroom to disrupt the learning process. On a positive note I love my school, the staff is wonderful. I drive a great distance to be a part of a spectacular district.
- We have an excellent district. My own children went to school in this district and received a very good education. The district's main goal is the education of the students. They want the very best for them.
- CHISD is great. I have a sophomore and am glad to be an employee and have a student go to CHISD.
- Too many people in administration. Some of those salaries could be used to decrease class size in pre-Kindergarten, Kindergarten and 1st grades.
- Smaller classes for Kindergarten and 1st grade (16:1) would enable better teaching and learning to occur. More support staff for students who are "low" but do not qualify for special education services is needed. Teachers and students also need a support system to assist with habitual discipline problems that affect the learning process (in school suspension, counseling, etc.).
- I feel that CHISD has too many administrators who have been out of the classroom for a long time. Most of them are only seen in the schools to criticize and give directives. Also CHISD has too many "specialists" that stay in offices all day and take 2-hour lunches or shopping trips. The administrators are so quick to judge teachers and not renew their contracts, when I know there are principals who are not certified and have buildings with low teacher morale and yet these principals continue in their positions.
- Discipline in this district is not strict enough which is why children misbehave. Perhaps if we set more limits children would understand consequences for their behavior.
- I have been employed by other school districts in Texas and California. Cedar Hill is organized and always communicates all concerns. They listen and are many times willing to compromise. I count it a privilege to work for CHISD.
- It was estimated that we would only grow one class at Waterford Oaks Elementary School this school year. We have added four classes since school started this year. We have no classrooms left. The district refuses to place portable building here, so our teachers

of special programs are now holding class in the hallway or room hopping during specials. We have asked for a new specials' teacher such as an Art teacher and have been refused. Our library is now closed due to the fact that it is a special. The children who could return books and receive new books to get Accelerated Reader points can no longer do so throughout the week. Our lunch periods are only 30 minutes. The students do not get lunch until 10 minutes into the lunch period. I have seen it take as long as 15 minutes. Then they are made to throw away their food and line up sometimes 10 minutes early. Parents have complained to the administration and so have teachers. It has not changed in the four years I have been in this district. They are also cutting Reading Recovery because the person in charge thinks it is too expensive and does no good. The problem is she has never set in on a class. She does not know what the Reading Recovery teachers do, so she feels it is ineffective. While other districts around us are adding classes for Reading Recovery, we are cutting the program altogether! I feel this is a grave disservice to our students. As a first grade teacher I have seen Reading Recovery turn a student who had no clue how to read into a very successful student in 20 weeks. I have had students who did not know any letters or sounds learn how to read and get to grade level in 14 to 20 weeks. If we want our student to pass TAAS, then we do not need to get rid of programs that truly help our students!

- Construction needs to be improved (hire people that know how to do the job).
- Security is lacking at the secondary level.
- I have taught in a variety of states and can see a big difference between education here and elsewhere in the USA. Texas (if exemplified by CHISD) is decidedly inferior to what I've experienced other places. It is a frightening scenario!
- I am very grateful that the district leadership works so well with the classroom teachers.
- Cedar Hill ISD is too top heavy. The salaries paid to these administrators could easily be split in order to pay for more teachers.
- In Cedar Hill we really need more effective discipline options at the elementary level. After that everything else would fall into place. Special education needs also should be addressed.
- Cedar Hill ISD is a wonderful district that offers great opportunities for both staff and students. As with any major "company" continuous improvement is imperative. I believe that CHISD actively pursues such improvement.
- Administration - a lot of teachers wonder what some actually do; we see more hired and \$ spent but no impact on students/classroom or help for teachers.

- Classrooms are crowded with too many behavior problems.
- Teacher salary is somewhat lower than surrounding areas; no rewards.
- I want to purchase low cost items not order them out of catalogs.
- Food service - food is not nutritional; service needs to be faster for students.
- Playgrounds are not safe.
- I am supported totally by my principal but their hands seem to be tied by administration for student needs and teacher needs.
- Need more parent training.
- Inexperienced teachers or teachers new to the district, generally teach the "basic" classes rather than "master" teachers.
- Very large class size in basic courses.
- Uneven scheduling - look at teacher loads.
- Too many folks coaching - note schedules.
- Room assignments all special education is in one hallway.
- Some general education classes have six special education students in one class period.
- I feel that Cedar Hill is a growing district. The district as a whole is going toward the right direction, but it's doing it slowly.
- Teachers in Kindergarten and First Grade need an aide in the classroom or much smaller classes.
- I feel that Cedar Hill ISD needs to focus on management and consistency. Administration needs to take more positive measures to assist principals and teachers. I see support, at times, for my campus but only when we were coming apart as a whole campus. Administration is trying, although, quality management is what the district needs.
- This district is growing extremely fast. It is hard to establish and maintain consistency in curriculum and discipline. I feel our district is so afraid of lawsuits, they cower down to parents when they should stand behind teachers. Lack of support from central administration. Turnover is way too high. Discipline issues are not consistent. The philosophy of team doesn't apply across the district.
- Discipline problems regularly affect performance in the classroom. When problem students are returned to the class with just a warning, the disruptions continue. Some major infractions are handled in a minor way because "district policy" does not spell out letter for letter how some problems should be handled.
- Cedar Hill ISD is a great school district. Our leaders and teachers are the best. Thank you for caring about our schools.
- I feel that this district has a lot going for it. For the most part, I've had positive experiences. I think the district should raise expectations for teachers and staff. There is a feeling of negativity

with some. Also, student behavior expectations could be raised. It's not enough to have high test scores. Thank you!

- I have wondered at times if we were "top" heavy having too many administrators while in our school we only get 2 reams of paper to use each six weeks. We have secretaries who have secretaries...while at the schools we struggle to get supplies we need, enough textbooks in a timely manner for our kids, and must purchase anything extra from our own finances. I trust our finance office with the \$, I know they do a great job with all the expenses. I am very impressed with some of the college prep courses offered, the literacy instruction available in elementary schools and the discipline at our middle schools.
- I am very proud and happy to be part of Cedar Hill ISD. We have an efficient, knowledgeable, and very fair principal. I have no complaints and only one wish. I wish the copy machine would work more often.
- The elementary library schedules do not allow students and classes open library use for research projects. Librarians cover the planning periods of teachers which closes libraries for effective use. Libraries are not given enough budget money to replace worn books and buy new materials.

Appendix C PRINCIPAL AND ASSISTANT PRINCIPAL SURVEY RESULTS

(n=11)

Demographic Data

1. Gender (Optional)	Male	Female	No Response			
	27%	64%	9%			
2. Ethnicity (Optional)	Anglo	African American	Hispanic	Asian	Other	
	64%	27%	0%	0%	9%	
3. How long have you been employed by Cedar Hill ISD?	1-5 years	6-10 years	11-15 years	16-20 years	20+ years	No Response
	0%	27%	18%	0%	9%	45%
4. What grades are taught in your school?						
	Pre-Kindergarten	Kindergarten	First	Second	Third	
	9%	36%	36%	27%	27%	
	Fourth	Fifth	Sixth	Seventh	Eighth	
	27%	36%	36%	18%	18%	
	Ninth	Tenth	Eleventh	Twelfth		
	36%	36%	36%	36%		

A. District Organization and Management

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
1.	The school board allows sufficient time for public input at meetings.	18%	45%	36%	0%	0%	0%
2.	School board members listen	36%	45%	9%	9%	0%	0%

	to the opinions and desires of others.						
3.	The superintendent is a respected and effective instructional leader.	64%	27%	9%	0%	0%	0%
4.	The superintendent is a respected and effective instructional leader.	64%	27%	9%	0%	0%	0%
5.	The superintendent is a respected and effective business manager.	73%	18%	9%	0%	0%	0%
6.	Central administration is efficient.	9%	64%	9%	18%	0%	0%
7.	Central administration supports the educational process.	18%	64%	9%	9%	0%	0%
8.	The morale of central administration staff is good.	27%	45%	0%	27%	0%	0%

B. Educational Service Delivery and Performance Measurement

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
9.	Education is the main priority in our	55%	27%	0%	18%	0%	0%

	school district.						
10.	Teachers are given an opportunity to suggest programs and materials that they believe are most effective.	55%	27%	18%	0%	0%	0%
11.	The needs of the college-bound student are being met.	55%	36%	9%	0%	0%	0%
12.	The needs of the work-bound student are being met.	36%	36%	18%	0%	9%	0%
13.	The district provides curriculum guides for all grades and subjects.	45%	55%	0%	0%	0%	0%
14.	The curriculum guides are appropriately aligned and coordinated.	27%	64%	9%	0%	0%	0%
15.	The district's curriculum guides clearly outline what to teach and how to teach it.	18%	45%	27%	9%	0%	0%
16.	The district has effective educational programs for the following:						

	a) Reading	36%	64%	0%	0%	0%	0%
	b) Writing	36%	36%	9%	0%	9%	9%
	c) Mathematics	18%	73%	0%	0%	9%	0%
	d) Science	27%	64%	0%	0%	9%	0%
	e) English or Language Arts	9%	73%	9%	0%	0%	9%
	f) Computer Instruction	45%	45%	0%	0%	9%	0%
	g) Social Studies (history or geography)	18%	73%	9%	0%	0%	0%
	h) Fine Arts	36%	36%	27%	0%	0%	0%
	i) Physical Education	18%	64%	18%	0%	0%	0%
	j) Business Education	27%	18%	55%	0%	0%	0%
	k) Vocational (Career and Technology) Education	27%	18%	45%	0%	9%	0%
	l) Foreign Language	27%	27%	45%	0%	0%	0%
17.	The district has effective special programs for the following:						
	a) Library Service	18%	64%	18%	0%	0%	0%
	b) Honors/Gifted and Talented Education	27%	64%	0%	9%	0%	0%
	c) Special Education	45%	45%	0%	9%	0%	0%

d) Head Start and Even Start programs	9%	45%	36%	9%	0%	0%
e) Dyslexia program	9%	45%	36%	0%	9%	0%
f) Student mentoring program	18%	36%	18%	18%	9%	0%
g) Advanced placement program	45%	36%	18%	0%	0%	0%
h) Literacy program	18%	64%	9%	0%	9%	0%
i) Programs for students at risk of dropping out of school	9%	36%	27%	9%	9%	9%
j) Summer school programs	27%	55%	9%	0%	9%	0%
k) Alternative education programs	36%	55%	0%	0%	9%	0%
l) "English as a second language" program	27%	55%	9%	0%	9%	0%
m) Career counseling program	9%	36%	45%	0%	9%	0%
n) College counseling program	9%	27%	55%	0%	9%	0%
o) Counseling the parents of students	9%	64%	18%	0%	9%	0%
p) Drop out prevention program	9%	45%	36%	0%	9%	0%

18.	Parents are immediately notified if a child is absent from school.	9%	36%	9%	36%	9%	0%
19.	Teacher turnover is low.	0%	0%	27%	55%	18%	0%
20.	Highly qualified teachers fill job openings.	0%	45%	27%	27%	0%	0%
21.	Teachers are rewarded for superior performance.	0%	9%	18%	64%	9%	0%
22.	Teachers are counseled about less than satisfactory performance.	18%	64%	9%	9%	0%	0%
23.	All schools have equal access to educational materials such as computers, television monitors, science labs and art classes.	18%	64%	18%	0%	0%	0%
24.	Students have access, when needed, to a school nurse.	36%	64%	0%	0%	0%	0%
25.	Classrooms are seldom left unattended.	27%	64%	0%	9%	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%	36%	9%	45%	9%	0%
27.	The district has a good and timely program for orienting new employees.	0%	64%	9%	18%	0%	9%
28.	Temporary workers are rarely used.	0%	45%	27%	18%	0%	9%
29.	The district successfully projects future staffing needs.	0%	55%	18%	9%	9%	9%
30.	The district has an effective employee recruitment program.	0%	73%	9%	9%	0%	9%
31.	The district operates an effective staff development program.	27%	45%	18%	0%	0%	9%
32.	District employees receive annual personnel evaluations.	27%	45%	0%	0%	9%	18%
33.	The district rewards competence and experience	9%	36%	18%	18%	9%	9%

	and spells out qualifications such as seniority and skill levels needed for promotion.						
34.	Employees who perform below the standard of expectation are counseled appropriately and timely.	9%	64%	18%	0%	9%	0%
35.	The district has a fair and timely grievance process.	9%	73%	9%	0%	9%	0%
36.	The district's health insurance package meets my needs.	0%	64%	9%	9%	18%	0%

D. Community Involvement

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
37.	The district regularly communicates with parents.	18%	73%	9%	0%	0%	0%
38.	Schools have plenty of volunteers to help student and school programs.	9%	45%	9%	36%	0%	0%
39.	District facilities are	27%	73%	0%	0%	0%	0%

	open for community use.						
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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.	27%	64%	9%	0%	0%	0%
41. Schools are clean.	27%	73%	0%	0%	0%	0%
42. Buildings are properly maintained in a timely manner.	0%	73%	18%	9%	0%	0%
43. Repairs are made in a timely manner.	0%	55%	9%	36%	0%	0%
44. Emergency maintenance is handled promptly.	0%	73%	18%	9%	0%	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	18%	36%	45%	0%	0%	0%

	involvement of principals and teachers.						
46.	Campus administrators are well trained in fiscal management techniques.	0%	64%	18%	9%	0%	9%
47.	Financial resources are allocated fairly and equitably at my school.	9%	55%	36%	0%	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.	0%	73%	18%	9%	0%	0%
49.	Purchasing acquires high quality materials and equipment at the lowest cost.	0%	55%	27%	18%	0%	0%
50.	Purchasing processes are not cumbersome for the requestor.	0%	73%	27%	0%	0%	0%
51.	The district provides teachers and administrators an easy-to-use	0%	73%	9%	18%	0%	0%

	standard list of supplies and equipment.						
52.	Students are issued textbooks in a timely manner.	18%	73%	0%	9%	0%	0%
53.	Textbooks are in good shape.	27%	64%	9%	0%	0%	0%
54.	The school library meets student needs for books and other resources.	18%	55%	27%	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.	0%	55%	18%	27%	0%	0%
56.	Food is served warm.	0%	82%	9%	9%	0%	0%
57.	Students have enough time to eat.	0%	91%	0%	9%	0%	0%
58.	Students eat lunch at the appropriate time of day.	0%	100%	0%	0%	0%	0%
59.	Students wait in food lines no longer than 10 minutes.	0%	36%	0%	55%	0%	9%
60.	Discipline	9%	82%	9%	0%	0%	0%

	and order are maintained in the school cafeteria.						
61.	Cafeteria staff is helpful and friendly.	18%	73%	0%	0%	9%	0%
62.	Cafeteria facilities are sanitary and neat.	18%	82%	0%	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.	0%	64%	9%	27%	0%	0%
64.	The district has a simple method to request buses for special events.	0%	45%	36%	18%	0%	0%
65.	Buses arrive and leave on time.	0%	27%	18%	36%	18%	0%
66.	Adding or modifying a route for a student is easy to accomplish.	0%	9%	45%	36%	9%	0%

J. Safety and Security

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
67.	Students feel	9%	91%	0%	0%	0%	0%

	safe and secure at school.						
68.	School disturbances are infrequent.	18%	73%	9%	0%	0%	0%
69.	Gangs are not a problem in this district.	18%	55%	27%	0%	0%	0%
70.	Drugs are not a problem in this district.	9%	27%	36%	27%	0%	0%
71.	Vandalism is not a problem in this district.	9%	36%	27%	27%	0%	0%
72.	Security personnel have a good working relationship with principals and teachers.	18%	55%	18%	9%	0%	0%
73.	Security personnel are respected and liked by the students they serve.	18%	55%	27%	0%	0%	0%
74.	A good working arrangement exists between the local law enforcement and the district.	45%	45%	9%	0%	0%	0%
75.	Students receive fair and equitable discipline for	27%	55%	9%	9%	0%	0%

	misconduct.						
76.	Safety hazards do not exist on school grounds.	18%	45%	18%	18%	0%	0%

K. Computers and Technology

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
77.	Students regularly use computers.	82%	18%	0%	0%	0%	0%
78.	Students have regular access to computer equipment and software in the classroom.	73%	27%	0%	0%	0%	0%
79.	Computers are new enough to be useful for student instruction.	73%	27%	0%	0%	0%	0%
80.	The district meets student needs in computer fundamentals.	82%	18%	0%	0%	0%	0%
81.	The district meets student needs in advanced computer skills.	55%	45%	0%	0%	0%	0%
82.	Teachers know how to use computers in the classroom.	55%	45%	0%	0%	0%	0%
83.	Teachers and	64%	36%	0%	0%	0%	0%

	students have easy access to the Internet.						
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Appendix C

PRINCIPAL AND ASSISTANT PRINCIPAL SURVEY RESULTS

The following comments convey the perception of Cedar Hill Independent School District principals and do not reflect the findings or opinion of the Comptroller or review team. The narrative comments are the actual comments received.

Principal Survey Verbatim Comments

- No parent support, central administration is scared of parents, central administration will not support SOME administrators regarding parent complaints, parents control admin, which reflect board control.
- Major concern with risk of students. I would hope to one day see skills taught to students that could help them provide for their needs after high school. Perhaps this would serve as an incentive not to drop out of high school.
- For the most part, board and central office are very supportive of everything that we do at our campuses.
- Fine arts department budgets are not equitable with other large schools. Some areas receive major money than others-unfairly.
- CHISD headed in good direction.

Appendix D DISTRICT ADMINISTRATIVE AND SUPPORT STAFF SURVEY RESULTS

(n=27)

Demographic Data

1. Gender (Optional)	Male	Female	No Response			
	26%	67%	7%			
2. Ethnicity (Optional)	Anglo	African American	Hispanic	Asian	Other	No Response
	74%	4%	02%	42%	73%	11%
3. How long have you been employed by Cedar Hill ISD?	1-5 years					
	6-10 years	11-15 years	16-20 years	20+ years	No Response	
	0%	15%	22%	15%	7%	41%
4. Are you a(n):	Administrator		Clerical Staffer	Support Staffer	No Response	
	52%		33%	11%	4%	
5. How long have you been employed in this capacity by Cedar Hill ISD?	1-5 years					
	6-10 years	11-15 years	16-20 years	20+ years	No Response	
	0%	19%	11%	4%	0%	67%

A. District Organization and Management

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
1.	The school board allows sufficient time for public input at meetings.	41%	37%	19%	4%	0%	0%
2.	School board members listen to the opinions and desires of	37%	41%	15%	7%	0%	0%

	others.						
3.	The superintendent is a respected and effective instructional leader.	67%	22%	4%	7%	0%	0%
4.	The superintendent is a respected and effective business manager.	63%	22%	4%	11%	0%	0%
5.	Central administration is efficient.	52%	33%	0%	11%	4%	0%
6.	Central administration supports the educational process.	67%	26%	4%	4%	0%	0%
7.	The morale of central administration staff is good.	52%	37%	0%	11%	0%	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 priority in our school district.	67%	26%	0%	7%	0%	0%
9.	Teachers are given an opportunity to suggest programs and materials that they believe	44%	41%	15%	0%	0%	0%

	are most effective.						
10.	The needs of the college-bound student are being met.	41%	33%	15%	11%	0%	0%
11.	The needs of the work-bound student are being met.	30%	44%	22%	4%	0%	0%
12.	The district has effective educational programs for the following:						
	a) Reading	37%	56%	7%	0%	0%	0%
	b) Writing	30%	63%	7%	0%	0%	0%
	c) Mathematics	26%	52%	7%	11%	0%	4%
	d) Science	26%	59%	11%	4%	0%	0%
	e) English or Language Arts	30%	59%	7%	4%	0%	0%
	f) Computer Instruction	37%	52%	4%	7%	0%	0%
	g) Social Studies (history or geography)	26%	56%	15%	4%	0%	0%
	h) Fine Arts	30%	56%	11%	4%	0%	0%
	i) Physical Education	37%	52%	11%	0%	0%	0%
	j) Business Education	22%	70%	7%	0%	0%	0%
	k) Vocational (Career and Technology) Education	41%	52%	7%	0%	0%	0%
	l) Foreign	22%	63%	11%	4%	0%	0%

	Language						
13.	The district has effective special programs for the following:						
	a) Library Service	19%	44%	37%	0%	0%	0%
	b) Honors/Gifted and Talented Education	26%	56%	15%	4%	0%	0%
	c) Special Education	44%	48%	7%	0%	0%	0%
	d) Head Start and Even Start programs	48%	33%	19%	0%	0%	0%
	e) Dyslexia program	11%	44%	37%	7%	0%	0%
	f) Student mentoring program	19%	37%	30%	7%	0%	7%
	g) Advanced placement program	44%	37%	19%	0%	0%	0%
	h) Literacy program	22%	48%	26%	0%	0%	4%
	i) Programs for students at risk of dropping out of school	15%	44%	33%	0%	4%	4%
	j) Summer school programs	15%	52%	30%	0%	0%	4%
	k) Alternative education programs	37%	44%	15%	4%	0%	0%
	l) "English as a second	22%	48%	30%	0%	0%	0%

	language" program						
	m) Career counseling program	11%	41%	41%	7%	0%	0%
	n) College counseling program	15%	33%	41%	7%	0%	4%
	o) Counseling the parents of students	11%	44%	33%	7%	0%	4%
	p) Drop out prevention program	7%	41%	33%	11%	0%	7%
14.	Parents are immediately notified if a child is absent from school.	15%	30%	41%	15%	0%	0%
15.	Teacher turnover is low.	4%	19%	19%	48%	11%	0%
16.	Highly qualified teachers fill job openings.	4%	26%	30%	37%	4%	0%
17.	Teacher Openings are filled quickly	4%	41%	41%	15%	0%	0%
18.	Teachers are rewarded for superior performance.	0%	26%	41%	26%	7%	0%
19.	Teachers are counseled about less than satisfactory performance.	0%	44%	33%	22%	0%	0%
20.	All schools have equal	30%	63%	7%	0%	0%	0%

	access to educational materials such as computers, television monitors, science labs and art classes.						
21.	The student - to-teacher ratio is reasonable.	22%	56%	11%	11%	0%	0%
22.	Students have access, when needed, to a school nurse.	44%	52%	4%	0%	0%	0%
23.	Classrooms are seldom left unattended.	15%	52%	22%	11%	0%	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.	4%	44%	4%	30%	19%	0%
25. The district has a good and timely program for orienting new employees.	7%	63%	15%	15%	0%	0%
26. Temporary workers are rarely used.	0%	22%	44%	26%	4%	4%
27. The district successfully projects future	7%	30%	37%	26%	0%	0%

	staffing needs.						
28.	The district has an effective employee recruitment program.	7%	48%	22%	22%	0%	0%
29.	The district operates an effective staff development program.	22%	48%	4%	26%	0%	0%
30.	District employees receive annual personnel evaluations.	37%	48%	15%	0%	0%	0%
31.	The district rewards competence and experience and spells out qualifications such as seniority and skill levels needed for promotion.	4%	22%	30%	41%	4%	0%
32.	Employees who perform below the standard of expectation are counseled appropriately and timely.	19%	52%	15%	15%	0%	0%
33.	The district has a fair and timely grievance process.	0%	33%	41%	19%	7%	0%
34.	The district's	0%	33%	48%	15%	4%	0%

	health insurance package meets my needs.						
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D. Community Involvement

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
35.	The district regularly communicates with parents.	33%	37%	19%	11%	0%	0%
36.	local television and radio stations regularly report school news and menus.	15%	33%	26%	19%	7%	0%
37.	Schools have plenty of volunteers to help student and school programs.	22%	67%	4%	7%	0%	0%
38.	District facilities are open for community use.	22%	56%	7%	15%	0%	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	33%	37%	19%	11%	0%	0%

	into facility planning.						
40.	The architect and construction managers are selected objectively and impersonally.	15%	33%	26%	19%	7%	0%
41.	Schools are clean.	22%	67%	4%	7%	0%	0%
42.	Buildings are properly maintained in a timely manner.	22%	56%	7%	15%	0%	0%
43.	Repairs are made in a timely manner.	22%	44%	11%	19%	4%	0%
44.	Emergency maintenance is handled promptly.	37%	44%	7%	7%	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 principals and teachers.	4%	48%	41%	7%	0%	0%
46. Campus administrators are well	4%	37%	37%	22%	0%	0%

	trained in fiscal management techniques.						
47.	The district's financial reports are easy to understand and read.	0%	33%	44%	22%	0%	0%
48.	Financial resources are allocated fairly and equitably at my school.	7%	37%	48%	7%	0%	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.	19%	74%	4%	4%	0%	0%
50.	Purchasing acquires high quality materials and equipment at the lowest cost.	11%	56%	22%	11%	0%	0%
51.	Purchasing processes are not cumbersome for the requestor.	4%	56%	30%	4%	4%	4%
52.	The district provides teachers and administrators an easy-to-use	7%	59%	19%	11%	4%	0%

	standard list of supplies and equipment.						
53.	Students are issued textbooks in a timely manner.	7%	48%	41%	4%	0%	0%
54.	Textbooks are in good shape.	7%	52%	41%	0%	0%	0%
55.	The school library meets student needs for books and other resources.	19%	56%	19%	7%	0%	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.	4%	44%	19%	22%	7%	4%
57.	Drugs are not a problem in this district.	0%	30%	19%	41%	11%	0%
58.	Vandalism is not a problem in this district.	0%	30%	15%	48%	7%	0%
59.	Security personnel have a good working relationship with principals and teachers.	11%	48%	30%	7%	0%	4%
60.	Security personnel are respected and liked by the	4%	48%	41%	7%	0%	0%

	students they serve.						
61.	A good working arrangement exists between the local law enforcement and the district.	33%	48%	7%	4%	7%	0%
62.	Students receive fair and equitable discipline for misconduct.	15%	52%	7%	19%	7%	0%

I. Computers and Technology

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
63.	Students regularly use computers.	37%	56%	4%	4%	0%	0%
64.	Students have regular access to computer equipment and software in the classroom.	37%	52%	7%	4%	0%	0%
65.	Computers are new enough to be useful for student instruction.	26%	63%	4%	7%	0%	0%
66.	The district meets student needs in computer fundamentals.	37%	63%	0%	0%	0%	0%
67.	The district meets student	33%	67%	0%	0%	0%	0%

	needs in advanced computer skills.						
68.	Teachers know how to use computers in the classroom.	26%	59%	7%	7%	0%	0%
69.	Teachers and students have easy access to the Internet.	48%	48%	4%	0%	0%	0%

Appendix D

DISTRICT ADMINISTRATIVE AND SUPPORT STAFF SURVEY RESULTS

The following comments convey the perception of Cedar Hill Independent School District administrative and support staff and do not reflect the findings or opinion of the Comptroller or review team. The narrative comments are the actual comments received.

District Administrative and Support Staff Survey Verbatim Comments

- Cedar Hill is a quality district. Many districts as ethnically diverse had experienced significant problems. However, there is a good working relationship among racial/ethnic groups, teachers and administrators, and with the community as well.
- Teacher recruiting efforts do not produce enough minority teachers.
- CHISD's ultimate goal is its students' academic success. This ISD strives to enrich all its students' level of education by providing every opportunity to learn advance and grow. CHISD prepares to meet the challenge of its growing and diverse population.
- All of the staff in the main administration building are helpful and care about the staff and children. And they are very friendly.
- These are the strengths of the district administration team, both central office and campus levels. Collaborative teamwork and problem solving, child centered, supportive environment, results based, focus on continuous evaluation and improvement. These strengths support a successful learning environment from the "top down."
- I wouldn't consider changing districts-I love working for CHISD.
- Collaborative family spirit, strong administrative support, priorities are correctly focused on instruction, good place to work.

Appendix E

PARENT SURVEY RESULTS

(n=195)

Demographic Data

1.	Gender (Optional)			Male	Female	No Response	
				25%	66%	10%	
2.	Ethnicity (Optional)	Anglo	African American	Hispanic	Asian	Other	No Response
		48%	30%	7%	2%	4%	10%
3.	How long have you lived in Cedar Hill ISD?			0-5 years	6-10 years	11 years or more	No Response
				36%	24%	37%	3%
4.	What grade level(s) does you child(ren) attend (circle all that apply)?						
	Pre-Kindergarten		Kindergarten	First	Second	Third	
	2%		6%	5%	6%	7%	
	Fourth		Fifth	Sixth	Seventh	Eighth	
	6%		7%	8%	13%	12%	
	Ninth		Tenth	Eleventh	Twelfth		
	8%		7%	7%	5%		

A. District Organization and Management

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
1.	The school board allows sufficient time for public input at meetings.	6%	33%	49%	8%	1%	4%
2.	School board members listen to the opinions and desires of	5%	31%	49%	10%	2%	4%

	others.						
3.	The superintendent is a respected and effective instructional leader.	11%	30%	51%	2%	1%	5%
4.	The superintendent is a respected and effective business manager.	10%	26%	56%	3%	1%	4%

B. Educational Service Delivery and Performance Measurement

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
5.	The district provides a high quality of services.	11%	56%	9%	16%	1%	7%
6.	Teachers are given an opportunity to suggest programs and materials that they believe are most effective.	10%	41%	34%	8%	3%	4%
7.	The needs of the college-bound student are being met.	15%	32%	33%	14%	3%	3%
8.	The needs of the work-bound student are being met.	10%	34%	44%	8%	2%	3%
9.	The district has effective						

	educational programs for the following:						
	a) Reading	22%	58%	5%	10%	3%	3%
	b) Writing	16%	59%	7%	12%	3%	3%
	c) Mathematics	18%	59%	5%	13%	1%	4%
	d) Science	15%	59%	10%	11%	2%	3%
	e) English or Language Arts	17%	61%	6%	11%	1%	4%
	f) Computer Instruction	16%	60%	11%	9%	2%	3%
	g) Social Studies (history or geography)	16%	58%	11%	11%	1%	3%
	h) Fine Arts	14%	46%	17%	15%	5%	3%
	i) Physical Education	17%	55%	13%	9%	3%	4%
	j) Business Education	9%	36%	42%	8%	2%	3%
	k) Vocational (Career and Technology) Education	7%	35%	47%	7%	2%	3%
	l) Foreign Language	9%	35%	32%	15%	5%	4%
10.	The district has effective special programs for the following:						
	a) Library Service	11%	61%	19%	5%	2%	3%
	b) Honors/Gifted and Talented Education	21%	44%	22%	7%	4%	3%

c) Special Education	9%	37%	43%	4%	3%	5%
d) Head Start and Even Start programs	7%	22%	61%	7%	2%	3%
e) Dyslexia program	3%	11%	70%	6%	7%	3%
f) Student mentoring program	7%	26%	49%	14%	2%	3%
g) Advanced placement program	17%	42%	27%	8%	3%	3%
h) Literacy program	7%	32%	49%	8%	3%	3%
i) Programs for students at risk of dropping out of school	4%	13%	64%	10%	6%	3%
j) Summer school programs	5%	28%	48%	13%	3%	3%
k) Alternative education programs	5%	25%	60%	4%	4%	3%
l) "English as a second language" program	4%	22%	66%	3%	2%	3%
m) Career counseling program	7%	23%	51%	10%	5%	4%
n) College counseling program	6%	25%	50%	10%	5%	3%
o) Counseling the parents of students	6%	24%	37%	19%	10%	3%
n) Dron out	4%	15%	69%	4%	4%	4%

	prevention program						
11.	Parents are immediately notified if a child is absent from school.	14%	30%	24%	19%	10%	2%
12.	Teacher turnover is low.	5%	30%	37%	14%	10%	3%
13.	Highly qualified teachers fill job openings.	7%	36%	24%	20%	9%	4%
14.	A substitute teacher rarely teaches my child.	8%	42%	8%	32%	8%	2%
15.	Teachers are knowledgeable in the subject areas they teach.	12%	61%	10%	13%	2%	2%
16.	All schools have equal access to educational materials such as computers, television monitors, science labs and art classes.	11%	49%	21%	13%	4%	2%
17.	Students have access, when needed, to a school nurse.	24%	61%	8%	5%	1%	2%
18.	Classrooms are seldom left unattended.	14%	46%	27%	10%	2%	1%
19.	The district	13%	60%	9%	11%	4%	3%

	provides a high quality education.						
20.	The district has a high quality of teachers.	13%	56%	11%	12%	6%	3%

C. Community Involvement

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
21.	The district regularly communicates with parents.	12%	48%	8%	23%	5%	4%
22.	District facilities are open for community use.	9%	42%	38%	8%	1%	2%
23.	Schools have plenty of volunteers to help students and school programs.	7%	30%	30%	27%	3%	3%

D. Facilities Use and Management

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
24.	Parents, citizens, students, faculty, staff, and the board provide input into facility planning.	6%	38%	32%	17%	4%	4%
25.	Schools are clean.	14%	68%	4%	8%	4%	3%

26.	Buildings are properly maintained in a timely manner.	13%	53%	15%	13%	4%	2%
27.	Repairs are made in a timely manner.	10%	41%	30%	12%	5%	3%
28.	The district uses very few portable buildings.	7%	36%	14%	28%	12%	3%
29.	Emergency maintenance is handled expeditiously.	7%	42%	43%	5%	2%	2%

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.	4%	33%	18%	28%	13%	4%
31.	Board members and administrators do a good job explaining the use of tax dollars.	5%	24%	34%	26%	8%	3%

F. Financial Management

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
32.	Site-based	4%	19%	60%	12%	2%	3%

	budgeting is used effectively to extend the involvement of principals and teachers.						
33.	Campus administrators are well trained in fiscal management techniques.	5%	21%	62%	9%	1%	3%
34.	The district's financial reports are easy to understand and read.	4%	18%	54%	16%	4%	4%
35.	Financial reports are made available to community members when asked.	5%	19%	62%	9%	3%	3%

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.	14%	56%	7%	15%	6%	1%
37.	Textbooks are in good shape.	13%	64%	9%	10%	3%	2%
38.	The school library meets student needs	19%	56%	10%	11%	3%	1%

	for books and other resources.						
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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.	31%	47%	2%	12%	7%	2%
40.	The school breakfast program is available to all children.	23%	45%	28%	2%	1%	1%
41.	The cafeteria's food looks and tastes good.	9%	40%	24%	18%	9%	1%
42.	Food is served warm.	11%	55%	19%	9%	4%	2%
43.	Students have enough time to eat.	7%	38%	5%	32%	17%	1%
44.	Students eat lunch at the appropriate time of day.	6%	57%	8%	21%	7%	2%
45.	Students wait in food lines no longer than 10 minutes.	7%	33%	17%	26%	16%	1%
46.	Discipline and order are maintained in	7%	58%	12%	15%	6%	2%

	the school cafeteria.						
47.	Cafeteria staff is helpful and friendly.	10%	50%	18%	15%	5%	2%
48.	Cafeteria facilities are sanitary and neat.	9%	65%	17%	5%	2%	2%

I. Transportation

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
49.	My child regularly rides the bus.	14%	16%	22%	15%	30%	3%
50.	The bus driver maintains discipline on the bus.	6%	19%	60%	7%	4%	5%
51.	The length of the student's bus ride is reasonable.	8%	24%	56%	4%	4%	5%
52.	The drop-off zone at the school is safe.	11%	31%	48%	4%	3%	4%
53.	The bus stop near my house is safe.	11%	31%	49%	2%	2%	5%
54.	The bus stop is within walking distance from our home.	15%	34%	43%	3%	1%	4%
55.	Buses arrive and depart on	7%	24%	51%	8%	6%	5%

	time.						
56.	Buses arrive early enough for students to eat breakfast at school.	7%	15%	59%	10%	5%	5%
57.	Buses seldom break down.	5%	24%	59%	6%	3%	5%
58.	Buses are clean.	4%	18%	65%	5%	3%	5%
59.	Bus drivers allow students to sit down before taking off.	10%	18%	61%	6%	1%	5%
60.	The district has a simple method to request buses for special events.	4%	17%	71%	2%	2%	5%

J. Safety and Security

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
61.	Students feel safe and secure at school.	9%	58%	8%	18%	5%	2%
62.	School disturbances are infrequent.	10%	54%	12%	17%	5%	2%
63.	Gangs are not a problem in this district.	9%	38%	28%	19%	4%	2%
64.	Drugs are not a problem in this district.	6%	26%	30%	27%	9%	2%

65.	Vandalism is not a problem in this district.	6%	34%	29%	25%	6%	2%
66.	Security personnel have a good working relationship with principals and teachers.	9%	41%	42%	4%	2%	3%
67.	Security personnel are respected and liked by the students they serve.	10%	47%	33%	6%	3%	2%
68.	A good working arrangement exists between the local law enforcement and the district.	16%	54%	22%	4%	2%	2%
69.	Students receive fair and equitable discipline for misconduct.	8%	45%	17%	18%	10%	2%
70.	Safety hazards do not exist on school grounds.	6%	39%	34%	13%	6%	2%

K. Computers and Technology

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
71.	Teachers know how to teach	10%	59%	22%	5%	4%	2%

	computer science and other technology-related courses.						
72.	Computers are new enough to be useful to teach students.	15%	61%	13%	8%	1%	2%
73.	The district meets student needs in computer fundamentals.	14%	61%	16%	6%	1%	2%
74.	The district meets student needs in advanced computer skills.	10%	42%	30%	13%	4%	2%
75.	Students have easy access to the Internet.	12%	54%	26%	6%	1%	2%

Appendix E

PARENT SURVEY RESULTS

The following comments convey the perception of Cedar Hill Independent School District parents and do not reflect the findings or opinion of the Comptroller or review team. The narrative comments are the actual comments received.

Parent Survey Verbatim Comments

- I truly appreciate my son's teacher for informing me of his progress as well as his tendency to slack off. The teachers understand they can call me anytime. I do have to say, this is my son 1st year at Cedar Hill ISD and I truly feel confident in his instructors. I pray the CHISD get the full recognition they deserve.
- I believe too much time is waste on preparing kids for the TADS instead of teaching.
- I am very disappointed in the turn over of teachers. I feel the students spend way too much time watching videos, etc. while the teacher is trying to get control of the class. I feel the district lacks in the science academics and basic study skills. I wish our schools were more technology advanced and had ample facilities (like indoor tennis courts, a natatorium, etc) like Duncanville and other districts.
- I feel they should have the buses to arrive promptly. I'm satisfied with CHISD services. They need to consider another middle school being built, since the area is growing.
- Very pleased.
- I think Bray Elementary is an excellent school. My kids have really enjoyed the school and the teachers.
- Overall PMS has had a good educational performance on my son. My concern now is when he starts high school. I have heard from other people that there is drugs and bullying.
- Some how, some way must get parents enthused and involved. Parent interests sorely missing. Many teachers do not respect students and do not seem to enjoy their situation. This rubs off. While there are many wonderful teachers, there are many who appear unqualified. Too much negative attitudes openly discussed by teachers. The "average" student is the forgotten student!!! The well behaved also gets lost in shuffle. Re lunch What ever happened to one well-rounded meal offered like we received? I believe all the junk food and sodas are hazardous to our children's attitudes and actions.

- Time for the educational system to be allowed to have more power. Too many naughty children are being catered to because of fear of their parents.
- I think that teacher's e-mail addresses should be included in enrollment packages. Students living in Cedar Crest housing development should be allowed to ride the bus during bad weather. There should be a more dependable way of tracking kids who go to tutorials (attendance records retained for longer periods of time (e.g. full trimester)).
- My child is not an honor roll student and he falls through the cracks because NO ONE does anything for these "close to drop out" students! When a problem is reported about a day later the personal acts like nothing can be done about the problem. Personal should communicate to parents at least all actions will be taken to look into the matter. Also once a student has done wrong teacher should not hold it against the student where other child can tell the difference of attitude in the teacher way of handling the child.
- I would like to see an art program in all elementary schools. Not only is it educational, it is fun!
- We have been pleased with High Point???? We have had great teachers. I have one son in GT classes at West Intermediate, and I have been very pleased with his curriculum and challenging attributes teachers give.
- Teachers should allow student's ample time to utilize the school library and additional time to each lunch.
- I believe that CHISD is a very good start for our children to embark on the challenge of college.
- The district is doing a good job in the gifted and talented program. I do feel that students become "locked" into their level early on and are not able to go to a different level. There are many who are in honors classes who shouldn't be. Below the honors, there is quite a bit of discipline problems in the classroom. Of great concern are the low salaries of teachers. We will probably lose our wonderful band assistant who is so talented, to a neighboring school district which could offer a salary increase of \$8,000 per year, plus a guarantee of a \$2,000 a year raise. The teachers who remain here are dedicated, but higher pay is tempting.
- Overall, I feel like my children are getting a good education-academically. My kids are in the advanced classes, which I am glad for, but at times I feel like the teachers overload the kids with homework and projects especially. Many of the projects seem like busy work, which we abhor. The projects should be very applicable to what is currently being taught/studied and not replace a teacher not teaching.

- I think counselors could be more helpful in terms of assisting students (especially Juniors and Seniors) with career choices, selecting colleges, financial aid, testing for college entrance.
- I am very pleased with the education my child has received. You're right. Nothing is more important than education. Let CHISD continue to educate our children. Let our local district continue toward excellence with little or no interference from Austin and your office.
- Too much homework!!! Teachers spend too much time teaching the kids how to pass the TAAS test and do not use the time during school hours to teach what they need to and it all becomes HOMEWORK!
- This is our first year in the Cedar Hill ISD. I am please with the district so far and I have not had any problems.
- Cedar Hill ISD has good teachers who really care about educating our children. They need to be compensated for their work. The state must find money to pay them!!! They deserve it.
- I have lived in CHISD 30 yrs, some days I think they are having growing pains. My biggest concern is safety, but that should be every parents concern. Our daughter enjoys her school experience.
- I am worried about the number of teachers that are not certified. I also think that there should be more parent teacher involvement. There needs to be weekly progress reports.
- Cedar Hill loses high quality teachers every year to better paying and more supportive districts. These professionals are not being replaced with staff of the same caliber. Many substitutes and excuses are not providing the same level of education my older children received. We have raised 6 children w/ the last one being in 9th grade. We have consistently seen the quality diminish.
- The only concern I have is with the bus service. My child leaves at 6:43am to catch the bus. We live 10-15 min from the high school and are the last stop. Sometimes the bus is over an hour late in the morning. One time arrived at 8:25 and missed most of 1st class. Of course kids don't get breakfast. I called athletics several times and got no response. Finally had to call superintendent's office to get call back. Sometimes 45-50 min late in the afternoon and kids sitting 3 to a seat. This is dangerous and of great concern to my family. On the 1st day of benchmark tests, the school had to start late so they could wait on our busload of kids. They once again did not get breakfast. My child said his stomach was growling during the test. No allowances are made concerning breakfast when arriving late is the fault of the bus, not the students.
- Overall the district does a good job. The only complaint I have is that in some of my children's classes there are not enough textbooks for all of the students. My 8th grader is without a science or history book, my 7th grader doesn't have a Texas history or

science book. Students have to spend class time copying notes from the board because of the lack of textbooks.

- At times it's too hard to see a counselor. I find myself going instead of my daughter. The schedule doesn't have enough flexibility to meet w/counselors. They are often too busy to see me.
- Plummer Elementary is a good school with excellent teachers. However, other than one parent-teacher conference a year there is little communication and the principle and secretary treat you like you're a nuisance and a child when you visit.
- The students at PMS have control of the school there is not enough discipline. ISS needs to be off campus. My sons projects get stolen and shoes from athletics, art and shop.
- Pretty new to the district, still learning things. Pleased with things so far. Principal, teachers and staff are helpful. My child seems to like going to school and has had no serious problems. She's an honor student coming from the Dallas District and still maintaining a great grade point average. Keep up the good work. Would like to see better yard and ground maintenance. For I feel a child can learn and perform better in a clean and good-looking environment. Education is a plus and a must so lets keep striving for a higher learning.
- Cedar seems to have lowered their standards.
- I feel great about the education of my son. I feel his teacher is great and respectful. I feel the principle needs a little work with parent's relationship and feel too much of her is bothered when question are needed or just a smile of kindness. But other than her I feel Bray so far has been great for my son.
- In the past year communication between parent and teacher has become better. I feel my children are receiving a good education. I wish there was more extra curricular activities but that may be offered with older students. I'm impressed by all the teachers who deal with my children because they pay a lot of attention to them. I wish there were fewer children in each classroom so the teachers could have more one on one time.
- I feel the staff, parent and student do not partner for success. Until this happens, our children will continue to fail or might I say the staff and parents will continue to fail our children.
- I am an employee of the district, but I am a parent first. Both of my daughters have gone to Cedar Hill schools since kindergarten and have done very well. I have stayed involved through the years with the schools through PTA and volunteering and now by being an employee.
- I have seen many positive things in our schools as well as some not so positive. My girls were always in AP or pre AP classes and I feel very lucky that they were. I have noticed that in some of the lower classes that the distraction of the kids is harmful to other

students. Some of the classes are too large and hard to handle. The teachers that I have seen have been very good with these students, but do seemed overwhelmed at times.

- I feel that special education kids are not being taught, but just having to adjust to regular class now.
- I feel like the school district is doing a very good job. The only thing I feel like needs some attention is the baseball field and field house. We have spent a lot on the football field but now the baseball field needs to be redone. It is very embarrassing when other 5-A schools come to Cedar Hill and the net has holes in it, light bulbs are out on the scoreboard and the concession stand is not open. There is no PA system. You know we are a 5A school and the football field looks 5A-now something need to be done on the baseball field. We pay taxes and that is one of the things that needs to be done as soon as possible. Just go over to a game and check it out. Then you will understand.
- I am only familiar with one elementary school, which has received very good (exemplary) marks. Next year my children will attend the new Lake Ridge school- I worry that my children will get the same high standards there.
- As a new resident to Cedar Hill I have been very pleased with the community involvement in keeping Cedar Hill a wonderful place to live. The school system is outstanding. I look forward to many more years of continued satisfaction.
- Overall I feel the district is doing an OK job! I'm concerned about the students from the alternative education school being released earlier in the day than the high school students. Many of these "problem" students walk back onto the high school property and wait for the students to be released. 2) A few years back we had a bomb/gun scare and the attitude of the principal was too relaxed. I don't feel the needs of the parents were addressed with this situation.
- Thankfully, both my students are in the gifted-AP Program. I have worked at the school district for many years I feel if your child is gifted or in the special education, you get a great education. If you are just a "regular" kid like I was, you have to put up w/ a lot of nonsense in the classes. That is why I have strived to help my child achieve high enough to be in the gifted classes. He will prob. Have about 30 hrs of college credit by the time he graduates ne xt yr. CHHS has a wonderful program for these students! As far as the discipline goes, even my oldest son says the discipline is not strict enough. Policies and rules are made but not all staff members enforce them and it really makes it hard on the ones that do. For ex: if a student comes to our part of the school w/o their student ID or planner, we ask that they go back to their classroom and get them. Many students get irritated w/us when they have gone all

day w/o their ID's and no one has asked where it was. Either make a policy and everyone stick to it or forget it. I overheard a young man the other day who did not have his ID on telling his teacher that the hall monitor jumped all over him for not wearing his ID and "my mother works here and she talked to me like that". Well big deal! My son knows if he doesn't abide by the rules, I would expect for him to be in trouble just like every one else. Our lady hall monitor does an excellent job but she cannot be everywhere. I wish, they said the security people a better salary so they would stay. The gentleman we had cannot afford to work @ the high school.

- Generally, CHISD is doing a good job; if it was not I would live elsewhere. However, I believe that the philosophy of big schools is counterproductive to a good education, especially at the elementary level. Elementary schools with 750-800 students (what we are currently planning for) are much too big. A 2nd junior high school is desperately needed and not in the immediate plans. On the plus side, the advanced and AP classes are great. Parent and teacher involvement are high which is important. Taxes are high, but I'd beg to pay more for more schools with fewer students.
- We are happy with Bray Elementary. Our school district lines are being redrawn and we are not happy with the new boundaries. The new Lakeridge school boundaries will increase traffic in our neighborhood and we will no longer have a bus.
- Our child is only in Pre-K (PPCD), which is a special education class design for a child with disabilities. We feel the district is doing a good job to help our child, but more could be done. IE increase classrooms; add additional qualified teachers to the program; extend the program to include summer programs and after schools programs, or once or twice week programs. Incorporate family programming. Overall we feel CHISD is doing a great job in the education field.
- My child attends an exemplary elementary school in CHISD. I feel he receives a quality education. There is a lack of culturally centered educational experiences. What my child receives is not indicative of all CHISD schools. As the district grows schools in fast growing areas and predominately African American areas do not appear to offer the same level of quality education as my child's in a predominately Anglo section of CHISD. Hopefully tax dollars are used equally in areas most needed.
- My son utilized the special ed services from grades 3-8th-now makes straight A's, performs well on the TAAS- and has been nominated for National Honor Society as a 10th grader. Special thanks to this dept. during his younger years.
- My child is 3 years old, autistic, and in PPCD class. He has improved dramatically in the few months he's been in. The special

education department and his wonderful teachers deserve much credit.

- The educational program at CHISD is very good. Our students only need to apply themselves.
- I feel there isn't any consistency with the work being done in the counselor's office and the office attendants, moaning they tell you that they are going to do something by a certain date and they procrastinate and it takes them months to do whatever was supposed to be done.
- Cedar Hill ISD had an informational parent meeting for Hispanics in our community (Padres Responjables). Is this program still available? I attended a couple of meeting last year. However I do not hear any thing about this meetings any more. This was an excellent wonderful program. We need it in our community to help parents of Spanish speaking informed and involved in our children education.

Appendix F STUDENT SURVEY RESULTS

(n=506)

Demographic Data

Circle Answer

1.	Gender (Optional)	Male	Female	No Response			
		50%	49%	2%			
2.	Ethnicity (Optional)	Anglo	African American	Hispanic	Asian	Other	No response
		34%	37%	14%	2%	8%	5%
3.	What is your classification?	Junior	Senior	No Response			
		49%	49%	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.	12%	49%	18%	15%	3%	3%
2.	The needs of the work-bound student are being met.	10%	51%	21%	11%	4%	3%
3.	The district has effective educational programs for the following:						
	a) Reading	17%	51%	20%	8%	2%	3%
	b) Writing	21%	54%	14%	6%	2%	2%
	c) Mathematics	31%	51%	8%	5%	3%	2%

	d) Science	30%	51%	11%	4%	2%	2%
	e) English or Language Arts	31%	51%	10%	3%	2%	3%
	f) Computer Instruction	27%	50%	12%	5%	3%	3%
	g) Social Studies (history or geography)	27%	53%	12%	4%	2%	2%
	h) Fine Arts	33%	42%	16%	4%	4%	2%
	i) Physical Education	25%	44%	20%	6%	3%	2%
	j) Business Education	17%	44%	26%	7%	3%	3%
	k) Vocational (Career and Technology) Education	21%	44%	23%	6%	3%	2%
	l) Foreign Language	23%	48%	15%	8%	3%	4%
4.	The district has effective special programs for the following:						
	a) Library Service	14%	42%	28%	8%	5%	3%
	b) Honors/Gifted and Talented Education	31%	40%	20%	3%	3%	3%
	c) Special Education	17%	32%	42%	4%	3%	2%
	d) Student mentoring program	6%	27%	42%	16%	6%	3%
	e) Advanced placement program	33%	39%	18%	4%	3%	3%

	f) Career counseling program	11%	33%	30%	15%	7%	3%
	g) College counseling program	13%	28%	26%	20%	10%	3%
5.	Students have access, when needed, to a school nurse.	17%	47%	11%	15%	7%	2%
6.	Classrooms are seldom left unattended.	13%	45%	16%	18%	6%	2%
7.	The district provides a high quality education.	18%	46%	19%	9%	6%	2%
8.	The district has a high quality of teachers.	13%	36%	25%	15%	8%	2%

B. Facilities Use and Management

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
9.	Schools are clean.	7%	38%	15%	25%	14%	2%
10.	Buildings are properly maintained in a timely manner.	8%	40%	21%	20%	9%	2%
11.	Repairs are made in a timely manner.	6%	30%	24%	25%	13%	2%
12.	Emergency maintenance is handled timely.	9%	41%	29%	13%	6%	1%

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.	16%	48%	10%	19%	5%	2%
14.	Students are issued textbooks in a timely manner.	18%	61%	11%	6%	2%	2%
15.	Textbooks are in good shape.	8%	33%	17%	29%	11%	2%
16.	The school library meets student needs for books and other resources.	17%	49%	17%	8%	6%	2%

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.	19%	43%	28%	5%	4%	1%
18.	The cafeteria's food looks and tastes good.	5%	21%	23%	26%	23%	2%
19.	Food is served warm.	8%	38%	20%	21%	11%	2%
20.	Students have	5%	24%	9%	26%	34%	2%

	enough time to eat.						
21.	Students eat lunch at the appropriate time of day.	9%	57%	13%	10%	9%	2%
22.	Students wait in food lines no longer than 10 minutes.	5%	13%	8%	29%	42%	2%
23.	Discipline and order are maintained in the school cafeteria.	6%	38%	17%	23%	13%	2%
24.	Cafeteria staff is helpful and friendly.	6%	25%	24%	23%	21%	2%
25.	Cafeteria facilities are sanitary and neat.	7%	35%	26%	15%	14%	2%

E. Transportation

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
26.	I regularly ride the bus.	5%	11%	29%	13%	39%	3%
27.	The bus driver maintains discipline on the bus.	5%	10%	68%	6%	6%	4%
28.	The length of my bus ride is reasonable.	4%	16%	69%	3%	5%	3%
29.	The drop-off	6%	18%	66%	3%	4%	3%

	zone at the school is safe.						
30.	The bus stop near my house is safe.	7%	16%	68%	2%	4%	3%
31.	The bus stop is within walking distance from our home.	8%	17%	67%	2%	3%	3%
32.	Buses arrive and leave on time.	3%	9%	69%	7%	8%	3%
33.	Buses arrive early enough for students to eat breakfast at school.	5%	11%	70%	5%	6%	3%
34.	Buses seldom break down.	5%	11%	71%	5%	3%	4%
35.	Buses are clean.	3%	9%	67%	7%	10%	3%
36.	Bus drivers allow students to sit down before taking off.	4%	12%	69%	6%	5%	3%

F. Safety and Security

Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	No Response
37. I feel safe and secure at school.	10%	46%	16%	17%	8%	2%
38. School disturbances are infrequent.	8%	37%	20%	25%	8%	2%
39. Gates are not	15%	37%	25%	13%	7%	2%

	a problem in this district.						
40.	Drugs are not a problem in this district.	6%	17%	24%	24%	28%	2%
41.	Vandalism is not a problem in this district.	5%	26%	25%	23%	20%	2%
42.	Security personnel have a good working relationship with principals and teachers.	8%	36%	37%	8%	8%	3%
43.	Security personnel are respected and liked by the students they serve.	7%	20%	27%	19%	24%	3%
44.	A good working arrangement exists between the local law enforcement and the district.	8%	41%	38%	4%	7%	2%
45.	Students receive fair and equitable discipline for misconduct.	5%	20%	24%	24%	25%	3%
46.	Safety hazards do not exist on school grounds.	4%	22%	34%	24%	14%	2%

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.	11%	36%	12%	26%	13%	2%
48.	Teachers know how to use computers in the classroom.	11%	50%	17%	15%	5%	2%
49.	Computers are new enough to be useful for student instruction.	15%	48%	16%	12%	7%	3%
50.	The district offers enough classes in computer fundamentals.	13%	51%	19%	8%	6%	2%
51.	The district meets student needs in advanced computer skills.	11%	43%	25%	11%	8%	2%
52.	Teachers and students have easy access to the Internet.	18%	42%	14%	14%	10%	2%

Appendix F

STUDENT SURVEY RESULTS

The following comments convey the perception of Cedar Hill Independent School District students and do not reflect the findings or opinion of the Comptroller or review team. The narrative comments are the actual comments received.

Student Survey Verbatim Comments

The following comments below reflect the perceptions and opinions of teacher survey respondents and do not reflect the findings or opinion of the Texas Comptroller of Public Accounts or the review team.

- I hold this district high on my list compared to a lot of other schools, I have to say that we are definitely one of the best.
- More honors AP courses are needed in the computer/business field.
- On food services, insects are sometimes found in food. Our bathrooms are always dirty. Some stalls don't have doors. There is often no soap, toilet paper or paper towels. The counseling office is usually chaotic and understaffed; college guidance is very insufficient. AP teachers are excellent. Foreign language department needs work.
- Education is good except for everything else. But CHISD is a good school.
- I am glad to be part of CHISD and hope my kids will one day attend here. However there should be more discipline on the students and they should provide more information for seniors about college.
- Teachers are very helpful here and are happy to help out at any given time.
- Students skipping in the lunch line is ridiculous and the punishment for them is not appropriate.
- Teachers spend too much time on the computer rather than teaching class.
- I find Cedar Hill ISD has an excellent educational program. The only problem is the school is becoming over populated with more and more students moving into the district. With more students coming in, I believe problems with drugs and violence will become a greater issue. I only hope CHISD will take the problem into consideration and find ways to prevent it from happening.
- I think extracurricular activities need to be more in touch with their athletes and the athlete's grades so the coaches can handle the problem before it gets worse. Tryouts should consist of people who

do not know the coach on a personal level. The judges need background checks.

- I have enjoyed my four years here at CHHS they have a great academic program and I have learned a lot.
- Cedar Hill's academic programs are adequate and many times exceptional. I am proud of the education I have received here, and I feel prepared to enter the world.
- I feel this school district has prepared me properly for college.
- There needs to be a lot more involvement in the Special Education Department. Most IEP requirements are not being met and hurting the child involved. Also student aides for personal assistance in the classroom need to be increased and the teachers of these special need children need to communicate more openly with the parents and the rest of the involved parties.
- Cedar Hill has a great AP program with good teachers.
- I think they're doing a fine job.
- I think that Cedar Hill's education is a great for college prep if a student is enrolled in the AP classes that are offered. The AP teachers all seem to love their job and teach in a way that appeals to all different types of learners.
- I feel Cedar Hill has a great academic program. I feel that we need an early release other than co-op. I only need four credits to graduate next year and I feel that a job could hinder my schoolwork.
- Ever since I came to CHISD, I've been given a great advantage and an excellent education. Where I came from was easy and we never really learned much. Here I have a desire to learn especially at a high level. I love CHISD, and I'm glad to be a student here.
- Cedar Hill has a great educational program. In my opinion, the two greatest faults are the discipline system and, lack of an early release program. My parents and friends (as well as myself) all believe this district needs an early release program for seniors. Co-op doesn't cut it. Students should be able to qualify for an early release program so they can, but don't have to have one (as in co-op).
- I believe that the school is fine. The classes offered here are excellent. The only problem here is with some of the teachers. I will not name names but some of the things teachers do here are ridiculous. Our teachers sometimes do things that make them look like they are out to get students.
- School is OK at times, but it is very unclean - especially the cafeteria and bathrooms.
- Sometimes we even see roaches crawling around the school cafeteria and in the snack machines. The hallways can be extremely crowded and it's difficult to get around from time to time. In some classes - especially the computer courses - the

teachers either don't know what they're teaching or they don't teach it.

- Cedar Hill ISD, high school is a very good school for education. The AP classes I take are very well taught and I love them. All my classes get me ready for big tests, like the AP, and encourage me to work harder.
- Some of the teachers don't teach or can't teach. There is way too much at one time in one class. Some teachers are unreasonable.
- The Internet should be offered in the classroom more for those who don't have it at home. The cafeteria should have a wider variety of food, including more health foods and less snack machines.
- I think Cedar Hill is ahead of most schools around us, maybe that's just me.
- The teachers here at Cedar Hill are wonderful, they always instruct well and understand their students.
- Cedar Hill also has a wonderful AP program that challenges me to do well in school.
- I love the fact that I go to Cedar Hill High School for one main reason - the education. We are the absolute best for education (AP and Honors Programs) in all of North Texas. Also our fine arts programs are exceptional, even though I'm extremely upset about the new auditorium situation. I was going to go to a private college prep school but stayed, because I felt the education at Cedar Hill was just as good. That's saying a lot. Also, our teachers (for the majority) are AWESOME - I learn so much. But now I can't wait to get out and go to college.