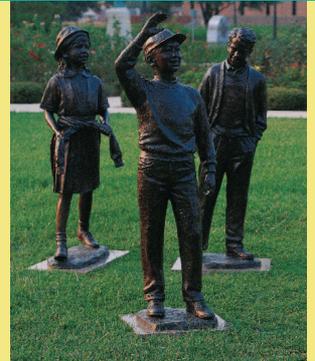


# Hearne Independent School District



LEGISLATIVE BUDGET BOARD

JUNE 2006



## LEGISLATIVE BUDGET BOARD

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June 28, 2006

Mr. David Deaver  
Superintendent, Hearne Independent School District

Dear Mr. Deaver:

The attached report reviews the management and performance of the Hearne Independent School District's (HISD's) educational, financial, and operational functions.

The report's recommendations will help HISD improve its overall performance as it provides services to students, staff, and community members. The report also highlights model practices and programs being provided by HISD.

The staff of the Legislative Budget Board appreciates the cooperation and assistance that your staff and WCL ENTERPRISES provided during the preparation of this report.

The report is available on the LBB website at <http://www.lbb.state.tx.us>.

Respectfully submitted,

A handwritten signature in black ink, appearing to read "John O'Brien", written over a horizontal line.

John O'Brien  
Deputy Director  
Legislative Budget Board

cc: James Taylor  
Frank Mata  
Chris Lopez

Donnie Adams  
Doug Staten  
Robert Nelson  
Gary Salazar



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## EXECUTIVE SUMMARY

Hearne Independent School District's (HISD's) school review report noted 11 commendable practices and made 80 recommendations for improvement. The following is a summary of the most significant accomplishments, findings, and recommendations that resulted from the review. A copy of the full report is available at [www.lbb.state.tx.us](http://www.lbb.state.tx.us).

### SIGNIFICANT ACCOMPLISHMENTS

- In September 2005 the superintendent proposed to the board an incentive to benefit students and recognize the hard work taking place at the campuses. HISD authorized a performance-based pay system that rewards campus employees for helping to improve student performance.
- As a result of the city and district working together to obtain grant funding, HISD has developed athletic fields and a gymnasium facility at substantial cost savings to the district. HISD worked cooperatively with the City of Hearne to secure grants for the development of indoor and outdoor recreation sites for the Hearne community and schools.
- HISD maximizes its technical support by using special remote desktop management software. The software provides the technology staff access to all district computers remotely, saving the district in personnel and time to assist the end user who is having technical problems.

### SIGNIFICANT FINDINGS

- HISD's organization of management positions creates inefficiencies in the educational, financial, and operational areas.
- HISD's planning process excludes collaboration among board members, administrative staff, principals, and community members.
- HISD lacks a curriculum management plan that includes board policies and administrative regulations to direct curriculum management and ensure quality control.
- HISD lacks curriculum documents for all content areas.

- HISD lacks a focused instructional strategy to support consistent improvement in student performance.
- HISD's long-range plan for gifted and talented (G/T) education lacks sufficient detail to provide adequate direction and comprehensive measures to ensure a strong, rigorous, and continuous program from kindergarten through grade 12 for its G/T students.
- HISD lacks a written and well-articulated guidance and counseling curriculum plan.
- HISD's tax office is an inefficient use of taxpayer resources and lacks internal accounting controls that include a lack of oversight, a failure to make timely deposits, and an inadequate separation of duties.
- HISD's free meal policy for staff members creates a large financial burden on the Food Services program by increasing subsidy funding from general operating funds.
- HISD does not comply with the Fair Labor Standards Act.
- HISD does not use formulas based on student enrollment to determine the number of grade level or core area teachers needed at each campus.
- HISD lacks a formal disaster recovery plan that would allow the district to recover crucial data in the event of a catastrophe.
- HISD does not have a process in place to plan long-range for its facilities.
- HISD offers a retire/rehire option as a district, but lacks a plan to address the new laws regarding retired employee surcharges and/or fees for Teacher Retirement System (TRS) contributions to the retirement or insurance programs.
- HISD does not diversify existing investments with other options allowed under the district's current Policy CDA (LOCAL).

### SIGNIFICANT RECOMMENDATIONS

**Recommendation: Revise the organizational structure to eliminate operational inefficiencies in all areas of the**

**district's activities.** HISD's organization of management positions creates inefficiencies in the educational, financial, and operational areas.

Campus principals, the director of Special Services, and the director of Curriculum and Federal Programs all report separately to the superintendent, resulting in a lack of collaborative direction to improve student performance.

In the Business Department, the former Business manager, who retired in 2005, still performs certain functions on a fee-for-service basis in order to support the current Business manager.

In the Human Resources Department, there are numerous problems, including a lack of current job descriptions, lack of annual evaluations for all employees, and high teacher turnover. Each of the individuals who are responsible for human resource functions in HISD has other responsibilities. As a result, these staff members can only give half of their work time to human resource duties, thus neglecting important personnel functions as well as some of their other duties.

In the School Services Department, there are significant issues associated with the management of these functions: lack of long-range planning; lack of management training; lack of custodial performance standards resulting in an excessive number of custodians; lack of ongoing training for maintenance, custodial, and transportation employees; and lack of documented procedures. These problems have resulted in operational inefficiencies in the department.

The district should revise its organizational structure to eliminate operational inefficiencies in all areas of the district's activities. While the principals will continue reporting directly to the superintendent, the director of Curriculum and Federal Programs will oversee the director of Technology and Administrative Services and the director of Special Services and should coordinate the curriculum development and delivery for the district. Adding expertise in the financial and human resource management functions will provide and support HISD's curriculum administrator, principals, and department administrators with budgeting and staffing assistance. Under the new organizational arrangement, the new Finance director will oversee all business and support services functions, supervising the new Human Resources professional, the director of Food Services, and the new Custodial, Facilities, and Transportation supervisor positions.

**Recommendation: Implement a planning process that requires collaboration among board members, administrative staff, principals, and community members.** HISD's planning process excludes collaboration among board members, administrative staff, principals, and community members. Currently, there is inadequate involvement with the board, principals, and department administrators in both the planning process and the related budget allocation process. The HISD board approved incomplete Campus Improvement Plans (CIPs) at the August 2005 board meeting. The incomplete CIPs did not include appropriate needs assessments and showed no documentation of routine evaluation by or input from HISD staff for objective and strategy effectiveness as required by board policies, and the objectives and strategies for addressing student improvement were, in most cases, the same as those in prior year plans. There was no evidence of a significant update of the improvement plan objectives and strategies for the current year. The district had not yet completed the CIPs when the review team made its final visit to the district in September 2005. The district should follow existing board policies to include long-term program and operational planning, program evaluation, and linking budget priorities with educational and operational program initiatives, and should communicate comprehensive budget information to the board, staff, and public along with annual educational and operational priorities.

**Recommendation: Develop, adopt, and implement a comprehensive curriculum management plan that includes board policies and administrative regulations to direct curriculum development, delivery, and management to ensure quality control.** HISD lacks a curriculum management plan that includes board policies and administrative regulations to direct curriculum management and ensure quality control. The district does not use board policies and administrative regulations to guide its decisions about curriculum. While staff members recognize that they must improve student performance, there is confusion at all levels regarding the process for achieving this goal. Due to the lack of curriculum alignment and constancy of purpose as a system, HISD campuses operate as separate and independent entities that function more like a "confederation of schools" instead of a cohesive school system. Failure to manage and control curriculum design and delivery at the district level leads to fragmentation, duplication of effort, and inconsistencies between campuses and teachers that will negatively impact student learning. The district should work with a consultant to develop a district

curriculum management plan, beginning with forming a district management team comprised of representatives from the district level, the principal level, and the teacher level, with community input. After the district develops a plan, it will provide the framework for developing, implementing, and evaluating curriculum documents to ensure that the documents align vertically and horizontally throughout the system. The plan should also specify how the district will allocate resources to support the work, and identify the professional development training that teachers will need in order to deliver the aligned curriculum.

**Recommendation: Develop curriculum documents that align to the Texas Essential Knowledge and Skills (TEKS).** HISD lacks curriculum documents for all content areas. HISD lacks both specific learning objectives that align to the TEKS for all curricula and a scope and sequence of objectives that provide a vertical, articulated curriculum for each six-week period. According to the director of Curriculum and Federal Programs, HISD purchased curriculum documents with assessments for reading and math grades K–12 and science grades 4–12 from Regional Education Service Center IV (Region 4), and the district relies heavily on these documents. The order in which to teach objectives, the amount of time allocated to the teaching of each objective, and the depth in which to teach the objectives is either missing from the documents or is lacking sufficient specificity. The director stated that HISD has been slow to implement curriculum changes, instructional practices have not kept pace with the new standards for student performance, and the development of a standard-based curriculum is more of a campus function than one centralized at the district level. This has resulted in a lack of a system perspective for the design and management of a districtwide curriculum. Work should begin during summer 2006 on the development of curriculum documents, with the establishment of a schedule for vertical team development and the completion of scope and sequences for all district courses and subject areas by 2009.

**Recommendation: Implement a structured, focused process to improve academic achievement that is based on test score analysis to determine strengths and weaknesses of student performance, supported by instruction using an aligned curriculum with specific accountability measures.** HISD lacks a focused instructional strategy to support consistent improvement in student performance. While some grade levels in some subject areas showed increases in student performance from

spring 2003 to spring 2004, student performance in HISD remains low when compared to the state and peer districts; math and science are the areas in greatest need of improvement. The district did not provide information regarding which positions are accountable for ensuring that initiatives and programs are implemented, monitored, and evaluated for effectiveness. Furthermore, the district did not provide evidence that it was using a systematic continuous improvement process, which includes analyzing the results of common or benchmark assessments that align to district curriculum and are used to measure student learning. Without focused instructional strategies in place, inconsistencies in student performance will continue. The district should develop procedures to ensure that teachers are using the district curriculum to design lessons. Districtwide benchmark assessments should be developed and analyzed to gauge student progress on a regular basis, and principals should monitor the instructional process and use student performance data as the basis for providing support to teachers and students. This continuous improvement process requires constant monitoring and the adjusting of classroom and campus level activities to ensure students have the support necessary to improve their academic performance.

**Recommendation: Develop a long-range strategic Gifted and Talented (G/T) Plan.** HISD's long-range plan for gifted education lacks sufficient detail to provide adequate direction and comprehensive measures to ensure a strong, rigorous, and continuous program from kindergarten through grade 12 for its G/T students. HISD developed their existing G/T plan in 1997. The plan briefly addresses the five components included in the state plan for the education of gifted students, but the program design is vague. While the plan does include each of the performance measures listed in the *Texas State Plan for the Education of Gifted/Talented Students* as revised in May 2000, it does not indicate assignment of accountability. Failure to provide a detailed plan for the district could lead to the lack of a challenging curriculum for the identified G/T students. The district should develop a long-range G/T plan which should address the five components included in the state plan with sufficient detail to provide appropriate and continuous programming for G/T students in grades K–12. The director of Curriculum and Federal Programs should organize a committee of teachers, administrators, parents, and community leaders to work collaboratively with a consultant to develop this plan.

**Recommendation: Develop a comprehensive guidance and counseling plan that clearly delineates the various programs for elementary, junior high, and high school students.** HISD lacks a written and well-articulated guidance and counseling curriculum plan. District counselors are not meeting TEA recommended percentages for counselor services in the delivery of a guidance curriculum. At the elementary level, the counselor spends a disproportionate amount of time responding to student needs and providing needed services at the expense of delivering guidance curriculum and providing system support. At the secondary level where counselors have fewer students that they are responsible for serving, they devote most of their time to responsive services, system support, and individual planning. Without a guidance and counseling plan, the district does not address required components districtwide, leading to inconsistencies and impeding the district from providing an appropriate developmental guidance and counseling program to all students. The director of Curriculum and Federal Programs should work with counselors and an outside consultant to develop a written document which provides guidelines and time requirements for job performance in each of the components of developmental guidance and counseling, and includes specific tasks delineated under each component and the standard of performance required of the counselor. Principals should be responsible for monitoring the implementation of the plan.

**Recommendation: Consolidate the tax office with either the Robertson County Appraisal District or the Robertson County tax office.** HISD's tax office is an inefficient use of taxpayer resources and lacks internal accounting controls that include a lack of oversight, a failure to make timely deposits, and an inadequate separation of duties. HISD entered into an interlocal agreement in 1981 with the City of Hearne to collect the taxes for the school and city. This agreement indicates that the tax collector shall be under the administrative control of HISD and under the immediate supervision of their Business manager, and stipulates that the tax collector shall distribute to the city and school all taxes collected on a weekly basis during the months of October, November, December, and January, and on a monthly basis for the remainder of the year. However, tax office deposits are currently being made only once a month throughout the entire year, exposing the combined entity to the risk of financial and interest earnings loss. Also, tax office functions are not adequately segregated; the tax collector receives payments from patrons, remits monthly collections to the district, refunds overpayments, reconciles the tax

clearing account, and prepares the monthly report. The district should meet with the officials of both the Robertson County Appraisal District and the Robertson County tax office to determine the most cost effective means of collection, and consolidate their collection efforts. After consolidating with the selected entity, the district can close their local tax office at the end of the 2005–06 fiscal year. This will save the district budget dollars and will provide more efficient and secure fiscal operations.

**Recommendation: Discontinue the free meal policy for staff members.** HISD's free meal policy for staff members creates a large financial burden on the Food Services program by increasing subsidy funding from general operating funds. HISD pays for breakfasts and lunches for all employees. From 2002–03 through 2004–05, the district served 106,844 free meals to employees at a cost to the district of \$225,981. The Hearne ISD Board of Trustees considers this long-time policy both a recruiting and retention tool for its employees, as well as an affordable method of rewarding them. However, in a written survey administered by the review team, 62 percent of teachers responding to the survey indicated that they would prefer salary increases rather than receive free meals. In addition, HISD's non-inclusion of the value of free meals in employees' annual Internal Revenue Service (IRS) form W-2 wage reporting forms each year exposes HISD to the possibility of noncompliance with federal wage reporting guidelines, as the district lacks records to support a wage component inclusion in employee W-2's for any year. Eliminating free staff meals beginning in 2006–07 will save the district money annually in both food and labor costs.

**Recommendation: Implement an electronic time keeping system.** HISD does not comply with the Fair Labor Standards Act. Based on the analysis of the timesheets of HISD employees and interviews with the assistant Business manager at the time of the review, the review team could not confirm that employees' time is being recorded properly. A review of district timesheets shows that non-exempt employees are completing the hours worked section of their time report based upon a work schedule (that is, timesheets reflect 8:00 a.m. until 4:00 p.m. each day) rather than hours actually worked. Managers periodically change the hours worked on the timesheets to the scheduled time because the additional time worked was either not authorized or not in the budget. The district should implement an electronic time keeping system, which will allow the payroll staff to verify the actual hours worked by employees, and

compensate them appropriately as required by the Fair Labor Standards Act.

**Recommendation: Create a staffing plan to align an appropriate number of teachers based on student enrollment.** HISD does not use formulas based on student enrollment to determine the number of grade level or core area teachers needed at each campus. During the budget process, the superintendent evaluates vacant positions for replacement, but does not use a formal process, and data such as class size is not taken into consideration. A Region 6 audit revealed that HISD has more professional employees than its neighboring districts but the board decided not to reduce positions, even though the district's enrollment has declined by seven percent over the last five years. As a result, the district is overstaffed by 9.6 full-time-equivalent teacher positions across all grade levels. The district should analyze student enrollment from 2000–01 to 2005–06 to project staffing requirements, then create a staffing plan to align teachers based on these projections. Once the staffing allocations are complete, the superintendent can level staff through attrition as vacancies occur.

**Recommendation: Develop and implement a comprehensive disaster recovery plan for handling the loss of crucial data and information systems.** HISD lacks a formal disaster recovery plan that would allow the district to recover crucial data in the event of a catastrophe. The district's student and financial data is backed up nightly, but no formal plan has been documented that details who is responsible, what steps would be taken, when the steps would be done, where technology operations will be housed, and what equipment is needed in the event of a catastrophe. If a catastrophic event occurs, such as a tornado, flood, fire, or vandalism, the district's student and financial data could be lost. In addition to the loss of data, the district might not be able to perform important operational and reporting functions, such as payroll, accounts payable, or timely Public Education Information Management System (PEIMS) reporting until the district could restore the original systems. The district should develop and implement a comprehensive disaster recovery plan which includes emergency contacts for the Technology Department staff, district administrators, hardware and software vendors; protocols for both incremental and full recoveries to ensure the technology staff are knowledgeable in every aspect of recovery and restoration; designated alternate sites dependent upon the type of outage that occurs; system redundancy and fault protection protocols; and a tape backup plan.

**Recommendation: Develop a five-year master facility plan.** HISD does not have a process in place to plan long-range for its facilities. HISD limits its informal planning process to construction and facility maintenance on an as-needed basis and does not maintain adequate planning information to make informed future decisions regarding the district's operations functions. The district's student enrollment is decreasing but facilities adjustments have not been considered as the district begins a new building program. A school district's long-range master facility plan is a compilation of district policies, information, and statistical data, providing a basis for planning educational facilities to meet the changing needs of a community. The district's plan should include assessing the current condition of its facilities, identifying possible actions and the cost of each action, determining the number of maintenance employees required to address the plan needs, prioritizing the needs by year, and identifying possible funding sources.

**Recommendation: Develop a plan to negotiate the expense of hiring a retiree as an employee of HISD.** HISD offers a retire/rehire option as a district, but lacks a plan to address the new laws regarding retired employee surcharges and/or fees for TRS contributions to the retirement or insurance programs. At the present time, the district has three staff members comprised of one administrator and two teachers who were hired after January 1, 2005, for whom the district must cover a 12.4 percent employer surcharge which totals approximately \$20,000. Because the district did not know the type of insurance coverage that these employees carry with TRS, their insurance surcharge was not calculated upon their employment with the district, and HISD is paying the full amount for the TRS contributions for these employees. The district should seek legal counsel in developing a plan that would offset the costs associated with the district hiring a TRS system retiree. A plan that is fair but affordable, splitting the TRS contributions between the district and employee is a win/win solution for both parties. The district will be able to accomplish its task of filling a vacancy, and the employee will benefit from collecting both retirement and a paycheck from the district.

**Recommendation: Invest excess funds and diversify existing investments with other options allowed under Policy CDA (LOCAL).** HISD does not diversify existing investments with other options allowed under the district's current Policy CDA (LOCAL). The district only invests in certificates of deposit (CDs) and does not check the market for other alternative investment opportunities such as

obligations of, or guaranteed by, governmental entities, fully collateralized repurchase agreements, no-load money market funds and no-load mutual funds, and public investment pools. HISD limits its ability to increase revenue through additional investment earnings by limiting both the amount of investment and the investment alternatives available. Diversification of the investment portfolio will allow the district to increase interest earnings.

## GENERAL INFORMATION

- Hearne is located in Robertson County approximately 25 miles northwest of Bryan-College Station along State Highway 6.
- HISD's enrollment at 1,229 students has decreased about 7 percent over the last five years. The district is majority minority (almost 60 percent African American) with a large population of economically disadvantaged students (over 85 percent).
- The superintendent is Mr. David Deaver, who has served the district in that capacity since July 2002.
- Out of the total of 185.5 full-time equivalent staff, 89.2 are teachers.
- Overall, HISD at 36 percent passing is 26 percentage points behind the state average of 62 percent passing on all Texas Assessment of Knowledge and Skills (TAKS) tests taken for 2004-05.
- TEA rated the district and all campuses *Academically Acceptable* in 2004-05.
- The 2005 AYP data shows that only Eastside Elementary School received a *Met AYP* rating; the district and the other three campuses did not.
- HISD's School FIRST (Financial Integrity Rating System of Texas) Rating is *Above Standard Achievement*.
- Regional Education Service Center VI (Region 6) in Huntsville serves the district.
- The legislators for Hearne ISD are Senator Steve Ogden and Representative Jim Dunnam.
- HISD filed a federal lawsuit in July 2003 against Mumford ISD and TEA regarding illegal student transfers. On August 9, 2005, Judge William Wayne Justice ruled in favor of Hearne, ordering not only a monitor for Mumford ISD, but also that the transfer students must return to Hearne schools. On August

12, 2005, the 5th Circuit Court of Appeals granted an emergency stay to allow the transfer students to remain pending a ruling on Mumford's appeal, which was heard by the court on October 25, 2005. The 5th Circuit has yet to rule on Mumford's appeal.

## SCHOOLS

- Eastside Elementary (EE-2)
- Blackshear Elementary (3-6)
- Hearne Junior High School (7-8)
- Hearne High School (9-12)
- Hearne Eagle Academy (Discipline Alternative Education, Alternative Education, and In School Suspension programs for grades 4-12)

## FINANCIAL DATA

- Total actual 2004-05 expenditures: \$11.8 million
- Fund balance: 20.2 percent or \$1.6 million of 2004-05 total budgeted expenditures
- 2004 Tax Rate: \$1.4700 (\$1.47 Maintenance and Operations and \$0.00 Interest and Sinking)
- Total property wealth of \$224,930 per student, ranking it 457th in the state
- HISD spends 59.4 percent of its actual operating expenditures on instruction, which is above the state average of 57.9 percent.

The chapters that follow contain a summary of the district's accomplishments, findings, and numbered recommendations. Detailed explanations for accomplishments and recommendations follow the summary and include fiscal impacts.

At the end of the chapters, a page number reference identifies where additional general information for that chapter's topic is available. Each chapter concludes with a fiscal impact chart listing the chapter's recommendations and associated savings or costs for 2006-07 through 2010-11.

Following the chapters are the appendices that contain general information, comments from the Community Open House, and the results from the district surveys conducted by the review team.

The table below summarizes the fiscal implications of all 80 recommendations contained in the report.

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**FISCAL IMPACT**


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	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>2010-11</b>	<b>TOTAL 5-YEAR (COSTS) SAVINGS</b>	<b>ONE-TIME (COSTS) SAVINGS</b>
Gross Savings	\$553,932	\$571,953	\$589,974	\$589,974	\$589,974	\$2,895,807	\$0
Gross Costs	(\$416,924)	(\$415,592)	(\$365,295)	(\$400,819)	(\$437,225)	(\$2,035,855)	(\$164,811)
<b>TOTAL</b>	<b>\$137,008</b>	<b>\$156,361</b>	<b>\$224,679</b>	<b>\$189,155</b>	<b>\$152,749</b>	<b>\$859,952</b>	<b>(\$164,811)</b>





# Chapter 1

## Educational Service Delivery

Hearne Independent School District



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## CHAPTER 1. EDUCATIONAL SERVICE DELIVERY

The goal of any school system is to educate children. Effective and efficient use of a district's financial and human resources, coupled with a well-designed instructional program, determine the degree to which a district meets this goal. Student performance on standardized tests, student mastery of learning objectives, and fluctuating student enrollment all impact the development and modification of programs and services a district provides.

The Hearne Independent School District (HISD) is located in Robertson County approximately 25 miles northwest of the city of Bryan on State Highway 6. HISD serves 1,229 students in four schools. For 2004–05, students are predominantly African American (56 percent of total enrollment) and Hispanic (31 percent of total enrollment). More than 85 percent are economically disadvantaged. The district is part of Regional Education Service Center VI (Region 6) located in Huntsville.

HISD received an *Academically Acceptable* rating for 2005 from the Texas Education Agency (TEA). All HISD schools received an *Academically Acceptable* rating. Under the accountability provisions in the No Child Left Behind (NCLB) Act, all public school campuses, school districts, and the state are evaluated for Adequate Yearly Progress (AYP). The 2005 AYP data shows that only Eastside Elementary School received a *Met AYP* rating; the district and the other three campuses did not.

### FINDINGS

- HISD lacks a curriculum management plan that includes board policies and administrative regulations to direct curriculum management and ensure quality control.
- HISD lacks curriculum documents for all content areas.
- HISD lacks a consistent method for monitoring the teaching of the Texas Essential Knowledge and Skills (TEKS).
- HISD lacks a focused instructional strategy to support consistent improvement in student performance.
- HISD does not staff the elementary campuses with the appropriate number of counselors based on student enrollment.
- HISD lacks a written and well-articulated guidance and counseling curriculum plan.
- The district and campus improvement plans for HISD do not contain measurable objectives and specific strategies for Bilingual/English as a Second Language (ESL) students.
- HISD's district and campus improvement plans do not include all the components required by Texas Education Code (TEC) 11.253 as related to State Compensatory Education (SCE) programs.
- HISD lacks a vertically aligned, articulated Career and Technology Education (CTE) program which has a method to define student interests to ensure the appropriate CTE coursework is being offered at all levels.
- HISD's CTE advisory board is not composed of the appropriate member types as recommended by the TEA Standard Application System for Career and Technology Education.
- HISD's long-range plan for gifted and talented education (G/T) lacks sufficient detail to provide adequate direction and comprehensive measures to ensure a strong, rigorous, and continuous program from kindergarten through grade 12 for its G/T students.
- HISD lacks a rigorous, coordinated K–12 curriculum for G/T students, and not all staff responsible for the instruction of G/T students have completed the 30 hours G/T training as required by TEC Section 89.2.
- HISD lacks a comprehensive staff development plan that is focused, coordinated, and linked to goals and objectives of the district or to established system priorities for improving student performance.
- HISD's staffing level ratio for nurses is not consistent with industry standards, and its current ratio of one nurse to 1,229 students exceeds the one to 750 student

ratio recommended by the National Association of School Nurses (NASN).

- HISD lacks a comprehensive Health Service Procedural Manual that includes a blood borne pathogen exposure control plan, procedures for reporting child abuse, and requirements for annual training for the staff in both of these areas.
- HISD does not monitor its library staffing and collection size, based on the number of students, in accordance with the Texas State Library and Archives Commission (TSLAC) recommended standards, and currently does not meet the *Acceptable* level guidelines for either.

## RECOMMENDATIONS

- **Recommendation 1: Develop, adopt, and implement a comprehensive curriculum management plan that includes board policies and administrative regulations to direct curriculum development, delivery, and management to ensure quality control.** After the district develops a plan, it will provide the framework for developing, implementing, and evaluating curriculum documents. This framework will ensure that the curriculum documents align vertically and horizontally throughout the system. The plan should also specify how the district will allocate resources to support the work, and identify the professional development training that teachers need in order to deliver the aligned curriculum. HISD should focus on developing this plan to ensure a coherent instructional program across grades Pre-K–12.
- **Recommendation 2: Develop curriculum documents that align to the Texas Essential Knowledge and Skills (TEKS).** Curriculum documents that contain all of the elements necessary to guide instruction will provide alignment and coherency across the district. Teachers must have access to curriculum documents and receive training on how to use these documents to develop meaningful, engaging lessons plans that will result in improved student performance. Clear, consistent guidelines must be in place for instructional delivery, and the district should administer benchmark assessments or tests to confirm the instructional alignment to the TEKS objectives. This will enable both the central administration and the campus administration to monitor the effectiveness of curriculum delivery to determine if TEKS are being consistently taught and mastered.
- **Recommendation 3: Implement an automated curriculum management system.** Online curriculum management systems currently make use of web-based software to store all documents so that teachers, administrators, and parents can access information from the curriculum at home, work, or school. Using web-based solutions to access curriculum, scope and sequence documents, lesson plans, and units of study will provide better monitoring of classroom activities.
- **Recommendation 4: Implement a structured, focused process to improve academic achievement that is based on test score analysis to determine strengths and weaknesses of student performance, supported by instruction using an aligned curriculum with specific accountability measures.** The director of Curriculum and Federal Programs should provide the leadership for this process, focusing all levels of the organization on improving academic performance. HISD should clarify roles and responsibilities of all administrators and teachers for periodic reports to improve internal accountability.
- **Recommendation 5: Develop a staffing plan to allocate an appropriate number of counselors based on student enrollment and reduce the number of students that the elementary counselor serves.** HISD should optimize the current counseling staff so it more equally distributes the number of students to counselors.
- **Recommendation 6: Develop a comprehensive guidance and counseling plan that clearly delineates the various programs for elementary, junior high, and high school students.** The director of Curriculum and Federal Programs should work with counselors to develop a written document which provides guidelines and time requirements for job performance in each of the four components of developmental guidance and counseling, and includes specific tasks delineated under each component and the standard of performance required of the counselor. Principals should monitor the implementation of the plan.
- **Recommendation 7: Incorporate appropriate objectives and strategies into the district and campus improvement plans to address the Bilingual/ESL programs.** HISD should ensure that

the Bilingual/ESL coordinator works with the director of Curriculum and Federal Programs, as well as with each principal, to verify that the district and each campus improvement plan has the required components.

- **Recommendation 8: Include definitive strategies, Full Time Equivalent (FTEs), and specific dollar amounts from all sources, along with timelines and evaluation criteria for the State Compensatory Education program, in the district and campus plans.** The director of Curriculum and Federal Programs, campus principals, and the Business manager should work together to review the SCE requirements and develop procedures that incorporate the required components into the district and campus plans, ensure that the district allocates funds to campuses appropriately, and includes how much funding is necessary to implement the recommended strategies.
- **Recommendation 9: Develop and advertise to parents an aligned, well-articulated Career and Technology Education (CTE) program beginning with career awareness at the elementary schools, continuing with a CTE course offering at the junior high school, and culminating with a broad spectrum of CTE offerings at the high school.** This strategy would allow students to acquire math, science, and English knowledge in a CTE course of interest.
- **Recommendation 10: Restructure the district's CTE advisory board to include the appropriate member types.** The membership of the CTE advisory board should be business representatives of the various CTE programs that the high school is offering as well as university and community college staff, and community leaders that could help the district expand course offerings and provide greater articulation of course sequence from high school to college. Parents of students enrolled in the various CTE courses should also be included as participants.
- **Recommendation 11: Develop a Gifted and Talented long-range strategic plan.** This plan should address the five components included in the state plan with sufficient detail to provide appropriate and continuous programming for G/T students in grades K–12.
- **Recommendation 12: Develop differentiated objectives and supporting activities that teachers can use to provide challenging and rigorous curriculum to gifted and talented students,**

**including requiring all core subject staff responsible for the instruction of G/T students to complete the 30 hours of G/T training.** The district should create activities to support the G/T program. In addition, the district should require all core subject staff responsible for the instruction of G/T students to complete the 30 hours of G/T training.

- **Recommendation 13: Develop a comprehensive staff development plan that is data-driven and based on the identified needs of the students.** This plan should be the responsibility of the director of Curriculum and Federal Programs, with input from campus administrators, support staff, and teachers. There should be a clear delineation of district level staff development initiatives, program initiatives, and campus-based initiatives. The plan should also include a list of priorities, timelines, methods of evaluations, clear expectations for individuals to receive appropriate training, and all of the staff development activities should be based on best practices and communicated throughout the district in a timely manner and consistent method.
- **Recommendation 14: Create a nurse staffing level based on student enrollment, and create an additional licensed Registered Nurse position.** HISD should add this position to ensure that the district is prepared to deal with students who require more invasive types of health care procedures. This additional position would also reduce the nurse to student ratio and place the district within the NASN recommendation. This position would be in addition to the current part-time Licensed Vocational Nurse (LVN).
- **Recommendation 15: Develop a comprehensive Health Service Procedural Manual and conduct annual training for blood borne pathogen exposure and suspected child abuse.** The district should contract with the regional education service center to assist in the development of a Health Service Procedural Manual. The school nurse, maintenance supervisor, director of Curriculum and Federal Programs, science teachers, and principals should comprise a team that could work with the education service center.
- **Recommendation 16: Ensure that all campus libraries maintain appropriate staffing and library collections.** To meet the *Acceptable* level guidelines based on TSLAC standards, the district should add

one certified librarian each for the elementary and junior high schools, and reduce the number of library aides by 1.5 positions. The district should develop a cyclical process for upgrading libraries. The collections at all libraries should include a wide range of reading materials on a variety of reading and interest levels. The age of the collection and the number of books that are currently outdated are other considerations to take into account. The district should develop a budget for the library that includes the current replacement cost of books multiplied by the ADA of the school.

**DETAILED FINDINGS**

**CURRICULUM MANAGEMENT PLAN (REC. 1)**

HISD lacks a curriculum management plan that includes board policies and administrative regulations to direct curriculum management and ensure quality control.

A curriculum management plan is a document that provides the framework and the specific details to direct the design, delivery, and management of district curriculum. Management is the process and procedures that a district follows to ensure that all parts of the system are working together so that district curriculum directs the work of teachers to benefit students.

A curriculum management plan includes the following components:

- a district overview;
- the curriculum philosophy, mission statement, and beliefs;
- the graduate portrait, which includes indicators of what the Board of Trustees and patrons expect graduates to achieve;
- definition of curriculum, curriculum management, instructional management, and assessment management;
- curriculum requirements and how the district plans to align the written, taught, and tested curriculum including the development of policies and/or administrative regulations;
- curriculum development cycle;
- roles and responsibilities of individuals charged with the design, delivery, and monitoring phases of curriculum;

- how the district plans to distribute the curriculum, manage the delivery of curriculum, and keep the curriculum dynamic, such as automating the process;
- staff development requirements based on best practices for delivering an aligned curriculum;
- an evaluation process that includes benchmarking or spiraling reviews;
- financial support necessary to support this work;
- frequently asked questions;
- glossary of terms; and
- any exhibits or templates such as a lesson plan template or rubrics.

Hearne ISD is missing all of the above components, which collectively comprise a coherent plan that focuses and connects the work of the organization toward developing, implementing, and evaluating an aligned curriculum. When a district lacks coherency and rationality due to the absence of critical components that serve to reduce the random variation within the teaching and learning process, then student learning is compromised.

The district does not use board policies and administrative regulations to guide its decisions about curriculum. While staff members recognize that they must improve student performance, there is confusion at all levels regarding the priorities for achieving this goal. Overall, administrators and teachers are frustrated by the programs the district has implemented to address inconsistent student performance on the Texas Assessment of Knowledge and Skills (TAKS). These myriad programs create fragmentation and variation, and were purchased and implemented with little input from all stakeholders. Examples include:

- The Community Learning Center is an after school and summer school program that provides elementary at-risk students extra instructional support through tutoring services provided by college students.
- The district implemented the *Texas Reading First Program*. This program provides elementary students in grades K-3 ninety minutes of uninterrupted reading instruction on a daily basis. Teachers received training to implement this program.
- The district implemented the *Accelerated Reading Program* to foster the love of reading as well as to reinforce reading skills.

- The high school uses the *Fred Jones, "Tools for Teaching" Program* as part of the student behavior management plan. The program is a method for maintaining a positive learning environment by keeping students in class and focused on learning.
- The district implemented the "*I Can Learn Lab*" at the junior high school. This self-paced pre-algebra course supplements student learning of algebraic concepts, and is used for students to receive instruction in a non-threatening environment.
- The district implemented a Math lab and an Environmental Science course at the high school for local credit. HISD implemented both of these classes to provide needed TAKS remediation while still providing credits to students toward high school graduation.

According to the director of Curriculum and Federal Programs, the district sought grants due to the financial limitations it faced. There is no evidence of the completion of any needs assessment or program evaluation regarding the merit or value of these programs on the system as a whole. Feedback from administrators and teachers also indicates that the district gives little time to evaluating whether curriculum or program initiatives actually achieve their intended outcome before trying something new.

The responsibility of the HISD Curriculum and Instruction Department is to manage the development of curriculum, the delivery of educational services and special programs, and conduct evaluations of each service and program. The department is also responsible for providing principals and teachers with the tools they need to deliver the state adopted curriculum consistently and to prepare students to perform well on the TAKS tests.

Due to the lack of curriculum alignment and constancy of purpose as a system, HISD campuses operate as separate and independent entities that function more like a "confederation of schools" instead of a cohesive school system. Failure to manage and control curriculum design and delivery at the district level leads to fragmentation, duplication of effort, and inconsistencies between campuses and teachers that will negatively impact student learning.

An example of this fragmentation occurred with the implementation of the *Texas Reading First Program* at the elementary level which requires ninety minutes of uninterrupted reading instruction on a daily basis. Administrators report that teachers are having difficulty

finding time to integrate writing because of the prescriptive nature of the program, and that this program has decreased the amount of time available for math, science, and social studies instruction. Without a conscious effort to deliver all of the required TEKS in all tested curricular areas, student performance declines over time.

Lamar Consolidated ISD developed a curriculum management plan to direct the work of its Curriculum Department. This plan outlines the procedures that are used to channel resources for developing, implementing, evaluating, and, ultimately, keeping the curriculum dynamic through an ongoing process. The plan also delineates student performance expectations through the development of the Portrait of a Graduate.

HISD should develop, adopt, and implement a comprehensive curriculum management plan that includes board policies and administrative regulations to direct curriculum development, delivery, and management to ensure quality control. The director of Curriculum and Federal Programs should be primarily responsible for facilitating this work, with the assistance of the Region 6 curriculum contact. The development of a district curriculum management plan begins with forming a district management team comprised of representatives from the district level, the principal level, and the teacher level, with community input.

After the team is formed, it should first review curriculum management plans such as the one developed by Lamar CISD. Decisions must be made regarding the development, delivery, and assessment of the curriculum. The director of Curriculum and Federal Programs should be responsible for scheduling meetings, preparing agendas, and preparing the various components of a curriculum management plan as the team makes decisions. Next, the team should develop district policies and administrative regulations regarding curriculum. These policies and regulations will form the basis of the plan.

After the district develops a plan, it will provide the framework for developing, implementing, and evaluating curriculum documents. This framework will ensure that the curriculum documents align vertically and horizontally throughout the system. The plan should also specify how the district will allocate resources to support the work, and identify the professional development training that teachers need in order to deliver the aligned curriculum. HISD should focus on developing this plan to ensure a coherent instructional program across grades Pre-K–12.

Board members, administrators, and other individuals that need to know how curriculum is developed, delivered, assessed, and monitored should each receive a copy of the completed document.

### **CURRICULUM DOCUMENTS (REC. 2)**

HISD lacks curriculum documents for all content areas.

HISD lacks specific learning objectives that align to the TEKS for all curricula. The district lacks a scope and sequence of objectives that provide a vertical, articulated curriculum for each six-week period. In the absence of specific scope and sequence charts that specify the learning objectives for each six-week period, teachers lack the clear direction that is needed to guide instruction. This lack of specificity leads to more variation from teacher to teacher about what instructional content to include and when to present it.

The district does administer periodic benchmark testing for some content areas, but it does not collect and analyze this data centrally to direct systemic improvement. HISD also conducts a districtwide mock TAKS assessment. While principals report that teachers must develop lesson plans, the format and objectives of these plans vary between teachers. Without a common curriculum and aligned assessments, HISD cannot confirm that instruction aligns to the state standards, making it impossible for principals to evaluate accurately how well teachers align their lessons to the TEKS and TAKS.

According to the director of Curriculum and Federal Programs, HISD purchased curriculum documents with assessments for reading and math grades K–12 and science grades 4–12 from Regional Education Service Center IV (Region 4), and the district relies heavily on these documents. An examination of these documents revealed that the order in which to teach objectives, the amount of time allocated to the teaching of each objective, and the depth in which to teach the objectives is either missing or lacking sufficient specificity. The district relies on teachers to use the TEKS as well as their textbooks to formulate lesson plans.

During interviews, the director of Curriculum and Federal Programs described the district role as one of support to the campuses. The director stated that HISD has been slow to implement curriculum changes and that instructional practices have not kept pace with the new standards for student performance. This administrator acknowledges the importance of providing resources to the campuses, such as

developing grants for the district, which have been a catalyst for change as well as providing needed resources. According to the director, the primary responsibility for curriculum alignment resides at the campus level where teachers are required to include TEKS objectives in their lessons, and principals are to monitor to see that teachers are delivering instruction that uses the TEKS at the appropriate cognitive level. The comments of the director indicate that the development of a standard-based curriculum is more of a campus function than one centralized at the district level. These comments underscore the lack of a system perspective for the design and management of a districtwide curriculum, as this critical function is currently viewed as a site-based function.

The Region 4 curriculum documents purchased by the district are primarily a repeat of the TEKS, which reference TAKS objectives. The TEKS are presented by semester and based on major concepts that teachers should cover, and there are some references to assessment and instructional resources. There is no alignment of local textbooks and other ancillary resources to the documents, but some teachers report that they have met as teams and used the Region 4 documents to develop their lessons. Region 4 includes a suggested timeframe for teaching the major concepts; however, there is a lack of specificity and accountability, which leaves great discretion to teachers regarding the pacing of curriculum delivery. This practice further contributes to the problem of inconsistency in lessons taught from teacher to teacher.

To ensure that the quality of instruction is consistent from campus to campus and to provide adequate direction to teachers, school districts use curriculum documents that contain certain key elements. One important element includes specific objectives that align to state standards for each grade level and content area. Other elements include sample assessment items, aligned resources, suggested strategies that are research-based and linked to classroom utilization, and a scope and sequence that provides teachers with suggested timelines for teaching the objectives by grading periods. It is a district's responsibility to prepare these documents so that teachers know what to teach, when to teach it, how to teach it, and how it will be assessed.

Teachers are responsible for using the district curriculum to create lessons they plan to teach each week in the order or sequence that is specified in curriculum documents. Campus administrators are responsible for monitoring the delivery of the approved curriculum and to provide constructive

feedback to teachers that will help them implement strategies to keep students actively engaged in their academics. Finally, districts develop and administer periodic benchmark assessments, to determine student mastery of the objectives for each defined period.

Without curriculum documents, teachers lack adequate direction from the central level regarding what knowledge and abilities students should have based on the TEKS.

Some school districts, like Rockwall ISD (RISD), use small teams of vertically aligned teachers, (teachers assigned to consecutive grade levels, i.e. 3, 4, 5) to create complete sets of TEKS aligned scope and sequence documents for their campuses. In RISD, teachers worked after school and in the summer for extra-duty pay to complete the documents. RISD spread the work project over several years so that the burden of the completed project did not impact the district's budget during one school year. Using small groups of vertically aligned teachers ensured that objectives would not be re-taught year after year and that students receive instruction in the objectives in sequences that are meaningful. For example, to complete a grade 3 science scope and sequence, a group of three to five teachers from different elementary schools across the district assigned to grades 2 through 4 worked on the scope and sequence. Once the scope and sequence documents were completed, the district gave each teacher in the district the document for their grade level, as well as the one above and below that grade level. Work included suggestions for classroom activities and materials to use with those activities. There were also recommended time frames or pacing calendars established for when to teach the activities during specified grade-reporting periods. RISD has experienced success in ensuring that all students receive instruction in a vertically aligned curriculum.

Galena Park ISD (GPISD) has an effective process for curriculum updating using horizontal and vertical teaming, as well as horizontal and vertical articulation. The district provides staff development in curriculum writing to make the curriculum guides teacher-friendly and to incorporate resources and instructional strategies. The district gives release time to curriculum teams during the year, and the teams also work over the summer.

Additionally, GPISD has a consistent framework for the development and updating of curriculum and instruction implementation for all programs. Each program incorporates the district mission, the Graduate Profile, and the content

area purpose statement. The curriculum specifies the standards on which it is based. For example, the math program incorporates the TEKS, the national math standards, and the district curriculum. The program also specifies the staff development provided, defines effective or best practices, and lists the different assessments it uses.

The district should develop curriculum documents that align to the TEKS. Curriculum documents that contain all of the elements necessary to guide instruction will provide alignment and coherency across the district. Teachers must have access to curriculum documents and receive training on how to use these documents to develop meaningful, engaging lesson plans that will result in improved student performance. Clear, consistent guidelines must be in place for instructional delivery, and the district should administer benchmark assessments or tests to confirm the instructional alignment to the TEKS objectives. This will enable both the central administration and the campus administration to monitor the effectiveness of curriculum delivery to determine if TEKS are being consistently taught and mastered.

Work should begin during summer 2006 on the development of curriculum documents, with the establishment of a schedule for vertical team development and the completion of scope and sequences for all district courses and subject areas. The district should begin by hiring a consultant to assist the district in this process during 2006–07 and 2007–08. HISD should organize vertical teams of math and science teachers and train these teams to develop curriculum documents that include standards, goals, and objectives. This process will involve teams developing a mission statement, belief statements, a development cycle, and a curriculum framework using the Texas Essential Knowledge and Skills as the basis for the standards and goals, for grades Pre-K–12.

Starting in fall 2006, teams can start the process of formulating objectives and sample assessment items for each grade level. This work will extend throughout 2006–07. During the summer of 2007 these teams can refine curriculum objectives and add aligned resources for math and science grades Pre-K–12. During this same period, the district should form and train vertical teams for language arts and social studies. During 2007–08, the vertical teams for English/language arts and social studies grades Pre-K–12 should begin developing curriculum objectives and sample assessment items. During summer 2008 and extending into 2008–09, all content vertical teams can develop suggested strategies and refine curriculum objectives. Additional aligned

resources can be added as needed. In addition to the costs listed in the fiscal impact information below, each year, beginning in 2007–08, HISD should purchase a bank of assessment items that is based upon a per pupil cost. Based on the review team’s experience, HISD should be able to purchase a bank for an estimated \$1.00 per pupil for a total of \$850 (based on an estimated 850 students that would be taking the TAKS test).

The fiscal impact is based on the following information:

- For 2006–07:
  - \$10,000 for an outside consultant.
  - In summer 2006, the district should identify and train selected math and science teachers in the vertical team concept. This would take one day. The district should budget \$190 per day for 28 teachers at a total cost of \$5,320 ( $\$190 \times 28 = \$5,320$ ).
  - Starting in fall 2006, vertical teams should meet one day each six weeks (six days total) to write curriculum objectives and correlated sample assessments for math and science grades Pre-K–12. This process will be lead by the director of Curriculum and Federal Programs with the assistance of the outside consultant. The cost is based on \$75 per day for 28 substitutes, which will be \$2,100 per day ( $\$75 \times 28 = \$2,100$ ) and \$12,600 for six days ( $\$2,100 \times 6 = \$12,600$ ); one day of each six-week period. The total cost for 2006–07 is \$10,000 for the consultant, \$5,320 for the training, \$12,600 for the substitutes, and approximately \$5,000 for supplies and printing for a sum of \$32,920.
- For 2007–08:
  - The same identical steps should be followed with 28 identified teachers for language arts and social studies as was done with the math and science teachers for 2006–07. The total cost would be the same: \$32,920.
  - Additionally, the math and science vertical teams should develop suggested strategies, align resources, and refine objectives during summer 2007. The district should schedule two days for math and science at \$190 per day for 28 teachers, or \$5,320 per day ( $\$190 \times 28 = \$5,320$ ) which totals \$10,640 for two days ( $\$5,320 \times 2 = \$10,640$ ).

- The total cost for 2007–08 is \$32,920 for the language arts and social studies process, \$10,640 for substitute teachers for two days for the math and science teachers, \$5,000 for supplies and printing, and \$850 for the data bank of assessment items for a sum of \$49,410.
- For 2008–09:
  - Language arts and social studies vertical teams should refine objectives and add aligned resources and suggested strategies. The district should schedule two days during summer 2008 at a cost of \$190 per day for 28 teachers, which totals \$10,640 ( $\$190 \times 28 \text{ teachers} \times 2 \text{ days} = \$10,640$ ).
  - Throughout the school year, the director of Curriculum and Federal Programs should meet with the vertical teams to further refine curriculum documents. These meetings should be held two times per year for 56 teachers; the cost is based on \$75 per day for substitutes for two days, or \$8,400 ( $\$75 \times 56 \text{ teachers} = \$4,200 \times 2 \text{ days} = \$8,400$ ), plus \$800 for printing, for a total cost of \$9,200.
  - With the \$850 for the data bank of assessment items, the total cost for 2008–09 will be \$20,690 ( $\$10,640$  for the language arts and social studies process +  $\$8,400$  for two days of substitute teachers +  $\$800$  for printing +  $\$850$  for assessment items =  $\$20,690$ ).

The total cost for developing curriculum for the four major content areas is \$103,020 (2006–07: \$32,920; 2007–08: \$49,410; 2008–09: \$20,690). The cost of purchasing a bank of assessment items for 2009–10 and 2010–11 is \$850 per year. This results in the total fiscal impact as follows:

- 2006–07: \$32,920 ( $\$10,000 + \$5,320 + \$12,600 + \$5,000$ );
- 2007–08: \$49,410 ( $\$32,920 + \$10,640 + \$5,000 + \$850$ );
- 2008–09: \$20,690 ( $\$10,640 + \$8,400 + \$800 + \$850$ );
- 2009–10: \$850;
- 2010–11: \$850.

Subsequent to developing the curriculum in the core subjects, HISD should review the costs of the effort and develop a budget to do the same in all elective subjects.

**MONITORING TEACHING (REC. 3)**

HISD lacks a consistent method for monitoring the teaching of the TEKS.

All principals in Hearne ISD have been trained through Region 6 in Instructional Leadership: Continuous School Improvement. They have received training in monitoring instructional delivery with the short walk-through process. However, the director of Curriculum and Federal Programs reports that district principals only monitor instruction to fulfill the requirement for the Professional Development and Appraisal System (PDAS). She also states that it is difficult to get principals to attend training for programs and initiatives that their respective campuses are implementing. For example, principals failed to attend training provided by TEA for the Reading First program.

Principals indicated that they do look at lesson plans, failure lists, and meet with teachers. However, they also reported that the district's curriculum is not aligned and focused. Accordingly, while both the director of Curriculum and Federal Programs and district principals reported that teachers are required to submit their lesson plans, there is no standard format or requirement for how the district uses the lesson plans to monitor the delivery of curriculum. Principals said in interviews that when possible, they develop schedules to include common planning times for teachers of like subjects or grade levels to provide consistency in delivery of the curriculum. Principals conduct random classroom walk-throughs to monitor instructional delivery. The director of Curriculum and Federal Programs also stated that she and the superintendent are both conducting walk-throughs in 2005–06.

Despite this effort, there is no approved system used from campus to campus to guide the principals in monitoring and adjusting this process if teachers do not teach the TEKS or implement a required program such as Reading First. As a result, it is difficult for central office supervisors to determine how and when principals are monitoring and documenting the teachers' use of the appropriate curriculum content and sequences. As a result, it is difficult to consistently document whether teachers are following the established curriculum.

White Settlement ISD uses a web-based software program to house all curriculum documents online. This program houses the scope and sequences for each subject and allows teachers to create and store units of study that are aligned to the scope and sequences. These units are recorded in an organized meaningful plan, or roadmap, that is connected to

specific “concepts” or “big ideas” that make the learning more significant to the students.

The online curriculum program also has a function that allows teachers to create and store lesson plans that align to the scope and sequences and the units of study. Because the program is web-based, administrators, teachers, parents, and central office personnel can access it from any computer that has Internet access. Principals who are responsible for monitoring the teaching of the TEKS for an entire school building can access scope and sequence documents and then monitor lesson plans from their desktop, which makes walk-through classroom visits much more effective. Principals can also expect consistency in each classroom teaching the same subjects to the same grade levels if these products are easily accessible to all staff members. Consistency in classroom teaching does not imply that all teachers use the same strategies or techniques—it means teaching the same objectives within the same period so that the district can apply benchmark assessments to measure student progress and determine what teachers and students may be missing the mark.

The district should implement an automated curriculum management system. Online curriculum management systems currently make use of web-based software to store all documents so that teachers, administrators, and parents can access information from the curriculum at home, work, or school. Using web-based solutions to access curriculum, scope and sequence documents, lesson plans, and actual instructional units of study will provide better monitoring of classroom activities.

The cost of an automated system varies depending upon the system. Some systems charge an annual fee per campus, others charge based on the number of students at the campus or district. These costs vary and it is difficult to predict an exact fee for the system. However, the district can plan for an annual fee for an online system to cost approximately \$3,000 per each of the four campuses for a total cost of \$12,000 ( $\$3,000 \times 4 \text{ campuses} = \$12,000$ ). Most of these systems operate in a Microsoft Windows environment and are web-based. It will be necessary to train teachers to use an automated system; the training should be minimal, approximately one day. This training could occur during a regularly scheduled staff development day at no cost to the district.

After the district installs the automated system, it can then focus on localizing the contents of the system and training

teachers to use the curriculum to deliver engaging lessons that align to the standards for student performance. The director of Curriculum and Instruction should use vertical curriculum teams to take the objectives within the system and align them with district resources, sample assessment items, and strategies. The district should budget \$25,200 for 56 substitutes at \$75 per day so it can release teachers six days throughout the first year to localize the curriculum within the automated system ( $56 \text{ substitutes} \times \$75 \text{ per day} \times 6 \text{ days} = \$25,200$ ).

The total cost would be a maximum of \$12,000 annual fee for an automated system plus \$25,200 for one year only to localize the curriculum within the automated system for HISD.

Subsequent to installing the core subject curriculum online, HISD should review the costs of the effort and develop a budget to do the same in all elective subjects.

#### **STUDENT PERFORMANCE (REC. 4)**

HISD lacks a focused instructional strategy to support consistent improvement in student performance.

While some grade levels in some subject areas showed increases in student performance from spring 2003 to spring 2004, student performance in HISD remains low when compared to the state and peer districts. Mathematics and science continue to be the areas with the lowest student performance, especially when examining high school performance. The district did not provide information regarding which positions are accountable for ensuring that initiatives and programs are implemented, monitored, and evaluated for effectiveness. Furthermore, the district did not provide evidence to the team that it was using a systematic continuous improvement process, which includes analyzing the results of common assessments or benchmark assessments that align to district curriculum and are used to measure student learning.

Based upon the TAKS results in HISD for 2002–03 and 2003–04, the review team noted the following inconsistent patterns of student performance at each tested grade level:

- In grade 3, HISD student performance increased from 2002–03 to 2003–04 in both reading and math. However, scores for both tests were below the state average. Compared to the peer districts, reading scores were the lowest and math scores were next to the lowest.
- In grade 4, HISD student performance increased from 2002–03 to 2003–04 in reading, math, and writing. Scores were below the state average in all three areas, ranging from 16 to 27 percent below the state average in 2003–04. Compared to its peer districts, HISD student performance was the lowest in reading and writing, and second lowest in math.
- In grade 5, HISD student performance declined from 2002–03 to 2003–04 in reading and math, but improved in science. Scores were 20 to 28 percent below the state average in the three areas and were among the lowest in comparison to the peer districts in all three areas in 2003–04.
- In grade 6, HISD student performance improved from 2002–03 to 2003–04 in reading, but declined in math. HISD's scores were below the state average in reading but were the same as the state average in math. As compared to peer districts, HISD's reading scores were lower than all but Rice Consolidated and lower than Rosebud-Lott and Calvert in math in 2003–04.
- In grade 7, HISD student performance remained relatively stable from 2002–03 to 2003–04 in reading, math, and writing. All scores were well below the state average, and were the lowest among the peer districts in all three subjects.
- In grade 8, HISD student performance improved from 2002–03 to 2003–04 in reading and math, but declined in social studies. All were below the state average in 2003–04.
- In grade 9, HISD student performance declined from 2002–03 to 2003–04 in reading and math. In 2003–04, both reading and math were below the state average and were the lowest among the peer districts as well.
- In grade 10, in the four subjects tested (English/language arts, math, social studies, and science), HISD student performance improved slightly from 2002–03 to 2003–04 in all subjects tested except English/language arts, although the district scored significantly below the state average in all four subject areas.
- In grade 11, in the four subjects tested (English/language arts, math, social studies, and science), HISD student performance increased from 2002–03 to 2003–04. All four areas were below the state average, and among the peer districts, HISD scores were either

the lowest (English/language arts and social studies) or second lowest (math and science).

**Exhibits 1–1 through 1–18** provide the detailed student performance at each level by each district, the state, and student subgroup.

**Exhibit 1–1** shows the reading and math scores for HISD students in grade 3 in comparison to peer districts, the region, and the state. HISD’s 2004 administration of the grade 3 reading TAKS assessment produced scores that were 18 percent below the state average in reading, but only 7 percent below the state in math. Math scores increased 8.5 percent from 2003 to 2004. Reading scores were lower than all of the peer districts. Math scores were second lowest in comparison to all of the peer districts.

**Exhibit 1–2** shows that HISD’s grade 3 reading scores improved in all categories except for the White students. In grade 3 math, the Hispanic and Economically Disadvantaged students’ scores increased. Scores for White students in

mathematics decreased, while African American student scores increased slightly.

**Exhibit 1–3** shows grade 4 reading, math, and writing scores in comparison to peer districts, the region, and the state. Reading, math, and writing scores increased several percent from the previous year’s administration, but are significantly below the region and state averages. As compared to peer districts, HISD’s scores in all three subjects were lower than all but Calvert’s scores in mathematics.

**Exhibit 1–4** shows grade 4 reading, math, and writing scores by each student group for HISD students. Reading scores improved for all groups. Math scores improved for every group except Hispanic, with the most significant gain of 29 percent for White students. Writing scores improved for White and African American students.

**Exhibit 1–5** shows how HISD students performed on the grade 5 TAKS for reading, math, and science in comparison to peer districts, the region, and the state. Compared to the

**EXHIBIT 1–1  
TAKS GRADE 3 READING AND MATH  
PERCENTAGE OF STUDENTS MEETING STANDARD-ENGLISH VERSION  
HISD, PEER DISTRICTS, AND STATE  
2002–03 AND 2003–04**

ENTITY	READING		MATH	
	2002–03	2003–04	2002–03	2003–04
<b>HISD</b>	<b>63.3%</b>	<b>73.0%</b>	<b>74.5%</b>	<b>83.0%</b>
Rosebud-Lott	95.7%	99.0%	97.8%	98.0%
Rice Cons.	93.5%	86.0%	95.7%	78.0%
Calvert	85.7%	99.0%	70.0%	92.0%
Corrigan-Camden	75.4%	90.0%	96.7%	91.0%
<b>REGION 6</b>	<b>91.7%</b>	<b>92.0%</b>	<b>91.8%</b>	<b>92.0%</b>
<b>STATE</b>	<b>89.6%</b>	<b>91.0%</b>	<b>90.8%</b>	<b>90.0%</b>

SOURCE: Texas Education Agency, Academic Excellence Indicator System (AEIS), 2002-03 and 2003-04.

**EXHIBIT 1–2  
TAKS FOR GRADE 3 READING AND MATH  
PERCENTAGE OF HISD STUDENTS MEETING STANDARD-ENGLISH VERSION BY STUDENT GROUP  
2002–03 AND 2003–04**

CATEGORY	READING		MATH	
	2002–03	2003–04	2002–03	2003–04
White	83.3%	40.0%	100%	80.0%
African American	57.7%	69.0%	72.0%	79.0%
Hispanic	64.7%	86.0%	68.8%	90.0%
Economically Disadvantaged	53.8%	71.0%	70.3%	83.0%

SOURCE: Texas Education Agency, AEIS, 2002-03 and 2003-04.

**EXHIBIT 1–3  
TAKS GRADE 4 READING, MATH, AND WRITING  
HISD, PEER DISTRICTS, AND STATE  
2002–03 AND 2003–04**

ENTITY	READING		MATH		WRITING	
	2002–03	2003–04	2002–03	2003–04	2002–03	2003–04
<b>HISD</b>	<b>47.8%</b>	<b>66.0%</b>	<b>55.7%</b>	<b>71.0%</b>	<b>61.3%</b>	<b>64.0%</b>
Rosebud-Lott	87.3%	91.0%	88.9%	87.0%	81.0%	91.0%
Rice Cons.	84.7%	86.0%	93.2%	92.0%	69.4%	88.0%
Calvert	55.0%	67.0%	45.0%	61.0%	81.8%	88.0%
Corrigan-Camden	89.7%	80.0%	89.5%	86.0%	96.6%	92.0%
<b>REGION 6</b>	<b>87.2%</b>	<b>88.0%</b>	<b>90.0%</b>	<b>88.0%</b>	<b>85.6%</b>	<b>91.0%</b>
<b>STATE</b>	<b>85.9%</b>	<b>86.0%</b>	<b>88.0%</b>	<b>87.0%</b>	<b>86.8%</b>	<b>91.0%</b>

SOURCE: Texas Education Agency, AEIS, 2002-03 and 2003-04.

**EXHIBIT 1–4  
TAKS GRADE 4 READING, MATH, AND WRITING  
PERCENTAGE OF HISD STUDENTS MEETING STANDARD-ENGLISH VERSION BY STUDENT GROUP  
2002–03 AND 2003–04**

CATEGORY	READING		MATH		WRITING	
	2002–03	2003–04	2002–03	2003–04	2002–03	2003–04
White	70.0%	89.0%	70.0%	99.0%	70.0%	88.0%
African American	35.1%	58.0%	45.9%	71.0%	45.2%	56.0%
Hispanic	59.1%	65.0%	65.2%	59.0%	81.0%	65.0%
Economically Disadvantaged	44.3%	58.0%	53.2%	66.0%	59.3%	59.0%

SOURCE: Texas Education Agency, AEIS, 2002-03 and 2003-04.

**EXHIBIT 1–5  
TAKS GRADE 5 READING, MATH, AND SCIENCE  
PERCENTAGE OF STUDENTS MEETING STANDARD-ENGLISH VERSION  
HISD, PEER DISTRICTS, AND STATE  
2002–03 AND 2003–04**

ENTITY	READING		MATH		SCIENCE	
	2002–03	2003–04	2002–03	2003–04	2002–03	2003–04
<b>HISD</b>	<b>59.4%</b>	<b>55.0%</b>	<b>66.2%</b>	<b>62.0%</b>	<b>32.4%</b>	<b>42.0%</b>
Rosebud-Lott	86.8%	85.0%	83.9%	81.0%	74.6%	63.0%
Rice Cons.	64.9%	70.0%	75.8%	72.0%	70.1%	49.0%
Calvert	61.5%	45.0%	30.8%	68.0%	30.8%	29.0%
Corrigan-Camden	78.8%	67.0%	78.8%	87.0%	71.2%	70.0%
<b>REGION 6</b>	<b>80.2%</b>	<b>81.0%</b>	<b>86.5%</b>	<b>84.0%</b>	<b>76.7%</b>	<b>73.0%</b>
<b>STATE</b>	<b>80.0%</b>	<b>80.0%</b>	<b>86.3%</b>	<b>82.0%</b>	<b>74.5%</b>	<b>70.0%</b>

SOURCE: Texas Education Agency, AEIS, 2002-03 and 2003-04.

state, HISD scores were lower in all three subject areas, with the most discrepancy in science at 28 percent below the state average.

Exhibit 1–6 shows grade 5 scores in reading, math, and science by student group for 2002–03 and 2003–04. Reading scores remained stable except for African American students who dropped over 13 percent. Math scores dropped in all cases except for the Hispanic group, which had an increase

**EXHIBIT 1-6  
TAKS GRADE 5 READING, MATH, AND SCIENCE  
PERCENTAGE OF HISD STUDENTS MEETING STANDARD-ENGLISH VERSION BY STUDENT GROUP  
2002-03 AND 2003-04**

CATEGORY	READING		MATH		SCIENCE	
	2002-03	2003-04	2002-03	2003-04	2002-03	2003-04
White	71.4%	71.0%	100%	73.0%	57.1%	77.0%
African American	53.7%	41.0%	60.5%	48.0%	24.4%	22.0%
Hispanic	65.0%	65.0%	65.0%	76.0%	36.8%	50.0%
Economically Disadvantaged	59.4%	55.0%	68.2%	64.0%	30.2%	39.0%

SOURCE: Texas Education Agency, AEIS, 2002-03 and 2003-04.

of 11 percent. Science scores generally improved in all areas except the African American group, which dropped slightly.

Exhibit 1-7 shows how HISD students performed on the grade 6 TAKS for reading and math in comparison to peer districts, the region, and the state in 2002-03 and 2003-04. Reading scores were below the state average and were the lowest among the peer districts in all cases except one. Math

scores equaled the state average in 2003-04 and ranked third when compared to the peer districts.

Exhibit 1-8 shows how HISD students performed in grade 6 reading and math for student groups in 2002-03 and 2003-04. Scores in reading improved for every group except for Hispanic, which dropped 17.4 percent. Math scores declined for all student groups from 2002-03 to 2003-04.

**EXHIBIT 1-7  
TAKS GRADE 6 READING AND MATH  
PERCENTAGE OF STUDENTS MEETING STANDARD-ENGLISH VERSION  
HISD, PEER DISTRICTS, AND STATE  
2002-03 AND 2003-04**

ENTITY	READING		MATH	
	2002-03	2003-04	2002-03	2003-04
<b>HISD</b>	<b>67.3%</b>	<b>76.0%</b>	<b>83.3%</b>	<b>78.0%</b>
Rosebud-Lott	100.0%	95.0%	94.7%	88.0%
Rice Cons.	73.8%	75.0%	57.6%	61.0%
Calvert	85.0%	94.0%	72.7%	81.0%
Corrigan-Camden	86.7%	94.0%	73.8%	69.0%
<b>REGION 6</b>	<b>88.3%</b>	<b>89.0%</b>	<b>82.2%</b>	<b>81.0%</b>
<b>STATE</b>	<b>86.2%</b>	<b>87.0%</b>	<b>79.3%</b>	<b>78.0%</b>

SOURCE: Texas Education Agency, AEIS, 2002-03 and 2003-04.

**EXHIBIT 1-8  
TAKS GRADE 6 READING AND MATH  
PERCENTAGE OF HISD STUDENTS MEETING STANDARD-ENGLISH VERSION BY STUDENT GROUP  
2002-03 AND 2003-04**

CATEGORY	READING		MATH	
	2002-03	2003-04	2002-03	2003-04
White	*	99.0%	*	80.0%
African American	58.8%	78.0%	85.3%	78.0%
Hispanic	82.4%	65.0%	76.5%	75.0%
Economically Disadvantaged	63.6%	74.0%	81.4%	78.0%

\* Not Available.

SOURCE: Texas Education Agency, AEIS, 2002-03 and 2003-04.

**Exhibit 1–9** shows how HISD students performed on the grade 7 TAKS for reading, math, and writing in comparison to peer districts, the region, and the state in 2002–03 and 2003–04. Scores in all three areas are below the region and state averages for each of these years, and below the peer districts in all cases in 2003–04.

**Exhibit 1–10** shows how HISD students performed in grade 7 reading, math, and writing for student groups in 2002–03 and 2003–04. All scores remained relatively stable, with improvement for Hispanic students in reading and mathematics, and a 13.7 percentage point decline in the African American reading scores.

**Exhibit 1–11** shows how HISD students performed on the grade 8 TAKS for reading, math, and social studies in comparison to peer districts, the region, and the state. HISD reading and math scores improved, but social studies scores declined. Reading scores are competitive, but math and social

studies scores are significantly lower than the region and state averages and generally lower than the peer districts.

**Exhibit 1–12** shows how HISD students performed in eighth grade reading, math, and social studies in each student group for 2002–03 and 2003–04. Reading scores have improved while math scores improved yet remain low. Social Studies scores declined in all groups.

**Exhibit 1–13** shows how HISD students performed on the grade 9 TAKS for reading and math in comparison to peer districts, the region, and the state. HISD’s performance was well below the region and state averages in both subject areas. HISD was lower than all peer districts except for Calvert in mathematics in 2003–04.

**Exhibit 1–14** shows how HISD students performed in grade 9 reading and math by student group for 2002–03 and 2003–04. In reading, scores improved for White and Hispanic students. Declines occurred for African American and Economically Disadvantaged students in reading. In

**EXHIBIT 1–9  
TAKS GRADE 7 READING, MATH, AND WRITING  
PERCENTAGE OF HISD STUDENTS MEETING STANDARD-ENGLISH VERSION  
2002–03 AND 2003–04**

ENTITY	READING		MATH		WRITING	
	2002–03	2003–04	2002–03	2003–04	2002–03	2003–04
<b>HISD</b>	<b>67.6%</b>	<b>67.0%</b>	<b>49.3%</b>	<b>50.0%</b>	<b>78.5%</b>	<b>78.0%</b>
Rosebud-Lott	93.1%	80.0%	75.4%	72.0%	92.7%	82.0%
Rice Cons.	88.8%	73.0%	69.2%	51.0%	89.5%	90.0%
Calvert	64.3%	70.0%	53.3%	55.0%	71.4%	89.0%
Corrigan-Camden	93.5%	81.0%	62.5%	71.0%	88.7%	86.0%
<b>REGION 6</b>	<b>89.7%</b>	<b>85.0%</b>	<b>78.0%</b>	<b>76.0%</b>	<b>86.3%</b>	<b>92.0%</b>
<b>STATE</b>	<b>88.0%</b>	<b>83.0%</b>	<b>73.4%</b>	<b>71.0%</b>	<b>85.8%</b>	<b>91.0%</b>

SOURCE: Texas Education Agency, AEIS, 2002-03 and 2003-04.

**EXHIBIT 1–10  
TAKS GRADE 7 READING, MATH, AND WRITING  
PERCENTAGE OF HISD STUDENTS MEETING STANDARD-ENGLISH VERSION BY STUDENT GROUP  
2002–03 AND 2003–04**

CATEGORY	READING		MATH		WRITING	
	2002–03	2003–04	2002–03	2003–04	2002–03	2003–04
White	*	99.0%	*	67.0%	*	83.0%
African American	66.7%	53.0%	47.6%	45.0%	75.0%	76.0%
Hispanic	65.2%	83.0%	43.5%	56.0%	81.8%	81.0%
Economically Disadvantaged	63.8%	64.0%	45.8%	47.0%	74.5%	81.0%

\* Not Available.

SOURCE: Texas Education Agency, AEIS, 2002-2003 and 2003-04.

**EXHIBIT 1–11**  
**TAKS FOR GRADE 8 READING, MATH, AND SOCIAL STUDIES**  
**PERCENTAGE OF STUDENTS MEETING STANDARD-ENGLISH VERSION**  
**HISD, PEER DISTRICTS, AND STATE**  
**2002–03 AND 2003–04**

ENTITY	READING		MATH		SOCIAL STUDIES	
	2002–03	2003–04	2002–03	2003–04	2002–03	2003–04
<b>HISD</b>	<b>70.5%</b>	<b>86.0%</b>	<b>33.8%</b>	<b>44.0%</b>	<b>88.7%</b>	<b>71.0%</b>
Rosebud-Lott	90.9%	89.0%	76.9%	62.0%	91.4%	93.0%
Rice Consolidated	94.9%	91.0%	68.4%	58.0%	93.7%	90.0%
Calvert	75.0%	67.0%	58.8%	21.0%	70.6%	40.0%
Corrigan-Camden	75.0%	77.0%	71.7%	52.0%	72.1%	60.0%
<b>REGION 6</b>	<b>89.8%</b>	<b>91.0%</b>	<b>78.3%</b>	<b>73.0%</b>	<b>93.8%</b>	<b>89.0%</b>
<b>STATE</b>	<b>88.7%</b>	<b>90.0%</b>	<b>73.2%</b>	<b>67.0%</b>	<b>93.1%</b>	<b>88.0%</b>

SOURCE: Texas Education Agency, AEIS, 2002-03 and 2003-04.

**EXHIBIT 1–12**  
**TAKS GRADE 8 READING, MATH, AND SOCIAL STUDIES**  
**PERCENTAGE OF HISD STUDENTS MEETING STANDARD-ENGLISH VERSION BY STUDENT GROUP**  
**2002–03 AND 2003–04**

CATEGORY	READING		MATH		SOCIAL STUDIES	
	2002–03	2003–04	2002–03	2003–04	2002–03	2003–04
White	100.0%	*	60.0%	60.0%	100.0%	80.0%
African American	57.1%	88.0%	25.6%	41.0%	88.9%	75.0%
Hispanic	85.7%	85.0%	42.9%	44.0%	85.7%	63.0%
Economically disadvantaged	65.2%	86.0%	28.0%	39.0%	91.5%	71.0%

\* Not Available.

SOURCE: Texas Education Agency, AEIS, 2002-03 and 2003-04.

**EXHIBIT 1–13**  
**TAKS GRADE 9 READING AND MATH**  
**PERCENTAGE OF STUDENTS MEETING STANDARD-ENGLISH VERSION**  
**HISD, PEER DISTRICTS, AND STATE**  
**2002–03 AND 2003–04**

ENTITY	READING		MATH	
	2002–03	2003–04	2002–03	2003–04
<b>HISD</b>	<b>64.7%</b>	<b>61.0%</b>	<b>37.0%</b>	<b>24.0%</b>
Rosebud-Lott	80.3%	82.0%	68.8%	64.0%
Rice Consolidated	84.6%	86.0%	59.5%	45.0%
Calvert	63.6%	84.0%	0.0%	26.0%
Corrigan-Camden	78.2%	76.0%	48.1%	39.0%
<b>REGION 6</b>	<b>83.3%</b>	<b>88.0%</b>	<b>68.7%</b>	<b>67.0%</b>
<b>STATE</b>	<b>82.4%</b>	<b>85.0%</b>	<b>65.1%</b>	<b>61.0%</b>

SOURCE: Texas Education Agency, AEIS, 2002-03 and 2003-04.

**EXHIBIT 1-14  
TAKS GRADE 9 READING AND MATH  
PERCENTAGE OF HISD STUDENTS MEETING STANDARD-ENGLISH VERSION BY STUDENT GROUP  
2002-03 AND 2003-04**

CATEGORY	READING		MATH	
	2002-03	2003-04	2002-03	2003-04
White	81.8%	83.0%	60.0%	67.0%
African American	59.5%	47.0%	30.0%	13.0%
Hispanic	63.2%	75.0%	36.4%	33.0%
Economically Disadvantaged	66.7%	55.0%	38.5%	19.0%

SOURCE: Texas Education Agency, AEIS, 2002-03 and 2003-04.

mathematics, scores declined for all groups except for a slight gain for White students. Math scores are generally low.

**Exhibit 1-15** shows how HISD students performed on the grade 10 TAKS for English/language arts, math, social studies, and science in comparison to peer districts, the region, and the state. HISD performance was lower than the region and state averages in all four areas that were tested. As compared to peer districts, HISD scored lower in all subject areas with exception each in math and science.

**Exhibit 1-16** shows how HISD students performed in grade 10 reading, math, social studies, and science by student group in 2002-03 and 2003-04. English/language arts scores are 40 percent meeting standard or below for all student groups. Math scores vary from 75 percent meeting the standard for White students to 27 percent meeting the standard for African American students. Social studies scores are by far the most impressive for all groups. Science scores are similar

to the math scores, ranging from 24 percent to 75 percent passing.

**Exhibit 1-17** shows how HISD students performed on the grade 11 TAKS for English/language arts, math, social studies, and science in comparison to peer districts, the region, and the state. All scores were below the region and state averages. HISD scored significantly lower than all peer districts in English/language arts. HISD scored significantly lower than all peer districts except one in math.

**Exhibit 1-18** shows how HISD students performed on the grade 11 TAKS for English/language arts, math, social studies, and science by student group in 2002-03 and 2003-04. English/language arts, math, social studies, and science scores improved for all groups.

The state transitioned to a new accountability system in spring of 2004. For the years 2003-04 and 2004-05, TEA rated Hearne ISD *Academically Acceptable*. In 2003-04, TEA rated Hearne High School *Academically Unacceptable*, while

**EXHIBIT 1-15  
TAKS GRADE 10 ENGLISH/LANGUAGE ARTS, MATH, SOCIAL STUDIES, AND SCIENCE  
PERCENTAGE OF STUDENTS MEETING STANDARD-ENGLISH VERSION  
HISD, PEER DISTRICTS, AND STATE  
2002-03 AND 2003-04**

ENTITY	ENGLISH/LANG. ARTS		MATH		SOCIAL STUDIES		SCIENCE	
	2002-03	2003-04	2002-03	2003-04	2002-03	2003-04	2002-03	2003-04
<b>HISD</b>	<b>40.7%</b>	<b>38.0%</b>	<b>29.8%</b>	<b>35.0%</b>	<b>60.3%</b>	<b>70.0%</b>	<b>31.6%</b>	<b>37.0%</b>
Rosebud-Lott	56.8%	72.0%	66.3%	72.0%	88.9%	89.0%	62.2%	73.0%
Rice Consolidated	61.7%	68.0%	67.1%	61.0%	80.4%	87.0%	46.2%	63.0%
Calvert	92.3%	67.0%	76.9%	1.0%	84.6%	73.0%	53.8%	18.0%
Corrigan-Camden	68.3%	79.0%	60.7%	70.0%	77.4%	81.0%	45.2%	45.0%
<b>REGION 6</b>	<b>73.9%</b>	<b>79.0%</b>	<b>76.5%</b>	<b>67.0%</b>	<b>88.5%</b>	<b>89.0%</b>	<b>73.9%</b>	<b>71.0%</b>
<b>STATE</b>	<b>72.8%</b>	<b>76.0%</b>	<b>74.2%</b>	<b>64.0%</b>	<b>86.8%</b>	<b>88.0%</b>	<b>69.6%</b>	<b>65.0%</b>

SOURCE: Texas Education Agency, AEIS, 2002-03 and 2003-04.

**EXHIBIT 1-16****TAKS GRADE 10 ENGLISH/LANGUAGE ARTS, MATH, SOCIAL STUDIES, AND SCIENCE  
PERCENTAGE OF HISD STUDENTS MEETING STANDARD-ENGLISH VERSION BY STUDENT GROUP  
2002-03 AND 2003-04**

CATEGORY	ENGLISH/LANG. ARTS		MATH		SOCIAL STUDIES		SCIENCE	
	2002-03	2003-04	2002-03	2003-04	2002-03	2003-04	2002-03	2003-04
White	60.0%	40.0%	60.0%	75.0%	80.0%	88.0%	60.0%	75.0%
African American	40.0%	38.0%	13.3%	27.0%	41.9%	65.0%	16.1%	24.0%
Hispanic	28.6%	39.0%	41.2%	33.0%	82.4%	72.0%	43.8%	44.0%
Economically Disadvantaged	33.3%	35.0%	20.5%	37.0%	55.0%	69.0%	23.1%	41.0%

SOURCE: Texas Education Agency, AEIS, 2002-03 and 2003-04.

**EXHIBIT 1-17****TAKS GRADE 11 ENGLISH/LANGUAGE ARTS, MATH, SOCIAL STUDIES, AND SCIENCE  
PERCENTAGE OF STUDENTS MEETING STANDARD-ENGLISH VERSION  
HISD, PEER DISTRICTS, AND STATE  
2002-03 AND 2003-04**

	ENGLISH LANG. ARTS		MATH		SOCIAL STUDIES		SCIENCE	
	2002-03	2003-04	2002-03	2003-04	2002-03	2003-04	2002-03	2003-04
<b>HISD</b>	<b>27.6%</b>	<b>56.0%</b>	<b>25.6%</b>	<b>38.0%</b>	<b>75.0%</b>	<b>94.0%</b>	<b>34.3%</b>	<b>77.0%</b>
Rosebud-Lott	53.7%	88.0%	45.9%	85.0%	70.5%	99.0%	39.3%	92.0%
Rice Consolidated	69.8%	86.0%	58.1%	79.0%	78.6%	97.0%	56.9%	79.0%
Calvert	69.2%	92.0%	46.7%	27.0%	93.3%	99.0%	20.0%	73.0%
Corrigan-Camden	59.7%	94.0%	34.4%	76.0%	73.1%	98.0%	37.1%	77.0%
<b>REGION 6</b>	<b>67.1%</b>	<b>89.0%</b>	<b>69.6%</b>	<b>88.0%</b>	<b>90.8%</b>	<b>98.0%</b>	<b>69.6%</b>	<b>88.0%</b>
<b>STATE</b>	<b>69.8%</b>	<b>87.0%</b>	<b>68.5%</b>	<b>85.0%</b>	<b>90.2%</b>	<b>97.0%</b>	<b>67.9%</b>	<b>85.0%</b>

SOURCE: Texas Education Agency, AEIS, 2002-03 and 2003-04.

**EXHIBIT 1-18****TAKS GRADE 11 ENGLISH/LANGUAGE ARTS, MATH, SOCIAL STUDIES, AND SCIENCE  
PERCENTAGE OF HISD STUDENTS MEETING STANDARD-ENGLISH VERSION BY STUDENT GROUP  
2002-03 AND 2003-04**

CATEGORY	ENGLISH/LANG. ARTS		MATH		SOCIAL STUDIES		SCIENCE	
	2002-03	2003-04	2002-03	2003-04	2002-03	2003-04	2002-03	2003-04
White	*	71.0%	57.1%	86.0%	85.7%	86.0%	80.0%	86.0%
African American	16.7%	44.0%	21.1%	28.0%	70.6%	94.0%	16.7%	75.0%
Hispanic	28.6%	77.0%	17.6%	38.0%	75.0%	99.0%	41.7%	77.0%
Economically Disadvantaged	28.6%	41.0%	22.2%	35.0%	76.0%	99.0%	30.4%	79.0%

\*Not Available.

SOURCE: Texas Education Agency, AEIS, 2002-03 and 2003-04.

rating the district and other campuses *Academically Acceptable*. In 2004-05, all campuses and the district received a rating of *Academically Acceptable* (**Exhibit 1-19**).

Under the accountability provisions in the federal No Child Left Behind (NCLB) Act, all public school campuses, school districts, and the state are evaluated for Adequate Yearly

Progress (AYP). Districts, campuses, and the state are required to meet AYP criteria on three measures: Reading/Language Arts, Mathematics, and either Graduation Rate (for high schools and districts) or Attendance Rate (for elementary and junior high schools).

**EXHIBIT 1-19  
HISD SCHOOL ACCOUNTABILITY RATINGS  
2003-04 AND 2004-05**

CAMPUS	2003-04 ACCOUNTABILITY RATINGS	2004-05 ACCOUNTABILITY RATINGS
Eastside Elementary	Academically Acceptable	Academically Acceptable
Blackshear Elementary	Academically Acceptable	Academically Acceptable
Hearne Junior High	Academically Acceptable	Academically Acceptable
Hearne High School	Academically Unacceptable	Academically Acceptable
District	Academically Acceptable	Academically Acceptable

SOURCE: Texas Education Agency, AEIS 2003-04, and District Accountability Summary 2004-05.

TEA allocates Title I funds to districts based on the number of economically disadvantaged students in the district. Eligibility for free and reduced-price lunch or breakfast is typically used to determine eligibility for Title I programs; however, districts select students to receive services on the basis of specific educational needs, not economic status. All Hearne ISD campuses receive Title I, Part A funds.

The 2005 AYP data shows that only one campus, Eastside Elementary, met AYP (**Exhibit 1-20**). The district and all other campuses missed AYP for 2004-05. Hearne High School and Blackshear Elementary Missed AYP due to low performance on both Reading and Mathematics, and Hearne Junior High Missed AYP because of low mathematics performance. Eastside Elementary Met AYP based only on attendance, as their students are too young to participate in state assessments.

If a district or campus receives Title I, Part A funds and does not meet the AYP standard for the same measure for two consecutive years, that district or campus is subject to certain Title I School Improvement requirements, such as offering school choice, supplemental education services, and/or corrective actions. Title I districts and campuses that do not meet AYP standards for the same indicator (Reading/Language Arts, Mathematics, Graduation, or Attendance)

**EXHIBIT 1-20  
HISD ADEQUATE YEARLY PROGRESS (AYP) RATINGS  
2004-05**

CAMPUS	AYP RATING
Eastside Elementary	Meets AYP
Blackshear Elementary	Missed AYP
Hearne Junior High	Missed AYP
Hearne High School	Missed AYP
District	Missed AYP

SOURCE: Texas Education Agency, Office of Accountability and Data Quality, 2005.

for two consecutive years are subject to Stage 1 School Improvement requirements the following school year. Stage 1 designates the first year of Title 1 School Improvement. Each additional year Title I districts and campuses do not meet AYP for the same indicator, the requirements increase in stages. Title I districts and campuses are no longer subject to School Improvement when they meet the AYP standard for two consecutive years for the same indicator that originally triggered School Improvement.

To date, Hearne High School has not had two consecutive years of low performance. If the high school is low performing for 2006-07, the state will automatically place it in Stage 1 of School Improvement. This placement means that the school will be required to complete the following actions:

- Develop/revise a two-year school improvement plan;
- Notify parents of campus school improvement status;
- Offer school choice, and provide transportation; and
- Establish a peer review process to provide assistance to the campus.

To prepare students to meet the increased performance requirements on TAKS, as well as Meet AYP for 2006, the high school has implemented several proactive measures. The district applied for and received a restructuring grant through the Accelerated Schools program. This grant provides intensive professional development through a process of empowering teachers to redesign the high school to better meet the needs of students. It also provides development in teaching strategies that engage students through “powerful teaching activities”. Other changes include classes designed for TAKS remediation and instructional support. The director of Curriculum and Federal Programs informed the review team that HISD is implementing other strategies throughout the district to

increase student performance at all campuses. Many of these initiatives were implemented in January 2005.

Without focused instructional strategies in place, inconsistencies in student performance will continue.

The Curriculum and Instruction Department of Galveston ISD (GISD) developed a multi-step process to support student achievement across all schools and grade levels and monitor that application (**Exhibit 1–21**).

For each step, beginning with the analysis of test score results and continuing through the ongoing monitoring of the curriculum application process, the process describes discrete responsibilities and identifies who is responsible or accountable: central office instructional staff or campus staff. The process also describes a desired outcome for each step so the district can measure progress. This systemic process is followed to improve academic performance.

The district should implement a structured, focused process to improve academic achievement that is based on test score

**EXHIBIT 1–21  
GALVESTON ISD CURRICULUM MONITORING PROCESS**

STRATEGY	CENTRAL OFFICE ACCOUNTABLE FOR:	PRINCIPAL ACCOUNTABLE FOR:	SHARED RESPONSIBILITY	DESIRED OUTCOME
Test scores	Provide disaggregated test data to campuses	Review district and campus data, provide reports to campus departments and teachers, and review objectives ranking from weakest to strongest	Use test data in formulating district and campus plans, communicate these plans to parents and students, and align curriculum vertically and horizontally	Data drives decisions and district and campus plans focus on each sub-group with specific objectives
Instructional Timeline	Develop district benchmark timelines, which correspond to district curriculum	Develop grade-level calendars in reading, math, and writing at the beginning of each grading period which identify weak/strong objectives	Provide staff development and necessary support Materials	Instruction aligned with district assessment, benchmark objectives calendars, and school wide low-to high objectives
Instructional focus	Develop district plan that reflects goals for instructional effectiveness	Teachers document test objective and target and collaborative grade level planning occurs	Monitor implementation of campus instructional focus	Daily focus on TEKS integrated in all content areas
Assessment	Prepare and disseminate benchmark tests and provide test results to campuses	Administer benchmark tests, use tests for planning for instruction, and conduct conferences with students based upon previous year results	Review benchmark results with teachers	Benchmark results discussed and plans and strategies revisited for Effectiveness
Tutorials for non-mastery students and enrichment for mastery Students	Allocate funds for tutorials	Design tutorials for non-mastery students, design enrichment for master students, and communicate plan to parents	Monitor implementation of tutorials and enrichment	Increase passing rate of non-mastery students and expand curriculum for mastery Students
Maintenance and re-teaching	Assist with gathering instructional resources	Document maintenance and re-teaching lessons in lesson plans	Monitor implementation of maintenance and teaching instruction and activities	Improved performance on specific objectives
Monitoring	Visit classrooms and conduct benchmark conferences with principals	Visit classrooms and conduct focused meeting with teachers, teams, and departments	Monitor the implementation of the campus initiative	Discuss problems and successes in administrative workshops

SOURCE: Galveston ISD school review report.

analysis to determine strengths and weaknesses of student performance, supported by instruction using an aligned curriculum with specific accountability measures. The director of Curriculum and Federal Programs should provide the leadership for this process, focusing all levels of the organization on improving academic performance. HISD should clarify roles and responsibilities of all administrators and teachers for periodic reports to improve internal accountability.

The district should develop procedures to ensure that teachers are using the district curriculum to design lessons. Districtwide benchmark assessments should be developed and used to gauge student progress on a regular basis, such as every six weeks. Results should be analyzed and communicated to each campus and teacher. Based upon the results, teachers should adjust instruction and provide instructional support to students that are having difficulty in learning the prescribed curriculum objectives. Principals should monitor the instructional process and use the student performance data as the basis for providing support to teachers and students. This continuous improvement process requires constant monitoring and the adjusting of classroom and campus level activities to ensure students have the support necessary to improve their academic performance. Since benchmarking, data analysis, and adjusting instruction based upon results is central to overall improvement, the district must either develop district level assessments or purchase assessment tools that it can use to develop benchmark assessments. A previous recommendation has a fiscal impact based on data banks of benchmark questions that the district can purchase; the cost is usually based upon a per pupil basis cost of \$1.00 per pupil, and in that recommendation data banks were purchased for 850 students, or students in all grade levels which take the TAKS test. If the district purchased these items for the remaining 350 students in the districts in order to monitor and improve

student performance, the cost would be approximately \$350 per year (\$1.00 per student based upon approximately 350 remaining HISD students = \$350).

**COUNSELOR STAFFING (REC. 5)**

HISD does not staff the elementary campuses with the appropriate number of counselors based on student enrollment.

The district did not provide any information regarding the staffing guidelines it uses for counselors.

The Texas Education Code Section 33.002 requires school districts with 500 or more enrolled elementary students to employ a certified counselor for each 500 students. HISD employs three certified counselors to serve four campuses. **Exhibit 1–22** lists the numbers of counselors and the populations they serve at each campus.

The district is not complying with Texas Education Code Section 33.002, which requires no more than 500 enrolled elementary students to one counselor. While the district does meet the ratio of certified counselors to the overall number of students, the elementary counselor serves more than 500 students.

Counselor-to-student ratios at individual HISD schools vary from one counselor per 329 students at the high school to one counselor per 770 students at Eastside Elementary. The overall ratio is 410 students per counselor. The elementary counselor splits her time between the Eastside and Blackshear campuses, and thus is serving over 700 students, exceeding the requirement set out in TEC Section 33.002. This imbalance results in a decline in the level of services the counselors provide; particularly when a counselor travels between two campuses where there are high numbers of at-risk and economically disadvantaged students.

**EXHIBIT 1–22  
HISD COUNSELORS BY CAMPUS  
2004–05**

CAMPUS	ENROLLMENT	COUNSELORS	STUDENTS PER COUNSELOR
Eastside Elementary School	385	0.5	0.5:770
Blackshear Elementary School	337	0.5	0.5:674
Hearne Junior High School	178	1.0	1:178
Hearne High School (*)	329	1.0	1:329
<b>HISD</b>	<b>1,229</b>	<b>3.0</b>	<b>1:410</b>

\* Includes students in alternative education programs.

SOURCE: Texas Education Agency PEIMS 2004-05 and Hearne ISD Job Descriptions 2004-05.

The district should develop a staffing plan to allocate an appropriate number of counselors based on student enrollment and reduce the number of students that the elementary counselor serves. HISD should optimize the current counseling staff so it more equally distributes the number of students to counselors. The possible reassignment of the junior high counselor to part-time elementary counselor would bring the students per counselor ratio more in line with state law.

#### **GUIDANCE AND COUNSELING PLAN (REC. 6)**

HISD lacks a written and well-articulated guidance and counseling curriculum plan.

During interviews, the counselors said that the district has a guidance plan, but no plan was provided to the review team. All three counselors reported that they are not meeting the TEA's recommended percentage of time in the area of presenting guidance curriculum.

When asked about district drug awareness and prevention programs, counselors reported that they really did not see much drug activity among the students. However, they did state that the district does drug testing of athletes and uses a drug dog for prevention. It was also stated that D.A.R.E. was being taught at grades 5 and 6. At the elementary level, the counselor teaches the Stranger Danger Program and other drug-related activities. The counselors agree that there is a lack of an articulated program for drug awareness and prevention that builds from the elementary through the high school level. All campuses recognize and have planned activities for Red Ribbon Week.

In interviews, HISD's elementary counselor indicated that the majority of her time is spent in guidance and counseling activities with students, parents, and teachers. The junior high counselor and high school counselor reported that they balance their time between guidance and counseling activities directly related to individual student needs, and schedules, special program requirements, and administrative duties. Specific areas where the junior high and high school counselor spend time are in preparation for Admission, Review, and Dismissals (ARDs) and in the administration of state-mandated tests. The elementary counselor does not spend time in administering the state-mandated tests but does spend time in ARD meetings.

Regarding administrative duties, the elementary counselor reported that she spends most of her time with students. The junior high counselor has more administrative duties,

including computer work for the school. The high school counselor teaches a dual credit course in English/language arts.

The 1996–2000 Long Range Plan of the State Board of Education for Public School Education includes the State Board of Education's goal to provide all Texas students with equal access to developmental guidance and counseling. The Texas Education Code, Chapter 21.356, requires the commissioner of Education to develop and periodically update a counselor job description in consultation with state guidance counselor associations.

Section 33.006 of the TEC establishes the roles and responsibilities of public school counselors and defines the scope of guidance and counseling programs. As stated, the primary responsibility of a school counselor is to counsel students to fully develop each student's academic, career, personal, and social abilities. In addition, school counselors must work with the school faculty and staff, students, parents, and the community, to plan, implement, and evaluate a developmental guidance and counseling program. The program must include four major components.

The TEA's program development guide, *A Model Comprehensive, Developmental Guidance and Counseling Program for Texas Public Schools*, addresses achieving program balance by allocating resources to the following four components of developmental guidance and counseling.

1. Guidance Curriculum – planned lessons covering seven areas including self-confidence development, motivation to achieve, decision-making and problem-solving skills, and responsible behavior. School counselors can teach all or some of the curriculum through direct instruction or can consult with teachers who integrate the curriculum into the classroom.
2. Responsive Services – interventions on behalf of students whose immediate personal concerns or problems put their continued personal-social, career and/or education development at risk. Counselors can meet with individuals or groups of students as indicated in the particular setting.
3. Individual Planning – guidance for students as they plan, monitor, and manage their own educational, career and personal-social development. Counselors can perform activities such as conducting group guidance sessions, interpreting standardized test results, and consulting

with individual students and their parents regarding colleges and financial aid.

4. System Support – services and management activities that indirectly benefit students. Counselors can consult with teacher; participate in developing campus-based school improvement plans, and support parent and community relations efforts.

The program development guide also recommends that school counselors divide their time between these four components depending on the developmental and special needs of the students served. Each district or school determines the amount of counselor time devoted to each component. Allocations will vary, but **Exhibit 1–23** shows TEA’s suggested allocations.

**Exhibit 1–24** shows the reported amount of time that counselors in HISD allocated between the four components recommended by TEA.

When comparing TEA’s recommended percentage for counselor services to what is actually occurring in HISD, it is evident that counselors are not meeting recommended percentages in delivery of a guidance curriculum, as 100 percent of their time is allocated to the other three areas at each school level. Furthermore, the district lacks an articulated guidance curriculum that expands from grades K–12. It is also evident that at the elementary level, the counselor spends a disproportionate amount of time in responding to student needs and providing needed services at the expense of

delivering guidance curriculum and providing system support. At the secondary level, where counselors have fewer students that they are responsible for serving, they devote most of their time to responsive services, system support, and individual planning.

In addition to providing a developmental guidance and counseling program, a counselor must perform the following:

1. Participate in the planning, implementing, and evaluating a comprehensive developmental guidance program to serve all students and to address the special needs of students:
  - Who are at risk of dropping out of school, becoming substance abusers, participating in gang activity, or committing suicide;
  - Who are in need of modified instructional strategies; and
  - Who are gifted and talented, with emphasis on identifying and serving gifted and talented students who are economically disadvantaged;
2. Consult with a student’s parent or guardian and make referrals as appropriate in consultation with the student’s parent or guardian;
3. Consult with school staff, parents, and other community members to help them increase the effectiveness of student education and promote student success;

**EXHIBIT 1–23  
TEA’S RECOMMENDED PERCENTAGE  
DISTRIBUTION OF COUNSELOR SERVICE BY LEVEL**

SERVICE TYPE	ELEMENTARY SCHOOL	JUNIOR HIGH SCHOOL	HIGH SCHOOL
Guidance Curriculum	35 to 45%	35 to 40%	15 to 25%
Responsive Services	30 to 40%	30 to 40%	25 to 35%
Individual Planning	5 to 10%	15 to 25%	25 to 35%
System Support	10 to 15%	10 to 15%	15 to 20%

SOURCE: Texas Education Agency, A Model Comprehensive Developmental Guidance and Counseling Program for Texas Public Schools, 2004.

**EXHIBIT 1–24  
HISD’S DISTRIBUTION OF COUNSELOR SERVICE BY LEVEL**

SERVICE TYPE	ELEMENTARY SCHOOL	JUNIOR HIGH SCHOOL	HIGH SCHOOL
Guidance Curriculum	Not reported	Not reported	Not reported
Responsive Service	85%	65%	60%
Individual Planning	10%	15%	25%
System Support	5%	20%	15%

SOURCE: Hearne ISD Counselors, September 2005.

4. Coordinate people and resources in the school, home, and community;
5. Interpret standardized test results and other assessment data that help a student make educational and career plans with the assistance of school staff; and
6. Deliver classroom guidance activities or serve as a consultant to teachers conducting lessons based on the school's guidance curriculum.

Without a guidance and counseling plan, the district does not address required components districtwide. This deficiency leads to inconsistencies and impedes the district from providing an appropriate developmental guidance and counseling program to all students.

The guiding philosophy of Keller ISD's (KISD's) counseling program is the focus on educating the "whole child". Their approach is based on what they refer to as a "vertical advisement" which promotes program alignment throughout a student's progress from elementary to intermediate to junior high school and then to high school. Approximately 75 percent of the counselor's time (as documented through logs, which counselors submit each 18 weeks) is spent in direct contact with students. The specific areas noted are three of the four components of the TEA Texas Comprehensive Developmental Guidance and Counseling Program Model. These include Guidance and Curriculum, Responsive Services, and Individual Planning. The testing duties (TAKS, ACT, SAT, AP credit by exam, etc.) that previously captured much of their time were given to a certified teacher on each campus called an Academic Associate.

As a result of their six-year effort to improve counseling/guidance services through increased counselor time with students, KISD has seen a steady increase in students taking AP courses, more students taking AP exams, decreased number of schedule changes, increased districtwide parent programs, increased retention rate of counselors, and an increase in the number of scholarships offered and accepted by students.

The district should develop a comprehensive guidance and counseling plan that clearly delineates the various programs for elementary, junior high, and high school students. The director of Curriculum and Federal Programs should work with counselors to develop a written document which provides guidelines and time requirements for job performance in each of the four components of

developmental guidance and counseling, and includes specific tasks delineated under each component and the standard of performance required of the counselor. Principals should be responsible for monitoring the implementation of the plan.

The district should budget \$5,000 for the one-time cost of hiring a consultant to work with the director of Curriculum and Federal Programs and counselors to develop a guidance and counseling plan with a curriculum that is developmentally appropriate for elementary, junior high, and high school.

#### **BILINGUAL/ENGLISH AS A SECOND LANGUAGE PROGRAM (REC. 7)**

The district and campus improvement plans for HISD do not contain measurable objectives and specific strategies for Bilingual/English as a Second Language (ESL) students.

HISD's 2004–05 district improvement plan (DIP) is a combination of all the campus improvement plans that all have different objectives and different formats. Only one plan, Eastside Elementary, had an objective that specifically addressed special populations, but not specifically English Language Learners (ELL); none of the schools specifically addressed ELL. The other plans had an objective that addressed improving student performance on the TAKS. All plans had a minimum number of strategies, except for the high school that included a variety of strategies for improvement of student performance. Strategies listed to address the various campus objectives are neither measurable nor specific enough for teachers to implement in order to improve ELL student performance (**Exhibit 1–25**).

The district provided a copy of the Bilingual/ESL Monitoring System for 2004–05 (Continuous Improvement Plan). The district developed this plan to address the academic needs of ELL students in order to improve the academic performance of these students in reading and English/language arts. Activities listed do not specifically address the academic needs of ELL students (**Exhibit 1–26**).

The planning process in HISD is fragmented and district and campus plans do not include specific objectives and strategies for improving the performance of students in Bilingual/ESL programs. Although the district coordinator of the Bilingual/ESL program works at each campus to ensure that teachers and aides are providing appropriate strategies to increase the proficiency levels of identified students, there is no evidence that the director of Curriculum and Federal Programs or principals are collaborating to

**EXHIBIT 1–25  
REVIEW TEAM ASSESSMENT OF STRATEGIES IN HISD CAMPUS IMPROVEMENT PLANS  
ADDRESSING HISD ELL STUDENT PERFORMANCE  
2004–05**

STRATEGY	REVIEW TEAM ASSESSMENT OF STRATEGY
<b>EASTSIDE ELEMENTARY SCHOOL</b>	
Add one or more certified ESL teachers in grades Pre-K-2 to serve ESL students for 30 minutes daily.	Does not specify what will be done within the 30 minutes. ESL students require instruction by ESL certified teachers for a minimum of 45 minutes per day.
Use the district coordinator to provide additional support for the classroom teachers.	Does not say how the coordinator will provide the support.
Test all students that indicate languages other than English using the Woodcock Munoz Oral Language Proficiency Test.	What will be done with the results and how will the results be used to improve student proficiency? Are students in grades 2-12 administered a standardized achievement test in reading and language arts before placement into a Bilingual/ESL program?
Place a Bilingual aide in every grade level to help students in language acquisition.	What will the aides do to help students acquire language acquisition?
<b>BLACKSHEAR ELEMENTARY SCHOOL</b>	
Provide appropriate instruction for all special populations of children (i.e. ESL).	What is appropriate instruction?
Provide parent nights in Spanish to gain information and share instructional strategies.	What strategies are shared with parents?
<b>HEARNE JUNIOR HIGH SCHOOL</b>	
Provide specialized reading classes for student improvement in ESL.	Strategy does not describe what the teacher will do.
<b>HEARNE HIGH SCHOOL</b>	
No strategy was present in the high school CIP to address ESL students.	None

SOURCE: Hearne ISD Campus Improvement Plans, 2004-05, and WCL ENTERPRISES evaluation.

ensure that district and campus plans reflect that appropriate strategies, and that these are being systematically implemented and monitored. The result is that efforts to improve the academic performance of Bilingual/ESL students are not systemic and sustained as they transition from school to school. Bilingual/ESL students make up 9.4 percent of the HISD student population.

The district and campuses should incorporate appropriate objectives and strategies into the district and campus improvement plans to address the Bilingual/ESL programs. HISD should ensure that the Bilingual/ESL coordinator works with the director of Curriculum and Federal Programs, as well as with each principal, to verify that the district and each campus improvement plan has the required components.

**STATE COMPENSATORY EDUCATION (REC. 8)**

HISD’s district and campus improvement plans do not include all the components required by TEC 11.253 as related to State Compensatory Education (SCE) programs.

Neither HISD’s district nor campus improvement plans include the amount of SCE funds allocated to each campus for resources and staff to implement strategies to improve student performance for students at risk of dropping out of school. District and campus plans serve as the primary record supporting expenditures attributed to the SCE program. Without this information, HISD cannot evaluate the effectiveness of its programs to increase student performance and reduce the risk of students dropping out of school.

The SCE program’s purpose is to reduce the dropout rate and increase the academic performance of students identified as being at risk of dropping out of school. SCE provides funds to supplement the regular education program; the district cannot use these funds to supplant, or replace, regular education program funds (**Exhibit 1–27**).

**Exhibit 1–28** lists the compensatory programs provided by HISD at each campus.

**EXHIBIT 1–26  
REVIEW TEAM ASSESSMENT OF HISD BILINGUAL/ESL MONITORING SYSTEM FOR CONTINUOUS IMPROVEMENT PLAN  
2004–05**

ACTIVITIES	REVIEW TEAM ASSESSMENT OF ACTIVITIES
Annual LPAC and LPAC assessment training updates	Is specific training provided for ESL teachers in TAKS exemption process?
Adoptions and use of new LPAC forms and procedures to reflect student English language proficiency development and document academic and linguistic interventions.	Has specific training on ELL exemptions been provided? Only immigrant students are eligible to be exempted from the administration of TAKS for a minimum of three years.
Implement instructional changes listed under goal two of this continuous improvement plan.	What are the specific instructional changes?
Provide bilingual paraprofessional for Non-English/Beginning ESL Students to assist in content area instruction in small group settings	What specifically will the aides do to deliver instruction?
Coordinate collaboration between ESL instructional staff at applicable grade levels for effective instructional strategy implementation in the core academic areas for ELL students.	Has consideration been given to the use of the Sheltered Instruction Observation Protocol (SIOP)?
Utilize the ESL Coordinator to coordinate documentation and student interventions and accelerated instruction methods among campuses	None
K-3 ELL students will receive 90 minutes of uninterrupted reading instruction using the core curriculum utilizing developmentally appropriate ESL methodology and instructional strategies	Are effective linguistic and cognitive domains addressed?
Staff development in ESL strategies for content area teachers.	Has consideration been given to the use of a Trainer of Trainers (TOT) model to train ESL teachers as well as content teachers in ESL strategies and techniques?
Staff attendance at state and/or national conferences, symposiums, or presentations in the area of ELL student needs.	Has consideration been given to the use of a TOT model to train ESL teachers as well as content teachers in ESL strategies and techniques?
Recruit within staff to certify more teachers at all grade levels in ESL	Has consideration been given to an inclusion model when additional staff is not ESL certified?
Research and purchase computer software programs to target individual ELL student needs	Has this been aligned with curriculum?
Provide Parent night for ELL parents	What will be addressed?
Day and/or evening ESL classes for parents with English Language Learner	Has the development of a plan that is communicated and supported by all stakeholders been considered?
Provide ESL mentors to students to address affective domain and provide additional educational support	What is the recruitment and training process?
Analyze the ELL student performance and ESL program data to monitor students and recommend improvements	What measurements will be used to determine and evaluate student progress at designated intervals?
Ensure proper identification and coding of ELL students through PEIMS checks	None
Monitor any parental denial students to ensure that they are progressing and offer the program to students in need of linguistic interventions	None
Utilize the actions noted for ELL students served in the ESL program	What does this mean and how does this improve student performance?

SOURCE: Hearne ISD Bilingual/ESL Monitoring System, 2004-05 (Continuous Improvement Plan), and WCL ENTERPRISES evaluation.

**EXHIBIT 1-27  
NUMBER OF HISD STUDENTS ELIGIBLE FOR FREE OR REDUCED-PRICE MEALS,  
NUMBER OF HISD AT-RISK STUDENTS, AND COMPENSATORY FUNDING AT HISD CAMPUSES  
2003-04**

CAMPUS	NUMBER OF ECONOMICALLY DISADVANTAGED STUDENTS	BUDGETED COMPENSATORY FUNDING	TOTAL BUDGETED INSTRUCTIONAL FUNDING	TOTAL ENROLLMENT	TOTAL BUDGETED INSTRUCTIONAL FUNDING PER STUDENT
Eastside Elementary School	341	\$461,209	\$1,548,234	369	\$4,196
Blackshear Elementary School	286	395,726	1,763,777	323	5,461
Hearne Junior High School	150	121,318	953,319	183	5,209
Hearne High School	220	142,569	1,629,827	285	5,719
DAEP **	45	88,288	*	*	*
<b>TOTAL</b>	<b>997</b>	<b>\$1,120,822</b>	<b>\$5,895,157</b>	<b>1,160</b>	<b>\$5,082</b>

\*Not applicable.

\*\* Students assigned to the DAEP are still tracked by their home school; however, some compensatory education funds are allocated for support of staff and programs that serve the students at the DAEP.

SOURCE: Hearne ISD PEIMS specialist and Hearne ISD Business manager.

**EXHIBIT 1-28  
HISD COMPENSATORY EDUCATION PROGRAMS  
2004-05**

SCHOOL	COMPENSATORY EDUCATION PROGRAMS AND SERVICES
Primary/Elementary School	<p>Pre-K-3 and Pre-K-4 full day programs for early childhood intervention.</p> <p>Literacy groups for students in grades K - 3 whose level on the Texas Primary Reading Inventory is "Still Developing" or whose reading level is more than one year below grade level.</p> <p>Professional development and training for staff.</p> <p>Tutorials during school hours</p> <p>Reading and math intervention groups utilizing teaching assistants.</p> <p>An extended year program (summer school).</p> <p>Individual or group counseling</p> <p>Technology programs to enhance and supplement instruction.</p> <p>Dyslexia Intervention services for eligible students.</p>
Junior High School	<p>Accelerated and supplemental instruction in reading and math.</p> <p>Tutorials during school hours.</p> <p>Technology programs to enhance and supplement instruction.</p> <p>Smaller pupil-teacher ratios.</p> <p>Individual or group counseling provided by an at risk counselor.</p> <p>Pregnancy related services for eligible students.</p> <p>Hearing and vision screening</p> <p>Professional development and training for staff.</p>
High School	<p>READ 180 and Math lab instruction for at risk students.</p> <p>Tutorials.</p> <p>Training and staff development for staff.</p>

SOURCE: Hearne ISD principals and director of Curriculum and Federal Programs; District Improvement Plan, 2004-05.

TEA's *Financial Accountability System Resource Guide* (FASRG), Section 9.2.3 addresses district and campus improvement plan requirements for SCE programs and states that the state compensatory education program must be described in the campus improvement plan if the program is implemented at the campus level or be described in the district improvement plan if the program is implemented districtwide. CIPs must include the following:

- Total amount of SCE funds allocated for resources and staff;
- Comprehensive needs assessment;
- Identified strategies implemented to reduce the dropout rate and improve student performance for students at risk of dropping out of school;
- Supplemental financial resources for SCE;
- Supplemental full-time equivalent (FTE) for SCE;
- Measurable performance objectives;
- Timelines for monitoring strategies; and
- Formative and summative evaluation criteria.

The district plan is required to include summary information of all programs.

Also, according to TEC 29.081, school districts are required to use student performance data to design and implement appropriate compensatory, intensive, or accelerated instructional services that enable at-risk students to be performing at grade level at the conclusion of the next regular school term. SCE resources are to be redirected when evaluations indicate that programs and/ or services are unsuccessful in producing desired results for students at risk of dropping out of school.

Alief ISD's format for campus plans include campus goals that are correlated to district goals, state and national goals, Title I goals, and effective school correlates; current performance data by all students and all demographic subgroups; long term desired performance; and an annual desired performance increase. Each goal is supported by strategies with a list of the resources required, the number of FTEs required, the source for funding, and the dollar amount of funding for each resource. For each strategy, the plan includes a timeline of months for the activity, persons performing the activity, and formative evaluation tools to be used (**Exhibit 1–29**).

The Alief ISD plan clearly explains to campus and district staff exactly how to implement each program and provides a basis for the staff to evaluate strategies and/or modify plans. It includes specific strategies under each goal with a description of who will implement the strategy and how, lists the supplemental FTEs needed for the strategy, and identifies the amount and source of the funds for the strategy.

HISD should include definitive strategies, FTEs, and specific dollar amounts from all sources, along with timelines and evaluation criteria for the SCE program, in the district and campus plans. HISD's director of Curriculum and Federal Programs should contact other districts and Region 6 to obtain copies of district and campus plans that contain all required elements. The director of Curriculum and Federal Programs, campus principals, and Business manager should work together to review SCE requirements and develop procedures that incorporate the required components into the district and campus plans, ensure that the district allocates funds to campuses appropriately, and includes how much funding is necessary to implement the recommended strategies.

#### **CAREER AND TECHNOLOGY EDUCATION PROGRAM (REC. 9)**

HISD lacks a vertically aligned, articulated Career and Technology Education (CTE) program which has a method to define student interests to ensure the appropriate CTE coursework is being offered at all levels.

The former director of CTE states that the district dropped two courses in the Trade and Industrial area when this teacher left the district and the position was not filled. When asked to explain why peer districts had greater CTE participation rates, the former director attributed that to a lack of interest on the part of HISD students in current course offerings. For example, in the agricultural science area, current students do not have the means to purchase animals or to care for animals as students did in the past, therefore student participation in contests is not at the level that once was indicative of HISD. Course offerings are limited and do not have a broad base so that students can find an area that is of high interest to them.

Well liked by the students, the CTE teachers are well prepared for the various programs; interviews by the review team indicated that teachers are not the cause of any decline in numbers. Courses no longer offered include Career Awareness at the elementary school and the shop course at the junior high school. Additionally, there is no career interest

**EXHIBIT 1–29**  
**ITEMS AND DESCRIPTIONS INCLUDED IN ALIEF ISD CAMPUS PLANS**

ITEM	DESCRIPTION	SPECIFICS
Goal 1	States goal	List district goals, state goals, national Goals, Title I goals, and Effective School Correlates that correlate to this campus goal
Goal 1 - Performance Data Indicator	Lists the subject–TAKS Reading	Shows Current Performance, Desired Long Term Performance and an Annual objective; all broken down by demographics
Goal 1 - Strategy 1 - Literacy Leaders: LA Specialists, Title I teachers, Literacy Team	Teachers will implement components of balanced literacy reading program including: shared reading, guided reading, independent reading, partner reading, phonemic awareness...	Lists summative evaluation (75 percent of K students at text level 3–80 percent of 5th graders at text level 6th Grade Spring)
Leader Progress Report Dates-January and May	Students will be formally benchmarked three times. Emphasis given to modifications for students who are below level, special education, Bilingual/ESL, and enrichment.	
Resources Required - Specific Staff, guest speakers, school library, supplies, teaching aids, time and effort of district staff	FTE's Required and Source of Funds	Lists Specific amounts from General budget, Technology budget, Title I funds, SCE funds, G/T funds, Library budget, Special Grant, Immigrant Funds and Total cost ( does not include salaries of district staff)
Timeline Lists activities	Persons Involved (Example: Teachers, campus, district, or national presenter,...) and lists months of activity	Lists formative evaluation tools (Examples: observation, sign-in sheets, lesson plans, student progress log)
Goal 2 - Strategy 2 - Reading Comprehension Leaders: LA Specialist and Teachers	Teachers will gain and apply knowledge of strategies to improve student comprehension skills of summarization and inferences. Use of nonfiction text related to social studies and science emphasized.	Summative Evaluation: all demographic groups will improve to 80 percent on TAKS reading
Resources Required - Outside consultant, specific staff, guest speakers, school library, supplies, teaching aids, time and effort of district staff	FTE's Required and Source of Funds	Lists Specific amounts from General budget, Technology budget, Title I funds, SCE funds, G/T funds, Library budget, Special Grant, Immigrant Funds and Total cost ( Does not include salaries of district staff)

SOURCE: Alief ISD campus plans.

inventory given at the junior high school to assess student interest in particular CTE courses available at the high school level. While the district provides career awareness days for students, there is no vertical, articulated program of studies from the elementary to the high school with regards to CTE course offerings. Lost funding and the need to take students from electives for TAKS remediation were offered as reasons for these decisions.

The *Course Selection Guide* for Hearne High School lists 30 different Career and Technology Education course offerings. According to the high school counselor, 139 out of the school's 343 students are enrolled in CTE courses for the 2005–06 school year. Based on district data that was provided to the review team, there were 510 students enrolled in 30

different CTE courses and one technology application course during the 2003–04 school year. This data represents a duplicated count that includes students who are counted more than once if they are enrolled in more than one CTE course (**Exhibit 1–30**).

HISD enrollment in CTE programs decreased 10 percent over the past five years, and the total expenditures increased 80.4 percent. The per student expenditures increased by 98.3 percent over the same time period (**Exhibit 1–31**).

For 2003–04, the percentage of HISD students enrolled in one or more CTE classes was the second highest among the peer districts (**Exhibit 1–32**). HISD expended more per student for the CTE program than the four peer districts. HISD's CTE expenditures as a percentage of total

**EXHIBIT 1-30**  
**HISD CTE ENROLLMENT BY COURSE**  
**2003-04**

<b>COURSE</b>	<b>AFRICAN AMERICAN</b>	<b>WHITE</b>	<b>HISPANIC</b>	<b>TOTAL ENROLLMENT</b>
<b>FAMILY AND CONSUMER SCIENCE</b>				
Career Studies	15	*	*	20
Individual and Family	9	*	*	13
Nutrition and Food Science	20	*	*	21
Nutrition	15	*	*	18
Personal and Family Development	19	*	11	34
Apparel	9	*	*	14
Textile and Apparel Design	14	*	5	19
Child Development	10	*	*	11
Preparation for Parenting	7	*	*	9
<b>TOTAL FAMILY AND CONSUMER SCIENCE</b>	<b>118</b>	<b>10</b>	<b>31</b>	<b>159</b>
<b>AGRICULTURAL SCIENCE</b>				
Equine Science	6	*	*	9
Ag Mechanics	9	*	6	16
Ag Metal Fabrication	10	*	5	17
Applied Ag Science (5)	6	*	7	14
Intro Ag Science (5)	*	*	7	9
Landscape Design	8	*	*	11
Personal Skill Development	6	*	*	8
Ag Structures	11	*	*	13
Home Maintenance & Improvement	12	*	*	15
Applied Ag Science (3)	7	*	5	14
Intro Ag Science (3)	7	*	5	14
<b>TOTAL AGRICULTURAL SCIENCE</b>	<b>83</b>	<b>16</b>	<b>41</b>	<b>140</b>
<b>BUSINESS AND MARKETING</b>				
Business Computer Information Systems 1 (BCIS I)	29	*	9	42
BCIS II	12	*	*	16
BCIS 9-10	34	*	17	52
<b>TOTAL BUSINESS AND MARKETING</b>	<b>75</b>	<b>6</b>	<b>29</b>	<b>110</b>
<b>TRADE AND INDUSTRIAL</b>				
Introduction to Transportation Careers	11	*	7	18
Build Maintenance 1	*	*	5	6
<b>TOTAL OF TRADE AND INDUSTRIAL</b>	<b>11</b>	<b>*</b>	<b>12</b>	<b>24</b>
<b>**TECHNOLOGY APPLICATION</b>				
Digital Graphics	11	*	12	25
Business Image Management	*	*	6	10
Desktop Publishing	11	*	*	17
Web Mastering	9	*	5	16
Video Technology	*	*	5	9
<b>TOTAL TECHNOLOGY APPLICATION</b>	<b>36</b>	<b>9</b>	<b>32</b>	<b>77</b>
<b>GRAND TOTAL</b>	<b>323</b>	<b>42</b>	<b>145</b>	<b>510</b>

\*Numbers less than five have not been cited due to the Family Educational Rights and Privacy Act (FERPA) 34CFR Part 99.1 and Texas Education Agency procedures OP 10-03.

\*\*These courses are CTE courses and do not receive weighted funding.

SOURCE: Hearne ISD former director of Career and Technology (CTE).

**EXHIBIT 1-31  
HISD CTE EXPENDITURES  
1999-2000 THROUGH 2003-04**

CATEGORY	1999-2000 ACTUAL	2000-01 ACTUAL	2001-02 ACTUAL	2002-03 ACTUAL	2003-04 ACTUAL	PERCENTAGE CHANGE 1999-2000 THROUGH 2003-04
CTE Expenditures	\$128,200	\$178,700	\$178,700	\$176,200	\$231,278	80.4%
CTE Enrollment	220	199	201	202	200	(-10%)
CTE expenditures per student	\$583	\$898	\$889	\$872	\$1,156	98.3%

SOURCE: Texas Education Agency, AEIS, 1999-2000 through 2002-03, PEIMS 1999-2000 through 2003-04.

**EXHIBIT 1-32  
HISD, PEER DISTRICTS, AND STATE CTE ACTUAL EDUCATION EXPENDITURES  
AS A PERCENTAGE OF TOTAL ACTUAL INSTRUCTIONAL OPERATING EXPENDITURES  
2003-04**

DISTRICT	TOTAL ACTUAL INSTRUCTIONAL OPERATING EXPENDITURES	ACTUAL CTE EXPENDITURES	CTE EXPENDITURES AS A PERCENTAGE OF TOTAL INSTRUCTIONAL OPERATING EXPENDITURES	TOTAL NUMBER OF STUDENTS ENROLLED	NUMBER OF CTE STUDENTS	CTE AS A PERCENTAGE OF TOTAL ENROLLMENT	ACTUAL CTE EXPENDITURES PER STUDENT
<b>HISD</b>	<b>\$11,120,736</b>	<b>\$231,278</b>	<b>2.1%</b>	<b>1,160</b>	<b>200</b>	<b>17.2%</b>	<b>\$1,156</b>
Rosebud-Lott	\$7,264,344	\$246,934	3.4%	924	280	30.3%	\$882
Rice Consolidated	\$11,744,437	\$341,188	2.9%	1,473	415	28.2%	\$822
Calvert	\$2,817,767	\$107,921	3.8%	274	110	40.1%	\$981
Corrigan- Camden	\$9,797,723	\$276,374	2.8%	1,123	329	29.3%	\$840
<b>STATE</b>	<b>\$33,164,345,212</b>	<b>\$678,617,461</b>	<b>2.0%</b>	<b>4,311,502</b>	<b>867,300</b>	<b>20.1%</b>	<b>\$782</b>

SOURCES: Texas Education Agency, Public Education Information Management System (PEIMS), 2003-04.

instructional operating expenditures are lower than the four peer districts and lower than the state average.

Hearne ISD's CTE program has higher per pupil expenditures and lower participation rates than its peers.

The Texas State Plan for CTE 2005-2007 outlines guidelines to assist school districts in their effort to offer effective career and technology education programs that prepare students for further education and eventual employment in a technology-intensive world. The plan includes two goals that each public school student shall master the basic skills and knowledge necessary for: (1) managing the dual roles of family member and wage earner; (2) gaining entry-level employment in a high-skill, high-wage job or continuing the student's education at the postsecondary level. The following seven objectives support the two goals:

1. Provide additional opportunities for all students to develop and demonstrate the knowledge and skills necessary to read, write, compute, solve problems, think critically, apply technology, and communicate across all

subject areas, through a rigorous career and technology education program.

2. Provide a quality guidance and counseling program for all students in pre-kindergarten through Grade 12.
3. Plan, develop, and implement partnerships that support efforts to help students.
4. Provide all students with opportunities to participate in an academically rigorous curriculum that enables them to achieve their potential and participate fully in the economic and educational opportunities of Texas and the nation.
5. Provide high-quality professional development opportunities for all teachers, administrators, counselors, and other education partners.
6. Evaluate career and technology education programs in terms of the program's effectiveness.

7. Evaluate student performance with qualitative and quantitative data.

The Texas Administrative Code (TAC) Chapter 74, Subchapter A requires school districts to offer Career and Technology Education courses selected from at least three of the eight careers and technology areas: (1) agricultural science and technology; (2) business education; (3) career orientation; (4) health science technology; (5) family and consumer sciences education/home economics education; (6) technology education/industrial technology; (7) marketing; and (8) trade and industrial education.

Fort Worth ISD's CTE program offers a wide range of courses and programs that enable students to complete high school with technical skills for employment as well as qualifications to enter postsecondary education. In Fort Worth ISD, the guidance and counseling program addresses both academic and career planning. Career awareness begins in kindergarten and continues through grade 6. Counselors use materials to identify students' interests and skill, relate their interests to career clusters, and teach them how a specific course of study can lead to a career goal.

In junior high school, seventh and eighth grade students explore interests and choices. Ninth and tenth grade students explore career plans. Eleventh and twelfth grade students complete academic and career plans. All students enrolled in CTE programs receive guidance in educational and career planning and have developed an educational plan based on interests and aptitude.

The district should develop and advertise to parents an aligned, well-articulated CTE program beginning with career awareness at the elementary schools, continuing with a CTE course offering at the junior high school, and culminating with a broad spectrum of CTE course offerings at the high school. This strategy would allow students to acquire math, science, and English knowledge in a CTE course of interest. Administering a career interest inventory test at the junior high school level would assist the students in defining their interests and the district with providing appropriate course offerings. HISD can continue to increase the number of students participating in the CTE program by creating an interest in career exploration at the elementary level, adding a CTE elective at the junior high school, and expanding CTE offerings and opportunities to high school students that include courses that provide students with certifications. The district should make parents aware of these opportunities and options for their children.

#### **CTE ADVISORY BOARD (REC. 10)**

HISD's CTE advisory board is not composed of the appropriate member types as recommended by the TEA Standard Application System for Career and Technology Education.

The instruction guide for completing the *Standard Application System for Career and Technology Education* funding recommends that the CTE advisory council be composed of representatives of the general public, business, industry and labor, as well as one member knowledgeable about students who are in at-risk situations, parents of program participants (including at least one parent of a student who is a member of a special populations group), university and community college staff, and at least one representative from each career and technology education program area offered in the school district.

According to the former director of Administrative Services, HISD's current advisory council is composed of one business person for each program area. The manager of a local grocery store represents home economics, and the owner of an auction barn represents agriculture. Business is represented by someone in the publishing business and there was a person who represented the building trades/automotive teacher, however, when the teacher resigned, the program was dropped. Other members include the teachers of these program areas. The district provided no information to indicate that a community member, parent, principal, counselor, or anyone from higher education serves as a member of the advisory council.

Local CTE advisory boards provide information to school districts on current job needs, the relevance of district programs, and the types of courses the district offers to meet current workforce demands. The lack of representation from a variety of businesses limits the information about the current job market and the type of training needed to qualify for these jobs. The lack of an appropriate representation on the HISD CTE advisory board restricts the amount of information available to identify local employer needs and the types of courses that will have the greatest impact in the Hearne community.

Smithville ISD includes representatives of area businesses that employ many of their graduates; a cable company, a telephone company, a river authority, and several small business representatives. The committee provides information on types of jobs available and the education and training needed for employment.

The district should restructure the CTE advisory board to include the appropriate member types. HISD's superintendent, who is a member of the Hearne Chamber of Commerce advisory board, should advise the director of Curriculum and Federal Programs and high school principal about persons to contact to serve on HISD's CTE advisory board. The membership of the CTE advisory board should be business representatives of the various CTE programs that the high school is offering as well as university and community college staff, and community leaders that could help the district expand course offerings and provide greater articulation of course sequence from high school to college. Parents of students enrolled in the various CTE courses should also be included as participants.

**GIFTED AND TALENTED EDUCATION LONG-RANGE PLAN (REC. 11)**

HISD's long-range plan for gifted and talented education (G/T) lacks sufficient detail to provide adequate direction and comprehensive measures to ensure a strong, rigorous, and continuous program from kindergarten through grade 12 for its G/T students.

The G/T plan given to the review team was written in 1997. HISD defines a gifted and talented student as, "one who performs at or shows the potential for performing at a remarkably high level of accomplishment when compared to others of the same age, experience, or environment in the four core areas." The district has an identification process that automatically includes students if they qualify on all criteria. Criteria include IQ score, achievement scores, and behavior characteristics based on teacher and parent checklists. If a student meets at least three criteria, the committee considers the student for placement in the G/T program. The program design is vague. It does state that the curriculum and instruction will maximize a student's individual interests, strengths, and learning styles in all four core subjects: language arts, math, science, and social studies. Also, students will have time to work daily with age-level peers, with intellectual peers, and independently during the school day as well as the entire school year. Out-of-school options relevant to a student's area of strength are available on a continuous basis. The plan also delineates the following points:

- Information concerning special opportunities (contests, academic recognition, summer camps, community programs, and volunteer opportunities) is available and disseminated to parents and community members;

- Flexible grouping patterns and independent investigations are used in the four core academic areas;
- Flexible pacing is used, allowing students to learn at the pace and level appropriate for their abilities and skills;
- Annual evaluation activities are conducted for the purpose of continued program improvement and development;
- A comprehensive program guide is developed describing all programs and services for G/T students; and
- District and campus improvement plans include provisions to improve/modify services to G/T students.

Hearne ISD developed their existing G/T plan in 1997; it has not been updated since the revision to the TEC in May 2000. The plan briefly addresses the five components included in the state plan for the education of gifted students: assessment, program design, curriculum and instruction, professional development, and family/community involvement, but does not give sufficient detail to provide appropriate and continuous programming for G/T students in grades K–12. The HISD plan does include each of the performance measures listed in the *Texas State Plan for the Education of Gifted/Talented Student*, but it does not indicate assignment of accountability for the appropriate implementation of these measures to a specific position in HISD.

According to Section 29.123 of the TEC, the Texas State Plan for the Education of Gifted/Talented Students, revised in May 2000, forms the basis of program accountability for state mandated services for gifted/talented students. The state revised the plan to be compatible with the former accountability system. *Acceptable* performance measures are included for five areas of program performance. This level reflects those actions that are included in either state law or rule. However, some districts, in collaboration with the communities they serve, will provide more comprehensive services. To offer some guidance to those districts or campuses, examples of *Recognized* and *Exemplary* performances are included in the plan. **Exhibit 1–33** shows examples of all three levels of performance. While the state does not mandate these actions, they provide viable targets that local district educators seeking excellence, both for their district and for their students, may strive to attain.

**EXHIBIT 1–33  
TEXAS STATE PLAN FOR THE EDUCATION OF GIFTED/TALENTED STUDENTS  
EXAMPLES OF PERFORMANCE**

SECTION	ACCEPTABLE	RECOGNIZED	EXEMPLARY
Student Assessment	Written policies on student identification for Gifted/Talented programs are approved by the district board of trustees and disseminated to all parents.	Nomination procedures and forms for assessment of Gifted/Talented students are communicated to families in a language and form that the families understand or a translator or interpreter is provided.	The district and/or campus offers an awareness session prior to the nomination period for families to receive an overview of the assessment procedures and services for Gifted/Talented students.
	Data and procedures assure that all populations of the district have access to assessment and, if identified, services offered as part of the program for gifted students.	Gains were made over the last two years toward having the population of the gifted program reflect the population of the district.	The population of the Gifted/Talented program reflects the population of the total district or has for two of the past three years.
Program Design	School districts assure an array of learning opportunities that are commensurate with the abilities of G/T students, and that emphasize content in the four core academic areas.	Information concerning special opportunities (contests, academic recognition, summer camps, community programs, volunteer opportunities) is available and disseminated to parents and community members	Services for Gifted/Talented students are comprehensive, structured, sequenced, and appropriately challenging, including options in the four core academic areas, arts, leadership, and creativity.
	Local board policies are developed that are consistent with State Board of Education rules on credit by examination (19 TAC 74.24) and Early high school graduation (TEC 56.203).	Flexile pacing is employed, allowing students to learn at the pace and level appropriate for their abilities and skills.	District administrators, counselors, and teachers actively facilitate accelerated options.
Curriculum and Instruction	School districts assure an array of appropriately challenging learning experiences for G/T students in grades 1-12 that emphasize content from the four core academic areas and shall inform parents of the opportunities	A comprehensive manual or program guide is provided describing all programs and services for G/T students in grades K-12.	Curriculum for Gifted/Talented students provides options in intellectual, creative, or artistic areas; leadership; and specific academic fields.
	DIP and CIPs include provisions to improve/modify services to G/T students.	Opportunities are provided for career and leadership assessment and training in areas of student strength.	Administrators monitor the development and delivery of curriculum for G/T students.
		Curriculum is modified based on annual evaluations.	District guidelines for evaluation of resources for G/T students are established and used in selecting materials that are appropriate for differentiated learning.
		Student progress/performance in programs for the gifted is periodically assessed and this information is communicated to parents or guardians.	Student performance is periodically assessed by standards developed by experts in the areas served in the district's program for G/T students.

**EXHIBIT 1–33 (CONTINUED)**  
**TEXAS STATE PLAN FOR THE EDUCATION OF GIFTED/TALENTED STUDENTS**  
**EXAMPLES OF PERFORMANCE**

SECTION	ACCEPTABLE	RECOGNIZED	EXEMPLARY
Professional Development	Evaluation of professional development activities for G/T education is ongoing, and the results of the evaluation are used in making decisions regarding future staff development plans.	Opportunities for professional development in the area of gifted education are provided on a regular basis and information on them is disseminated to professionals in the district.	A long-range plan for professional development culminates in endorsement in G/T education and/or advanced degrees for a majority of the teachers who provide advanced level studies.  Staff of the program for G/T students is involved in planning and conducting the training.
Family-Community Involvement	School districts shall develop written policies on student identification that are approved by the local board of trustees and disseminated to parents.  School districts shall provide an array of learning opportunities for G/T students in kindergarten through grade 12 and shall inform parents of the opportunities.	Input from family and community representatives on the assessment procedures is invited prior to submission to the local board of trustees.  The district or campus holds annual meetings or provides information requesting parent and community nominations for program services.	Parents have the opportunity to participate in a parent association for the gifted and talented.
		The district or campus provides orientation and periodic updates for parents of students identified and served in options that are part of the gifted program.	Community volunteers are organized and given special orientation in working with gifted students.
		A parent/community advisory committee offers support and assistance to the district in program planning and improvement.	Liaisons with business and community organizations are established and the use of community resources (retired community, foundations, universities, etc.) is evident.
		A data bank of community resources is compiled for use by students, teachers, and parents.	The parent/community advisory group solicits support for mentorship and independent study programs in the district.

SOURCE: Texas Education Agency, Texas State Plan for the Education of Gifted/Talented Students, revised May 2000.

Failure to provide a detailed plan for the district could lead to the lack of a challenging curriculum for the identified G/T students.

Katy ISD has a comprehensive G/T program for grades K–12. Kindergarten students identified for G/T services receive instruction in the Challenge classroom one hour per week beginning in March of each year. Students in grades 1–5 are instructed at their home campuses one day per week using a general intellectual ability pull-out model and multidisciplinary teaching units. In grades 6–12 students are instructed in specific academic classes which include Pre-AP/GT and AP/G/T courses and are taught by trained

G/T teachers. In addition, grade 12 G/T students have the opportunity to participate in Business Education Independent Study—Professional Advancement in Career Education (PACE). PACE offers academically advanced, college-bound high school seniors opportunities for leadership and specialized career education in which these students intern with adult professionals who serve as role models and mentors. The PACE experience enables students to gain a sense of the work environment in careers that are of special interest to them. Katy ISD has curriculum developed for all Pre-AP/G/T and AP/G/T courses. Teachers access this

curriculum through the district's automated curriculum management system.

Region 6 Advanced Academics Contracted Services assists districts with the development of effective Advanced Academic programs, including G/T, and resources. Services provided to member districts include: technical assistance with needs assessments, long-range planning, curriculum development and alignment, and integration of the program across campuses; staff development, including state mandated training such as 30-hour G/T certification, 6-hour G/T updates, and 6-hour training for administrators and counselors; and regular, direct information distribution updates directly from the Advanced Academic Services coordinator.

The district should develop a Gifted/Talented long-range strategic plan. This plan should address the five components included in the state plan with sufficient detail to provide appropriate and continuous programming for G/T students in grades K–12. The district should strive to achieve the Recognized status based upon the measures listed in the *Texas State Plan for the Education of Gifted/Talented Students*. The director of Curriculum and Federal Programs should organize a committee of teachers, administrators, parents, and community leaders to work collaboratively to develop the district plan.

The district should work with the regional education service center to develop their long-range strategic G/T plan. Subsequent to developing the plan, the district will need to develop a budget to support the implementation of a plan.

### **G/T EDUCATION CURRICULUM AND TRAINING (REC. 12)**

HISD lacks a rigorous, coordinated K–12 curriculum for G/T students, and not all staff responsible for the instruction of G/T students have completed the 30 hours G/T training as required by TEC Section 89.2.

Among the issues noted by the review team were the following:

- HISD lacks curriculum and supporting G/T documents that address the academic needs of G/T students;
- There is no central coordination of the coursework offered; and each grade level implements what it deems most appropriate; and
- The district relies on content area teachers to differentiate curriculum and extend the learning for G/T students.

However, less than 20 percent of HISD's teachers have completed the required training to achieve G/T certification.

The district's G/T plan states that students will receive instruction to maximize their individual interests, strengths, and learning styles in all four core subject areas. The director of Curriculum and Federal Programs indicated, however, that the only curriculum documents that the district has for the G/T program were purchased from Region 4 and are limited to math and science. The review team examined these documents and found them to be deficient of any curriculum objectives or activities differentiated for G/T students.

The director of Curriculum and Federal Programs stated that it was very difficult for the district to identify G/T students at the primary level. Thus, there is no formal program for G/T students until they reach grade 3.

At the elementary level, students attend a pull-out program once per week where they meet with a certified teacher to work on advanced level skills and enrichment activities. The principal stated that some teachers at the campus do have G/T certification and attempts are made to place students in classrooms where they can receive additional support from properly trained and G/T certified teachers.

When students reach the junior high school level, there is no G/T program available, although identified students continue to be coded as G/T in PEIMS. The director of Curriculum and Federal Programs stated that the reason for the lack of a G/T program at the junior high school is that the principal did not want this instructor on his campus.

Once students reach the high school level, the only course available for identified G/T students is a dual credit course in English/Language Arts; this course was just added in August 2005. Although teachers are encouraged to work on their 30 hours G/T certification, there is no plan or curriculum in place to guarantee that students are receiving instruction to accommodate their learning needs.

Parents stated that at the high school level the district is lacking an adequate amount of preparatory courses for college coursework, like AP courses. Although the district does provide the dual credit course in English/language arts through Texas Tech University, parents expressed that students lack enough opportunities to enroll in courses that better prepare them for college. Other concerns expressed

by the parents centered on the quality of the G/T program at the elementary campuses.

The high school counselor stated that the district is in the process of revamping the G/T program on the high school campus by doing the following:

- Reviewing/retesting and/or testing new referrals;
- Arranging G/T training for all teachers;
- Updating records/folders;
- Proposing to service the G/T students by encouraging them to take the most challenging coursework offered;
- Encouraging students to work toward the most challenging diploma; and
- Providing enrichment activities (i.e. concerts and art exhibits, NASA projects, M.D. Anderson lectures; entering various literary contests and using opportunities to showcase their talents; participation in UIL literary events; internships; peer tutoring and mentorships; job shadowing, and book reviews).

According to Chapter 89 of the Texas Education Code, teachers who provide instruction and services that are part of the program for G/T students must have a minimum of 30 clock hours of staff development. The district’s plan complies with the state requirement for teachers that provide instruction and services to G/T students to receive 30 clock hours of staff development to include nature and needs of G/T students, assessing student needs, and curriculum and instruction for gifted students.

Principals stated that teachers are encouraged to meet the state requirement of 30 hours for G/T certification. The review team examined data from the district that indicated that only 12 percent of the high school teachers meet the state requirement of 30 hours for G/T certification. **Exhibit 1–34** shows the percentage of HISD instructional staff with

G/T certification. Blackshear Elementary has the highest number of G/T certified teachers and Hearne High School has the lowest percentage.

The combination of a lack of specific curriculum objectives, appropriate materials, and differentiated activities that are developed and easily accessible for teachers to implement, as well as the lack of a coordinated K–12 program and teacher certification, has led to HISD’s inability to ensure that the needs of gifted students are met in the classroom.

Katy ISD has developed curriculum for G/T classes at all grade levels. At the elementary level, the curriculum is developed based around a theme or concept. At the secondary level, there are G/T curricula for all of the Pre-AP and AP courses. All curricula are standards-based and housed in an automated system.

The district should develop differentiated objectives and supporting activities that teachers can use to provide challenging and rigorous curriculum to G/T students, including requiring all core subject staff responsible for the instruction of G/T students to complete the 30 hours of G/T training. The Texas State Plan for G/T requires districts to present evidence that it offers G/T students a curriculum that moves faster and is more complex than the regular curriculum. The State’s plan refers to this as differentiation and challenges districts to address the curriculum offered to G/T students and “assure an array of learning opportunities that are commensurate with the abilities of G/T students and that emphasize content in the four core academic subjects.” The district should pay a stipend to a team of teachers at each grade level (Kindergarten through Grade 12) to create differentiated strategies/activities for each of the core academic subjects.

Under the direction of the director of Curriculum and Federal Programs and with assistance from the regional education service center, work should begin on the development of G/T units of study for the elementary and

**EXHIBIT 1–34**  
**NUMBER OF TEACHERS WITH G/T CERTIFICATION BY CAMPUS**  
**2003–04**

CAMPUS	TOTAL NUMBER OF TEACHERS	NUMBER OF G/T CERTIFIED TEACHERS	G/T CERTIFIED AS PERCENT OF TEACHERS
Eastside Elementary School	26	4	15.4%
Blackshear Elementary School	32	6	19.0%
Hearne Junior High School	20	3	15.0%
Hearne High School (Content Area)	26	3	12.0%

SOURCE: Hearne ISD director of Curriculum and Federal Programs, PEIMS Report, 2003-04.

secondary grades. These units can be topical but based on concepts that are taught within the core curriculum. The G/T resource teacher should organize a team of elementary teachers that can assist in writing units of study that would vary every year. Each grade should have representation on the team, which would be comprised of six teachers working in collaboration with the one resource teacher.

For grades 6–12, there should be two teachers per content area to develop differentiated objectives and activities that an academic teacher can use in a classroom. The team should also select appropriate materials that can be used to differentiate instruction.

All core K–12 teachers should receive the 30 hours of training to meet state requirements. The regional service center can provide the resources to accomplish this training during summer 2006. Teachers could receive compensatory or FLEX time for attending training during the summer.

The fiscal impact is based on the following:

- For 2006–07 through 2010–11: Develop one unit of study for the elementary grades K–5 that has different levels of difficulty. This development effort would require six teachers working with the G/T resource teacher for three days at \$190 per day (average daily rate) for a total of \$3,420 per year; this unit development should continue yearly for five years, then the units can be repeated (six teachers x \$190 per day per teacher x three days = \$3,420 x five years = \$17,100).
- For 2007–08: Develop differentiated objectives for grades 6–12 that will be implemented in the four core content classes. This development effort would require eight teachers working for three days at \$190 per day for a one-time fiscal impact of \$4,560 (eight teachers x \$190 per day x three days = \$4,560). Before this work can begin, the regular academic objectives must be developed during the summer of 2006–07. Once these are complete, teachers can differentiate by adding more complex content objectives, resources, and activities for students.

### **STAFF DEVELOPMENT (REC. 13)**

HISD lacks a comprehensive staff development plan that is focused, coordinated, and linked to goals and objectives of the district or to established system priorities for improving student performance.

Upon reviewing the campus and district plans, the review team noted that the variation of staff development activities

that exist from campus to campus is indicative of a lack of coordinated planning and system coherency. Several examples are the Professional Development and Appraisal System (PDAS) training and the new online grade book training. For example, all campuses are required to provide an annual PDAS update. The director of Technology and Administrative Services mentioned in an interview that teachers were trained in the new grade book program. The training appeared in only one campus plan.

Interviews with the director of Curriculum and Federal Programs indicated that there is a lack of expanded knowledge and skill level of teachers and administrators. According to the director, there is no sense of urgency about the need to change so that improvement is made throughout the district. She also indicated that campus level administrators do not consistently support staff development activities that are available or required through specific grants that the district has been awarded. The math coach reports that because of staff turnover, the district is constantly retraining staff. Teachers mentioned that there is always a new focus and that time is not given to really assimilate all that is being “thrown at them”.

**Exhibit 1–35** shows a list of staff development activities that were included in the 2003–04 HISD District and Campus Improvement Plans.

**Exhibit 1–36** shows a list of staff development activities that were incorporated into the 2004–05 District and Campus Improvement Plans.

This lack of coordination extends into elements such as implementation dates, the naming of individuals that are to receive the training, the person responsible for providing the training, what evaluation methods will be used, and how follow-up and support will be provided. There was no evidence that all of the staff development activities listed in the improvement plans occurred. A comprehensive staff development plan includes evidence that all planned events did occur, and that all teachers and administrators attended planned staff development activities. When all of these elements are missing, the district is not managing the responsibility of focusing administrators and teachers on improving the knowledge and skills associated with improved student performance.

Staff development and training are the means by which all staff working within the district acquire and/or expand the knowledge, skills, and values needed to create quality systems of education for all students. District leadership that

**EXHIBIT 1–35  
HISD STAFF DEVELOPMENT ACTIVITIES  
2003–04**

<b>STAFF DEVELOPMENT</b>	<b>DISTRICT/CAMPUS</b>
TEKS/TAKS strategies	Eastside and Blackshear Elementary Schools, Hearne Junior High School
Professional Development and Appraisal System (PDAS)	Eastside Elementary School
Grade book and other software programs	All campuses
Discipline procedures	Eastside and Blackshear Elementary Schools
Multiculturalism and teaching economically disadvantaged students	Blackshear Elementary School
Staff development in core four academic areas	Blackshear Elementary School
How to conduct parent conferences	Blackshear Elementary School
Implementing the Reading/Language Arts Scope and Sequence, Region IV	District
G/T Institute	District
Project Integrate Training, Summer	District
Integration of Technology into the Classroom	Hearne High School, Summer

SOURCE: Hearne ISD District and Campus Improvement Plans.

**EXHIBIT 1–36  
HISD STAFF DEVELOPMENT ACTIVITIES  
2004–05**

<b>STAFF DEVELOPMENT</b>	<b>DISTRICT/CAMPUS</b>
Use of assessments for screening and monitoring	Eastside Elementary School
Use and interpretation of assessment tools	Eastside Elementary School
Use of core and supplemental reading materials	Eastside Elementary School
Train all stakeholders in reading	Eastside Elementary School
Training in pre-referral and referral packet, instructional strategies, accommodation, and support service options	Eastside Elementary School
Training in dyslexia and referral procedures	Eastside Elementary School
Phonics	Eastside Elementary School
PDAS	Eastside Elementary School
Discipline	Eastside Elementary School
TEKS/TAKS strategies	Blackshear Elementary School
Discipline techniques and laws	Blackshear Elementary School
Strategies for at-risk students	Blackshear Elementary School
TAKS Strategies	Hearne Junior High School
Behavior management training	Hearne High School
Fred Jones, "Tools for Teaching"	Hearne High School
Teaching reading through the content	Hearne High School
Training for collaborating	Hearne High School
Writing process and across the curriculum	Hearne High School
Training in numbers/operations, geometry/measurement, statistics/probability, patterns/functions/algebra, and evaluating math	Hearne High School
Engaging students in inquiry and problem solving	Hearne High School

SOURCE: Hearne ISD District and Campus Improvement Plans.

maintains a focused approach to improving student achievement requires a strong staff development program. In the context of improving student achievement, a focused approach acknowledges that resources are finite, and that a commitment of energy and resources are required to address a small number of staff development priorities. Effective staff development programs assess the needs of all staff to determine what skills and supports are necessary to align and integrate with the district's policy, and/or strategic or long-range plans. High quality programs provide systemic, coordinated, and varied activities to organize all staff into learning communities. In effective programs, both central and site-based leaders work together to plan and organize staff development activities that are directed towards improved student achievement.

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

- Must be conducted in accordance with standards developed by the district;
- Must be designed to improve education in the district;
- Must be predominantly campus-based, related to achieving performance objectives, and be developed and approved by the campus site-based decision-making committee;
- May include training in technology, conflict resolution strategies, discipline strategies and training that relates to instruction of students with disabilities; and
- May include instruction as to what is permissible under law.

Campus staff development may include activities that enable the campus staff to:

- plan together to enhance existing skills;
- share effective strategies;
- reflect on curricular and instructional issues;
- analyze student achievement results;
- reflect on means of increasing student achievement;
- study research;
- practice new methods;
- identify students' strengths and needs;

- develop meaningful programs for students;
- appropriately implement site-based decision-making; and
- conduct action research.

According to TEA, an effective policy on staff development needs to include:

- adequate time and financial resources to support a comprehensive staff development program;
- specific training requirements identified by campus and district committees;
- access to various models of staff development that foster and model effective practices;
- programs that reflect the standards of professional practices recognized at the state and national levels;
- a focus on staff development for student achievement for all students (e.g., gifted and talented, Title I, students with disabilities, athletics); and
- administrator training policy.

Ultimately, districts and campuses committed to improving student achievement recognize the need for staff development. With that in mind, planning for staff development becomes part of an ongoing process that involves all segments of the organization so that there is a collective, rather than a fragmented approach to staff development. The district and campus leaders must recognize that if long-term change is to occur, detailed staff development and focused implementation plans must be developed and implemented. Thus, staff development is typically well-defined, focused, and coordinated to accomplish the goal of increasing student achievement as defined and set within school district parameters and requirements. Another important consideration in effective districts is that high quality staff development that is engaging and relevant to teachers is based on research and best practice, and is job-embedded with continuous follow-up and support. The evaluation of the effectiveness of staff development programs is also critical.

United ISD develops a districtwide monthly calendar that includes all staff development activities. The Instruction Department and school support teams work collaboratively with providers such as the district central office, the Regional Education Service Center, and area colleges to provide teachers with a broad array of staff development activities

that address the various needs of district teachers. This monthly calendar is kept current and communicated in a timely manner.

HISD should develop a comprehensive staff development plan that is data-driven and based on the identified needs of the students. This plan should be the responsibility of the director of Curriculum and Federal Programs with input from campus administrators, support staff, and teachers. There should be a clear delineation of district level staff development initiatives, program initiatives, and campus-based initiatives. The plan should also include a list of priorities, timelines, methods of evaluations, clear expectations for individuals to receive appropriate training, and all of the staff development activities should be based on best practices and communicated throughout the district in a timely manner and consistent method.

There should be no cost to the district for developing a plan and communicating that plan in a timely manner. This could be done during the development of the district and campus improvement planning process where staff development activities are aligned with identified campus needs and district needs.

**HEALTH SERVICES (REC. 14)**

HISD’s staffing level ratio for nurses is not consistent with industry standards, and its current ratio of one nurse to 1,229 students exceeds the one to 750 student ratio recommended by the National Association of School Nurses (NASN).

HISD’s Health Services program has one licensed vocational nurse that works part-time for the district to provide services designed to support the medical needs of district students. There is no method used by the district to determine the number of nurses needed to address the health service requirements of its students. The nurse covers all four campuses, thus the ratio of one nurse to 1,229 students far exceeds the ratio recommended by the NASN.

During an interview, the nurse reported that she works in HISD four days per week. During the 2004–05 school year, the visual and hearing screenings were completed for the students in Pre-K–fifth and seventh grades. The nurse also reported that she did not receive her scoliosis screening certification until late in the school year so the students in the fifth and eighth grades were not screened for scoliosis. The plan for 2005–06 is to screen students for scoliosis in

grades 5, 6, 8, and 9, so the students that should have been screened in 2004–05 will be screened in 2005–06.

Other services provided by the Health Services program are: first aid; maintenance of all students’ medical and immunization records; dispensation of daily medications, and distribution of health problem information to teachers on a “need to know” basis. The nurse also reported that on the day when she is not in the district, the campus secretaries or members of the office staff are responsible for dispensing medication and handling any medical emergencies. In order to meet the health care needs of medically fragile children, the nurse has trained special education aides to provide specialized health services such as tube feeding. The nurse also reported that the student health records are incomplete but are currently being corrected. The status of the records and the amount of work associated with meeting state requirements for record maintenance is overwhelming, particularly at two campuses, where the nurse reported it is difficult to get immunization records from parents.

In a comparison with its peers, only Calvert ISD has a similar staffing level of nurses as Hearne ISD. All other peer districts have at least a registered nurse on staff, as shown in **Exhibit 1–37**.

Data collected by the Texas Department of State Health Services (DSHS) through school district surveys indicate that approximately 72 percent of Texas schools have a school nurse available to students at least part of the time. While there is no statutory requirement for Texas schools to employ a nurse, any nurse employed by a school district must be certified under section 21.003 of the TEC.

**EXHIBIT 1–37  
NURSE STAFFING LEVELS  
HISD AS COMPARED TO PEER DISTRICTS  
2005–06**

DISTRICT	NURSE	
	YES	NO
Rosebud-Lott	1-RN 1-LVN	
Rice Consolidated	1-RN	
Calvert		Nurse aide only
Corrigan-Camden	1-RN 1-LVN	
<b>HISD</b>	<b>1-LVN (PART-TIME)</b>	

NOTE: RN is Registered Nurse. LVN is Licensed Vocational Nurse.  
SOURCE: Peer district surveys, January 2006.

According to the NASN, caseload assignments for school nurses vary greatly and are influenced by multiple factors, such as: geographic location and number of school buildings, social, economic, and cultural status of the community, special health problems, the mobility of the people in the community, and licensed or unlicensed assistive personnel. HISD has an at-risk student population of 59.6 percent with 88.0 percent of the students considered economically disadvantaged. Thus, school health care may play a more significant role in the overall educational program for the district. Having only one nurse available in the district results in a limited level of health services that are offered to HISD students.

Dripping Springs ISD uses two Registered Nurses (RNs) and two nurse assistants to serve a student population of 3,311 students on four campuses. One nurse serves as the lead nurse for the district and is responsible for the junior high school and high school. The nurse assistant who works with her is assigned to the junior high school. The second RN and nurse assistant are assigned to the primary and intermediate schools. The RN spends her day at the primary school until 2:00 p.m., when she switches schools with her assigned nurse assistant and goes to the intermediate school until the end of the school day.

The district should create a nurse staffing level based on student enrollment, and create an additional licensed Registered Nurse position. HISD should add this position to ensure that the district is prepared to deal with students who require more invasive types of health care procedures. This additional position would also reduce the nurse to student ratio and place the district within the NASN recommendation. This position would be in addition to the current part-time LVN.

The annual cost of adding a Registered Nurse would be \$19,958 per year (salary of \$17,355 + benefits of 15 percent of salary, or \$2,603, = \$19,958).

#### **HEALTH SERVICES PROCEDURES (REC. 15)**

HISD lacks a comprehensive Health Service Procedural Manual that includes a blood borne pathogen exposure control plan, procedures for reporting child abuse, and requirements for annual training for the staff in both of these areas.

The nurse reported that the district lacks a written blood borne pathogen exposure control plan, nor are there annual training or refresher courses to prepare personnel to handle

this type of exposure. The district does not provide Hepatitis B vaccines for staff identified as having occupational exposure. While the nurse has procedures that are followed for suspected child abuse cases, she reports that she is unaware if the district requires annual training of all employees regarding suspected child abuse, as mandated by state law.

In the absence of a procedural manual, the nurse is left to decide how to best meet legal and local requirements, possibly leaving the district exposed to liability.

The district should develop a comprehensive Health Services Procedural Manual and conduct annual training for blood borne pathogen exposure and suspected child abuse. The district should work with the regional education service center to develop a Health Service Procedural Manual. The school nurse, maintenance supervisor, director of Curriculum and Federal Programs, science teachers, and principals should comprise a team that could work with the education service center. The regional education service center could also serve as a liaison for the district and other small districts within the regional education service center area so that collectively a comprehensive Health Service Procedural Manual could be developed.

#### **LIBRARY AND MEDIA SERVICES (REC. 16)**

HISD does not monitor its library staffing and collection size, based on the number of students, in accordance with the Texas State Library and Archives Commission (TSLAC) recommended standards, and currently does not meet the *Acceptable* level guidelines for either.

Under section 33.021 of the TEC, TSLAC establishes minimum standards for school districts to consider in developing, implementing, or expanding library services. The TSLAC criteria classify libraries into four categories: *Exemplary*, *Recognized*, *Acceptable*, and *Below Standards*. TSLAC sets staffing standards based on schools' average daily attendance (ADA). **Exhibit 1–38** shows TSLAC *Acceptable* and above standards for professional and paraprofessional staff.

**Exhibit 1–39** shows 2004–05 student enrollments for each HISD school and the number of professional and paraprofessional library staff as compared to the TSLAC acceptable standards. Only Hearne High School meets the *Acceptable* standard regarding librarian staffing. All other campuses do not meet the recommended *Acceptable* librarian staffing. Additionally, staffing of paraprofessionals meets the

**EXHIBIT 1-38  
TSLAC STAFFING LIBRARY STANDARDS**

AREA	STANDARDS		
	EXEMPLARY	RECOGNIZED	ACCEPTABLE
Professional Staff	At least:	At least:	At least:
0 to 500 ADA	1.5 Certified Librarians	1.0 Certified Librarian	1.0 Certified Librarian
501 to 1,000 ADA	2.0 Certified Librarians	1.5 Certified Librarians	1.0 Certified Librarian
1,001 to 2,000 ADA	3.0 Certified Librarians	2.0 Certified Librarians	1.0 Certified Librarian
2,001 + ADA	3.0 Certified Librarians + 1.0 Certified Librarian for each 700 students	2.0 Certified Librarians + 1.0 Certified Librarian for each 1,000 students	2.0 Certified Librarians
Paraprofessional Staff	At least:	At least:	At least:
0 to 500 ADA	1.5 Paraprofessionals	1.0 Paraprofessionals	0.5 Paraprofessionals
501 to 1,000 ADA	2.0 Paraprofessionals	1.5 Paraprofessionals	1.0 Paraprofessionals
1,001 to 2,000 ADA	3.0 Paraprofessionals	2.0 Paraprofessionals	1.5 Paraprofessionals
2,001 + ADA	3.0 Paraprofessionals + 1.0 Paraprofessional for each 700 students	2.0 Paraprofessionals + 1.0 Paraprofessional for Each 1,000 students	2.0 Paraprofessionals

SOURCE: Texas State Library and Archives Commission (TSLAC), School Library Programs: Standards and Guidelines.

**EXHIBIT 1-39  
HISD ENROLLMENT AND NUMBERS OF LIBRARIANS AND LIBRARY AIDES BY CAMPUS  
AS COMPARED TO TSLAC STANDARDS  
2004-05**

CAMPUS	ENROLLMENT	AVERAGE DAILY ATTENDANCE		TSLAC ACCEPTABLE STANDARD		PARA-PROFESSIONALS	TSLAC ACCEPTABLE STANDARD	
		ADA*	LIBRARIANS	OVER/ (UNDER)	OVER/ (UNDER)			
Hearne High School	329	315.84	1.0	1.0	0.0	0.0	0.5	(0.5)
Hearne Junior High	178	170.88	0.0	1.0	(1.0)	1.0	0.5	0.5
Blackshear	337	323.52	0.0	1.0	(1.0)	1.0	0.5	0.5
Elementary School								
Eastside	385	369.60	0.0	1.0	(1.0)	1.0	0.5	0.5
Elementary School								
<b>TOTAL</b>	<b>1,229</b>	<b>1,179.84</b>	<b>1.0</b>	<b>4.0</b>	<b>(3.0)</b>	<b>3.0</b>	<b>2.0</b>	<b>1.0</b>

\*ADA was calculated by multiplying school membership (enrollment) by 96 percent.

SOURCES: Texas Education Agency, PEIMS, 2004-05; TSLAC, School Library Programs: Standards and Guidelines for Texas, 2004; Hearne Librarian reports, 2004-05.

*Acceptable* standard at all schools except at the high school, which is understaffed by one-half a position.

The School Library Programs Standards and Guidelines for Texas for 2005 defines an *Acceptable* collection as a balanced collection of 9,000 books, audiovisual software, and multimedia, or at least 16 items per student at elementary level, at least 14 items per student at junior high school level,

and at least 12 items per student at high school level, whichever is greater. A *Recognized* collection is defined as a balanced collection of at least 10,800 books, audiovisual software, and multimedia, or at least 18 items per student at elementary level, at least 16 items per student at junior high school level, and at least 14 items per student at high school level, whichever is greater. An *Exemplary* collection is a balanced collection with at least 12,000 books, audiovisual

software, and multimedia, or at least 20 items per student at elementary level, at least 18 items per student at junior high school level, and at least 16 items per student at high school level, whichever is greater.

The results of the 2004–05 end-of-year Hearne ISD library collection analysis are presented in **Exhibit 1–40**. When comparing the district’s library holdings to the state acceptable minimum standard, both Blackshear and Eastside Elementary Schools are below TSLAC’s *Acceptable* standard. One campus is *Recognized* and one is *Exemplary*. What is not apparent in the reported number of books is the age of the books and whether or not audio-visual materials are included.

Failure to provide equal library and media resources for all students creates a lack of equitability in the delivery of education services across the district.

The district should ensure that all campus libraries maintain appropriate staffing and library collections. To meet the *Acceptable* level guidelines based on TSLAC standards, the district should add one certified librarian each for the two elementaries and one junior high school, for a total of three librarians, and reduce the number of library aides by one position.

The district should bring the Eastside and Blackshear Elementary School libraries up to the *Acceptable* standard. The collections at all libraries should include a wide range of reading materials on a variety of reading and interest levels; collections should not be limited to strictly support the Accelerated Reading Program as is the current practice at

Eastside Elementary. The age of the collection and the number of books that are currently outdated are considerations to take into account when updating library collections.

Adding three librarians would be a total cost of \$159,970 (average librarian salary of \$46,368 x 3 = \$139,104 + benefits at 15 percent of salary, or \$20,866). Eliminating one library aide position would save HISD \$18,858 (\$16,398 average aide salary + benefits of 15 percent of salary, or \$2,460).

The net impact to HISD in 2006–07 would be an additional annual cost in of \$141,112 (\$159,970 in 3 additional librarian salaries - \$18,858 in savings of eliminating one library aide position).

In fall 2007, the new junior high is scheduled to open. This campus will share library services with the high school, thereby reducing the number of librarians needed on the campus from two to one. This will reduce the annual fiscal impact from three librarian positions to two, for a 2007–08 fiscal impact of \$87,788 (\$46,368 x 2 = \$92,736 + benefits at 15 percent of salary, or \$13,910 - \$18,858 in savings of eliminating one library aide position).

By fall 2008, a new elementary campus housing grades EE-5 will have replaced Blackshear and Eastside Elementary Schools, thereby reducing the number of librarians needed on the campus from two to one. This will reduce the fiscal impact further from two librarian positions to one, for an annual fiscal impact for each of the remaining three years of

**EXHIBIT 1–40  
HISD LIBRARY COLLECTION BY SCHOOL AS COMPARED TO TSLAC STANDARDS  
2004–05**

SCHOOL	AVERAGE DAILY ATTENDANCE (ADA)*	SCHOOL COLLECTION SIZE	ACCEPTABLE STANDARD COLLECTION SIZE	SCHOOL COLLECTION PER STUDENT	ACCEPTABLE STANDARD COLLECTION PER STUDENT	TSLAC LIBRARY STATUS
Hearne High School	315.84	4,673	3,792	14.2	12	Recognized
Hearne Junior High	170.88	6,086	2,736	34.2	16	Exemplary
Blackshear Elementary School	323.52	6,296	6,480	18.7	20	Below Standard
Eastside Elementary School	369.60	3,064	7,400	8.0	20	Below Standard

\*ADA was calculated by multiplying school membership (enrollment) by 96 percent.

SOURCE: Hearne ISD Librarian reports, 2004-05; TSLAC, School Library Programs: Standards and Guidelines for Texas, 2004.

\$34,465 (\$46,368 + benefits at 15 percent of salary, or \$6,955 - \$18,858 in savings of eliminating one library aide position).

In order to increase the school library collections at Blackshear and Eastside Elementary Schools to meet the *Acceptable* standard, the district must purchase 4,520 collection items. The average price of children and young adult

selections is \$19.31, bringing the one-time cost to the district to \$87,281 (4,520 collection items x \$19.31).

For background information on Chapter 1, Educational Service Delivery, see page 175 in the General Information section of the Appendices.

**FISCAL IMPACT**

RECOMMENDATION	2006-07	2007-08	2008-09	2009-10	2010-11	TOTAL 5-YEAR (COSTS) SAVINGS	ONE -TIME (COSTS) SAVINGS
<b>CHAPTER 1: EDUCATIONAL SERVICE DELIVERY</b>							
1. Develop, adopt, and implement a comprehensive curriculum management plan that includes board policies and administrative regulations to direct curriculum development, delivery, and management to ensure quality control.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
2. Develop curriculum documents that align to the TEKS.	(\$32,920)	(\$49,410)	(\$20,690)	(\$850)	(\$850)	(\$104,720)	\$0
3. Implement an automated curriculum management system.	(\$12,000)	(\$12,000)	(\$12,000)	(\$12,000)	(\$12,000)	(\$60,000)	(\$25,200)
4. Implement a structured, focused process to improve academic achievement that is based on test score analysis to determine strengths and weaknesses of student performance, supported by instruction using an aligned curriculum with specific accountability measures.	(\$350)	(\$350)	(\$350)	(\$350)	(\$350)	(\$1,750)	\$0
5. Develop a staffing plan to allocate an appropriate number of counselors based on student enrollment and reduce the number of students that the elementary counselor serves.	\$0	\$0	\$0	\$0	\$0	\$0	\$0

**FISCAL IMPACT (CONTINUED)**

<b>RECOMMENDATION</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>2010-11</b>	<b>TOTAL 5-YEAR (COSTS) SAVINGS</b>	<b>ONE -TIME (COSTS) SAVINGS</b>
6. Develop a comprehensive guidance and counseling plan that clearly delineates the various programs for elementary, junior high, and high school students.	\$0	\$0	\$0	\$0	\$0	\$0	(\$5,000)
7. Incorporate appropriate objectives and strategies into the district and campus improvement plans to address the Bilingual/ESL programs.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
8. Include definitive strategies, FTEs, and specific dollar amounts from all sources, along with timelines and evaluation criteria for the State Compensatory Education (SCE) program, in the district and campus plans.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
9. Develop and advertise to parents an aligned, well-articulated Career and Technology Education (CTE) program beginning with career awareness at the elementary schools, continuing with a CTE course offering at the junior high school, and culminating with a broad spectrum of CTE course offerings at the high school.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
10. Restructure the CTE advisory board to include the appropriate member types.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
11. Develop a gifted and talented (G/T) long-range strategic plan.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
12. Develop differentiated objectives and supporting activities that teachers can use to provide challenging and rigorous curriculum to G/T students, including requiring all core subject staff responsible for the instruction of G/T students to complete the 30 hours of G/T training.	(\$3,420)	(\$7,980)	(\$3,420)	(\$3,420)	(\$3,420)	(\$21,660)	\$0

**FISCAL IMPACT (CONTINUED)**

<b>RECOMMENDATION</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>2010-11</b>	<b>TOTAL 5-YEAR (COSTS) SAVINGS</b>	<b>ONE -TIME (COSTS) SAVINGS</b>
13. Develop a comprehensive staff development plan that is data-driven and based on the identified needs of the students.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
14. Create a nurse staffing level based on student enrollment, and create an additional licensed Registered Nurse position.	(\$19,958)	(\$19,958)	(\$19,958)	(\$19,958)	(\$19,958)	(\$99,790)	\$0
15. Develop a comprehensive Health Service Procedural Manual and conduct annual training for blood borne pathogen exposure and suspected child abuse.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
16. Ensure that all campus libraries maintain appropriate staffing and library collections.	(\$141,112)	(\$106,646)	(\$53,323)	(\$53,323)	(\$53,323)	(\$407,727)	(\$87,281)
<b>TOTALS-CHAPTER 1</b>	<b>(\$209,760)</b>	<b>(\$196,344)</b>	<b>(\$109,741)</b>	<b>(\$89,901)</b>	<b>(\$89,901)</b>	<b>(\$695,647)</b>	<b>(\$117,481)</b>



# Chapter 2

## District Leadership, Organization, and Management

Hearne Independent School District



## CHAPTER 2. DISTRICT LEADERSHIP, ORGANIZATION, AND MANAGEMENT

District organization and management involves:

- Board members serving as policy makers;
- The development of goals and policies to guide program initiatives, establish performance expectations, and allocate limited resources;
- The superintendent and staff using those goals and policies to conduct daily administration of district operations;
- District and campus planning to ensure synchronized efforts to accomplish these goals; and
- An efficiently staffed organizational framework to lead programs and departments.

The school board, comprised of seven members, governs the district. Members are elected at-large to staggered three-year terms. Elections are held annually with a minimum of two and maximum of three board members standing for election. **Exhibit 2–1** shows the board members, office held, term of office, profession, and place of business.

Mr. David Deaver has served as the district’s superintendent since July 2002. He replaced Norris McDaniel, who had been superintendent for the previous six years. After three years in retirement, Mr. McDaniel returned to HISD to become the principal at the high school. Mr. Deaver previously served as the superintendent of Menard ISD for five years before joining HISD. Mr. Deaver’s current contract runs through June 30, 2008. The board evaluates the superintendent annually in January.

### FINDINGS

- HISD’s organization of management positions creates inefficiencies in the educational, financial, and operational areas.
- HISD’s planning process excludes collaboration among board members, administrative staff, principals, and community members.
- HISD’s District Advisory Team Council (DATC) does not follow board policies for district level planning and decision-making.

**EXHIBIT 2–1  
HISD BOARD MEMBERS  
AUGUST 2005**

BOARD MEMBER	OFFICE HELD	TERM OF OFFICE	PROFESSION	PLACE OF BUSINESS
Mr. James Taylor	President	6 Years, 3 Months (Since 1999)	Lead electrician	Walnut Creek Mining Co.
Mr. Frank Mata	Vice President	3 Years, 3 Months (Since 2003)	Bowl caster	Crane Plumbing
Ms. Mary Jane Ramirez*	Secretary	5 Years, 3 Months (Since 2000)	Secretary	Texas Youth Commission
Mr. Donnie Adams	Member	3 Years, 3 Months (Since 2003)	Safety supervisor	GATX
Mr. Chris Lopez	Member	1 Year, 7 Months (Since 2004)	Chemist	Norpro Chemical
Mr. Doug Staten	Member	1 Year, 3 Months (Since 2004)	Retired	U.S. Armed Services
Mr. Robert Nelson	Member	3 Months (Since 2005)	Foreman	City of Hearne, TX Parks & Recreation Department

\*Mr. Gary Salazar was elected to replace Ms. Mary Jane Ramirez on May 13, 2006.

NOTE: Mr. Chris Lopez was appointed in February 2004 to complete the term of resigning board member Marie Coe.

SOURCE: Hearne ISD secretary to the superintendent, August 3, 2005.

- HISD lacks a process to monitor board training, and board members have not completed state-required training.

## RECOMMENDATIONS

- **Recommendation 17: Revise the organizational structure to eliminate operational inefficiencies in all areas of the district's activities.** Adding expertise in the financial and human resource management functions will provide and support HISD's curriculum administrator, principals, and department administrators with budgeting and staffing assistance. In addition, the district should realign the number of positions that report directly to the superintendent.
- **Recommendation 18: Implement a planning process that requires collaboration among board members, administrative staff, principals, and community members.** The district should follow existing board policies to include long-term program and operational planning, program evaluation, and linking budget priorities with educational and operational program initiatives. The district should also communicate comprehensive budget information to the board, staff, and public along with annual educational and operational priorities.
- **Recommendation 19: Follow existing board policy to guide the District Advisory Team Council's (DATC) annual activities.** This should include using internal resources to provide annual training to committee members to review board policies regarding all areas that require DATC involvement.
- **Recommendation 20: Develop a process to monitor and schedule board members for annual training in accordance with Texas Administrative Code (TAC) requirements and existing board policy.** The superintendent should provide the board with information on continuing education opportunities, especially in the areas in which board members are lacking the required training hours. HISD should ensure that each trustee receives training annually in all areas required by the TAC.

## DETAILED FINDINGS

### ORGANIZATION (REC. 17)

HISD's organization of management positions creates inefficiencies in the educational, financial, and operational areas.

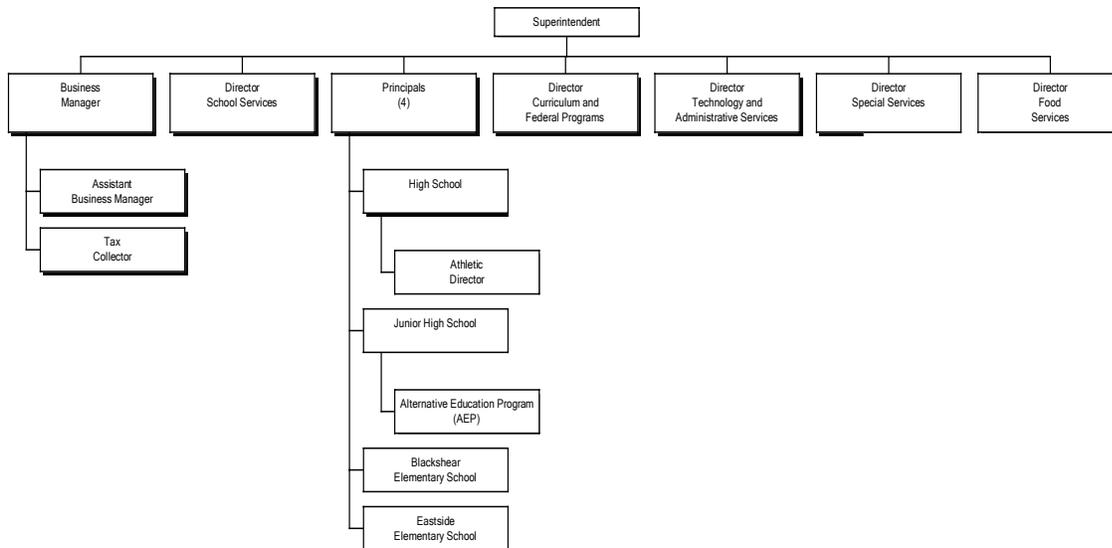
The district's current organization has an excessive number of positions reporting directly to the superintendent, including six functional positions and four principals (**Exhibit 2-2**).

These functional positions and their responsibilities include:

- The director of Curriculum and Federal Programs, who is responsible for obtaining educational grants and assisting in increasing student achievement through curriculum evaluation and development;
- The director of Special Services, who coordinates programs for special student populations;
- The Business manager, who is responsible for purchasing, accounts payable, investment, reconciliation, budgeting, and the tax office operations. The assistant Business manager reports to the Business manager position, coordinating payroll and benefits and assisting in the general accounting functions. The superintendent prepares and analyzes bids for services and materials, separate and apart from the Business manager;
- The director of School Services, who supervises 26 HISD employees and is responsible for maintenance, grounds, custodians, and bus drivers. The director also performs building maintenance, makes minor bus repairs, drives a bus when a driver is absent, and mows the football field;
- The director of Technology and Administrative Services, who coordinates all of HISD's educational and administrative technology functions. The director position supervises one full-time staff member who assists with HISD's technology programs; and
- The director of Food Services, who supervises 19 full and part-time cooks and cafeteria workers at four school kitchen locations. The director is responsible for all aspects of the district's Food Services program, but receives assistance from the Business manager for financial management of the program.

Campus principals, the director of Special Services, and the director of Curriculum and Federal Programs all report

**EXHIBIT 2-2**  
**HISD ORGANIZATION**  
**SEPTEMBER 2005**



SOURCE: Hearne ISD superintendent, September 2005.

separately to the superintendent. The director of Curriculum and Federal Programs has been successful in obtaining grants for programs intended to increase student achievement for all grade levels. However, these efforts have been made with little or no input from the principals and the director of Special Services. This lack of collaboration has resulted in these programs not being aggressively used at the campus level to improve student performance. Additionally, principals have been independently developing and implementing programs at their campuses. Repeated and unchanged annual campus improvement plan (CIP) objectives and strategies provide further evidence of the lack of collaborative direction to improve student performance.

HISD has a number of complex financial issues; however, the financial area is not currently staffed with a professional director position. These issues include:

- Ongoing changes in state and federal funding;
- Dealing with ongoing profitability problems in the district's Food Services program;
- Potential financial impacts from adding students based on a recent court decision in HISD's favor related to transfer students going to an adjacent district; and
- Administration of the district's new \$13.9 million bond issue over the next few years.

In order to support the current Business manager, the former Business manager, who retired in 2005, still performs certain functions on a fee-for-service basis. In addition, the district contracts out for calculation of the district's state funding.

In Human Resources, the superintendent, with assistance from his secretary, attempts to manage these functions. The superintendent recommends the number and types of positions necessary to perform the district's functions effectively, employs non-contractual employees, makes recommendations to the board on contractual employees, assigns and reassigns personnel, defines duties of all personnel, directs and supervises the district evaluation program, initiates the termination or suspension of employees, dismisses non-contractual employees, and develops and recommends pay systems.

The superintendent's secretary distributes and accepts applications for vacancies in the district, posts vacant positions, assists the service center in determining appropriate certification for staff, maintains leave records for employees, maintains personnel files, and monitors the completion of initial hire paperwork. The assistant Business manager completes employment related paperwork, processes benefit information, and submit Teacher Retirement System (TRS) pension reports.

The review team noted significant issues in personnel management: lack of current job descriptions, lack of annual evaluations for all employees, high teacher turnover, lack of central office posting of paraprofessional positions, and lack of current salary information from the surrounding districts and local businesses.

Each of the individuals who are responsible for human resource functions in HISD has other responsibilities. As a result, these staff members can only give half of their work time to human resource duties, thus neglecting important personnel functions as well as some of their other duties.

The district operates a tax office in conjunction with the city of Hearne. The tax office has a tax collector and an assistant tax collector. HISD pays the salaries of the tax collector, and the city pays the salary of the assistant tax collector. The review team noted several inefficiencies in the operations of the tax office: does not make deposits timely which exposes the district to the risk of financial and interest earnings loss, lacks adequate duty segregation for internal control purposes, and lacks review and approval of refunds prior to remittance. The total salary and benefit payments made for the tax office by the district amounted to \$51,826.

The tax office is a function unrelated to the district's primary services and operates at a cost per account that is higher than other available alternatives. Additionally, the Robertson County Appraisal District (RCAD) has recently submitted a proposal for collection of the district's taxes for \$39,980 annually.

The director of School Services is responsible for the maintenance, grounds, custodians, and transportation functions. The review team noted significant issues associated with the management of these functions: lack of long-range planning; lack of management training; lack of custodial performance standards resulting in an excessive number of custodians; lack of ongoing training for maintenance, custodial, and transportation employees; and lack of documented procedures.

The operational inefficiencies related to a large span of control and misaligned responsibilities has resulted in no plan for conducting regular and preventive maintenance; no training in the management and operation of the Transportation Department, causing further inefficiencies in the cost of operation, bus capacity utilization, and routing; and no supervision for night custodians resulting in a lack of monitoring and evaluating custodians' work.

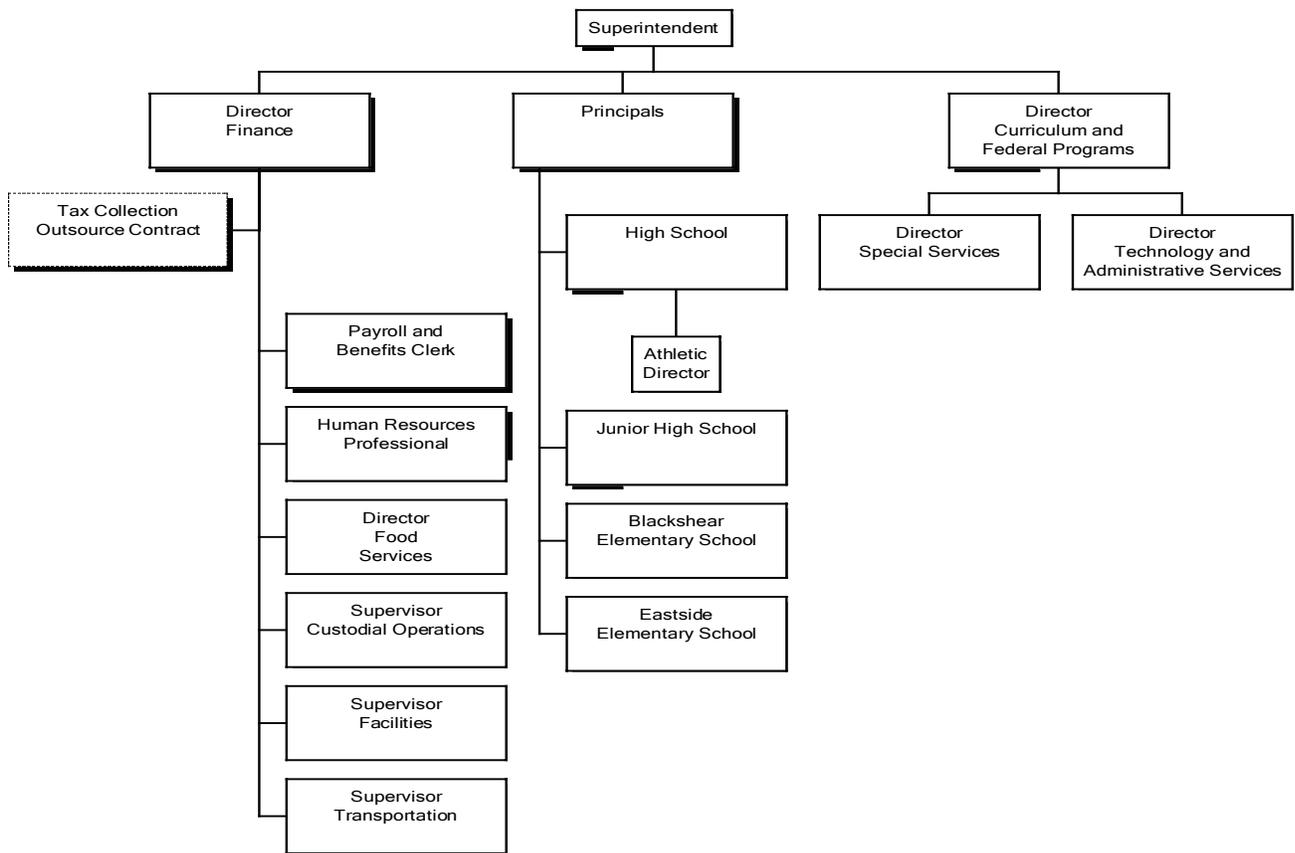
The district should revise its organizational structure to eliminate operational inefficiencies in all areas of the district's activities (**Exhibit 2-3**). Adding expertise in the financial and human resource management functions will provide and support HISD's curriculum administrator, principals, and department administrators with budgeting and staffing assistance. In addition, the district should realign the number of positions that report directly to the superintendent.

The key changes from the current to the recommended organization include the following actions:

- Create a Finance director position with a degree in accounting or related area and with experience in school district financial management.
- Eliminate the Business manager and assistant Business manager positions.
- Create a payroll and benefits clerk position.
- Create a Human Resources professional position reporting to the new Finance director.
- Outsource the tax collection function to RCAD or the Robertson County Tax Office with the new Finance director overseeing the contract.
- Eliminate contract arrangements for budget assistance, including state revenue estimation, federal reporting, and other higher level finance tasks with HISD's previous Business manager and the state funding consultant.
- Eliminate the director of School Services position.
- Create three new supervisor positions to oversee the Maintenance, Custodial Operations, and Transportation areas.
- Consolidate support services, including Transportation, Maintenance, Custodial Operations, and Food Services under the new Finance director.
- Consolidate all curriculum and technology functions under the director of Curriculum and Federal Programs.

Under the new organizational arrangement, the Finance director will oversee all business and support services functions, supervising the new tax collection contract, the new Human Resources professional, the director of Food Services, and the Custodial, Facilities and Transportation supervisor positions.

**EXHIBIT 2-3  
HISD RECOMMENDED ORGANIZATION**



SOURCE: WCL ENTERPRISES, October 2005.

While the principals will continue reporting directly to the superintendent, the director of Curriculum and Federal Programs will oversee the director of Technology and Administrative Services and director of Special Services. The director of Curriculum and Federal Programs should coordinate the curriculum development and delivery for the district.

HISD should implement this recommendation in 2006–07. Fiscal impacts for the added and eliminated positions are included in **Exhibit 2-4** below and are discussed in the respective report chapters. Where applicable, the amounts include the salary and 15 percent benefits.

**DISTRICT PLANNING (REC. 18)**

HISD’s planning process excludes collaboration among board members, administrative staff, principals, and community members.

Interviews with HISD board members indicated that there is inadequate board involvement in both the planning process and the related budget allocation process. Principals and department administrators interviewed also indicated that they were not involved in the annual planning and budgeting process at the campus and department level. Collaboration is a step that is critical for successful achievement of student performance gains and operational efficiencies.

The review team attended the August 2005 school board meeting. Before the meeting, both the director of Curriculum and Federal Programs and Business manager informed the review team that campus improvement plans CIPs were not complete despite being on the agenda for approval. CIPs detail educational program and operational objectives, strategies, and budget allocations needed for the upcoming year based on needs assessments required by district policies BQ (LOCAL) and (LEGAL), BQA (LOCAL) and (LEGAL), and BQB (LOCAL) and (LEGAL). A district improvement plan (DIP), as required by board policies BQ (LOCAL) and

**EXHIBIT 2-4  
FISCAL IMPACTS FOR  
HISD RECOMMENDED ORGANIZATION**

REPORT CHAPTER	ACTIONS	ADDITIONAL INFORMATION	ANNUAL SAVINGS (COSTS)
Financial Management	Create a qualified Finance director position.	Also, replace the assistant Business manager with the payroll and benefits clerk for no additional net savings or costs.	(\$60,375)
Financial Management	Eliminate the Business manager position.		\$58,153
Financial Management	Eliminate contract with the state funding consultant.		\$1,200
Financial Management	Eliminate contract arrangements for budget assistance, state revenue estimation, federal reporting, and other finance tasks with HISD's previous Business manager.		\$10,043
Financial Management	Outsource the tax collection function to RCAD or the Robertson County Tax Office with the new Finance director overseeing the contract.	Eliminate the tax collection positions funded by the district and outsource the tax collection function.	\$11,846*
Human Resources Management	Create a trained Human Resources professional position reporting to the new Finance director.	A new position	(\$82,800)
Facilities Use, Construction, and Management	Eliminate the director of School Services position and create three new supervisor positions to oversee the Maintenance, Custodial Operations, and Transportation areas.	The fiscal impact assumption is that the director of School Services position is replaced by the Transportation supervisor position, so the costs are for only two new positions.	(\$69,000)
<b>TOTAL NET ANNUAL COSTS</b>			<b>(\$130,933)</b>
<b>TOTAL NET COSTS OVER FIVE YEARS</b>			<b>(\$654,665)</b>

\*Elimination of tax office staff salary and benefits = \$77,687 - \$65,841 to outsource the tax collection function. The costs and savings from this recommendation are reflected in the specific applicable chapter's recommendations and fiscal impact chart.

(LEGAL) and BQA (LOCAL) and (LEGAL), was not available at the time of the August meeting either, and according to the director of Curriculum and Federal Programs, HISD's annual DIPs are generally just summations of the district's CIPs.

The HISD board took action to approve the incomplete CIPs at the August 2005 board meeting. Several board members questioned the superintendent and principals at this meeting concerning plans to evaluate CIP objectives and strategies during the school year to assess their effectiveness, with no apparent resolution given by the staff questioned.

At the same board meeting, the review team noted that out of the roughly hour and a half board meeting, approximately

25 minutes were spent on actual student-related issues including CIPs, student handbooks, and the student code of conduct. The board focused the remaining 65 minutes of the meeting on facilities issues, general business matters, and other items, such as ongoing legal matters and district athletic schedules.

HISD had not yet completed its CIPs when the review team made its final visit to the district in September 2005. The incomplete CIPs did not include appropriate needs assessments and showed no documentation of routine evaluation by HISD staff for objective and strategy effectiveness. Due to inadequate needs assessments, the objectives and strategies for addressing student improvement

included in HISD's incomplete CIPs were, in most cases, the same as those in prior year plans. There was no evidence of a significant update of the improvement plan objectives and strategies for the current year.

As HISD's student achievement shows little or no improvement in recent years, operating without a complete and collaborative planning process is a concern for the ongoing success of the district. The exclusion of collaboration for district planning among stakeholders creates:

- An inadequate process for HISD's short and long-term planning activities;
- No evaluation processes to determine if HISD successfully implements planned initiatives; and
- Inadequate budget allocation methods for making needed educational program and operational initiatives successful.

Texas school districts are statutorily-required to conduct planning on an annual basis. Board policies BQ (LOCAL) and (LEGAL), BQA (LOCAL) and (LEGAL), and BQB (LOCAL) and (LEGAL), based on TEC Sections 11.251, 11.252, and 11.253, provide the minimum requirements for district and campus level planning and decision-making, including the following:

- A comprehensive needs assessment that addresses student performance on standardized tests and local assessments;
- Involvement of board staff and community members in the planning process;
- Measurable school system performance objectives for all student populations;
- Strategies for improvement of student performance;
- Resources needed to implement identified strategies;
- Staff responsible for ensuring the accomplishment of each strategy;
- Timelines for monitoring implementation; and
- Evaluation criteria for determining if the strategies are improving student performance.

HISD's board policies BQ (LOCAL) and (LEGAL), BQA (LOCAL) and (LEGAL), and BQB (LOCAL) and (LEGAL) require a planning process. These policies guide the board and staff to improve student achievement and address improvement in all other operational areas. Proper planning defines how the

district will work toward achieving established goals through objectives and strategies that follow needs identified in annual assessments. Budget allocations tied to each objective and strategy provides proof that HISD assigns adequate resources to needed programs.

HISD should implement a planning process that requires collaboration among board members, administrative staff, principals, and community members. The district should follow existing board policies to include long-term program and operational planning, program evaluation, and linking budget priorities with educational and operational program initiatives. The district should also communicate comprehensive budget information to the board, staff, and public along with annual educational and operational priorities.

HISD should implement this recommendation in the 2006–07 fiscal year.

#### **DISTRICT ADVISORY TEAM COUNCIL (REC. 19)**

HISD's District Advisory Team Council (DATC) does not follow board policies for district level planning and decision-making.

Hearne ISD's DATC, includes teachers from all schools, professional staff, community members, business representatives, and parents. The DATC held their only meeting of 2004–05 on May 12, 2005. The minutes of this meeting indicate that 12 of the 21 committee members were present, and the discussion items for this meeting were the 2005–06 district calendar and approval of staff development for 2005–06. The superintendent and high school principal also attended the meeting.

Participants in group interviews conducted by the review team commented that the DATC does no more than approve the district calendar each year.

Board policies not currently being addressed by the DATC include:

- Developing, evaluating, and revising the DIP annually to guide district staff in the improvement of student performance in accordance with state standards;
- Analyzing district dropout prevention efforts;
- Establishing systematic communication measures to periodically obtain broad-based community, parent, and district staff input by having at least two meetings; and

- Providing information to the community, parents, and district staff regarding the DATC's recommendations in these areas.

As a result, the district lacks communication with the community regarding student achievement evaluation and the creation of plans for addressing student achievement annually as intended under the district's board policies BQA (LEGAL) and BQA (LOCAL) based on TEC sections 11.251, 11.252, and related referenced TEC sections.

The district's policies, included in BQA (LEGAL) and BQA (LOCAL), establish the DATC to advise the Board and superintendent regarding educational goals, objectives, and major districtwide classroom instructional programs. The DATC duties as described in BQA (LEGAL) and BQA (LOCAL) include:

- Establishing the district level planning and decision making process in accordance with TEC requirements;
- Composing the membership of the DATC;
- Establishing routine consultation with the superintendent;
- Developing, evaluating, and revising the DIP annually to guide district staff in the improvement of student performance in accordance with state standards;
- Analyzing district dropout prevention efforts;
- Holding at least two meetings annually with one of these a posted public meeting to discuss HISD's performance and the performance objectives of the DIP;
- Establishing systematic communications measures to periodically obtain broad-based community, parent, and district staff input; and
- Providing information to the community, parents, and district staff regarding the DATC's recommendations.

Bastrop ISD's District Education Improvement Committee (DEIC) developed district planning procedures. The DEIC formed subcommittees to develop operating procedures for four specific areas, including:

- DEIC roles and responsibilities;
- Structure of district and campus planning committees;
- Development of district and campus improvement plans; and
- Educational and operational program evaluations.

All of Bastrop ISD's subcommittees reported to the entire DEIC and a comprehensive operating manual was completed. The DEIC elected to have four annual meetings, created a timeline, and specified detailing the areas to cover at each meeting. Bastrop ISD holds annual training sessions for new DEIC members each year.

HISD should follow existing board policy to guide the DATC's annual activities. This should include using internal resources to provide annual training to committee members to review board policies regarding all areas that require DATC involvement.

#### **BOARD TRAINING (REC. 20)**

HISD lacks a process to monitor board training, and board members have not completed state-required training.

Although the HISD superintendent's secretary maintains board training records, the superintendent has not monitored the training requirements against these records, resulting in inadequate training hours for some board members. The district uses the Texas Association of School Boards (TASB) to maintain the TASB Board Member Continuing Education Reports and supplements these with local training records.

Four of the longer-term board members have not received the required total number of board training hours for the period they have served. **Exhibit 2–5** shows the school board members' compliance with training requirements as of August 3, 2005.

The Texas Administrative Code (TAC) requires board members to complete specified training on an annual basis. Orientation sessions, team building sessions (which include all board members and the superintendent), and specified hours of continuing education are all part of the training requirements. New members must receive a local orientation within 60 days of joining the board and an orientation to the TEC within one year of election or appointment to the board. The orientation to the TEC is delivered by the Regional Education Service Centers (ESCs) and should be three hours in length. After every legislative session, each school board member must obtain an update on the TEC, which incorporates main changes in the code. The entire board must participate annually with the superintendent in a team building session to enhance the effectiveness of the board–superintendent team.

Along with the orientation and team building training, all board members must have additional continuing education on an annual basis. A board member must receive at least

**EXHIBIT 2-5  
HISD BOARD MEMBER TRAINING RECORD  
AUGUST 3, 2005**

BOARD MEMBER	LENGTH OF SERVICE	HOURS				
		TEAM BUILDING	OTHER TRAINING	TOTAL TRAINING	MINIMUM HOURS REQUIRED	EXCESS/ (DEFICIENCY)
Mr. James Taylor, President	6 Years, 3 Months	9.00	17.50	26.50	58.00	(31.50)
Mr. Frank Mata, Vice President	3 Years, 3 Months	6.00	26.50	32.50	34.00	(1.50)
Ms. Mary Jane Ramirez, Secretary	5 Years, 3 Months	15.50	26.00	41.50	50.00	(8.50)
Mr. Donnie Adams, Member	3 Years, 3 Months	6.00	10.00	16.00	34.00	(18.00)
Mr. Chris Lopez, Member	1 Year, 7 Months	6.00	25.75	31.75	19.40	12.35
Mr. Doug Staten, Member	1 Year, 3 Months	3.00	25.25	28.25	18.00	10.25
Mr. Robert Nelson, Member	3 Months	*	4.50	4.50	4.00	0.50

\* Mr. Nelson received team training in the fall of 2005 subsequent to August 3, 2005.

SOURCE: Hearne ISD secretary to the superintendent - HISD board training records and Texas Association of School Boards (TASB) Board Member Continuing Education Report, January 1, 1998 through August 3, 2005.

sixteen hours of continuing education in the first year and a minimum of eight hours of continuing education in subsequent years of service. Beginning in January 2006, board members, along with all Texas elected officials, are also required to have one hour of training annually on open meetings requirements and, if required by board policy, annual training on public information access to district records and information. Training is available through TASB, the ESCs, the district, or other approved service providers. **Exhibit 2-6** provides an overview of continuing education requirements for school board members.

The board assesses needs and provides a framework for governance leadership that is the basis for additional board member continuing education. To the extent possible, the entire board should participate in continuing education programs together.

HISD includes these requirements in Policy BBD (LEGAL), which provides that continuing education for board members includes orientation sessions, an annual team building session with the board and the superintendent, and specified hours of continuing education based on identified needs in order to ensure that the board has an appropriate vision and structure, as well as accountability, advocacy, and unity.

Ensuring board members receive the required continuing education is essential to having a board that is informed of educational laws, requirements, and best practices in governance. Team building is critical to ensure the board and the superintendent work together effectively in addressing district issues. As a result of not receiving the training required by the Texas Administrative Code (TAC), Hearne ISD board members do not receive information on the most current methods of setting policy and providing direction to the superintendent and the district, and risk exposure related to nonperformance of governance functions prescribed by state statutes.

Many school boards like the Clear Creek ISD (CCISD) board place an emphasis on training opportunities to improve their effectiveness as board members. CCISD board members all exceed the minimum number of state-required training hours.

The HISD superintendent should develop a process to monitor and schedule board members for annual training in accordance with TAC requirements and existing board policy. The superintendent should provide the board with information on continuing education opportunities, especially in the areas in which board members are lacking the required training hours. HISD should ensure that each

**EXHIBIT 2-6  
TEXAS ADMINISTRATIVE CODE  
CONTINUING EDUCATION REQUIREMENTS FOR SCHOOL BOARD MEMBERS**

<b>TIER ONE TRAINING REQUIREMENTS</b>		
<b>CATEGORY OF CONTINUING EDUCATION</b>	<b>FIRST-YEAR BOARD MEMBER</b>	<b>EXPERIENCED BOARD MEMBER</b>
Local District Orientation	Required within 60 days of election or appointment	Not required
Orientation to the Texas Education Code	Three hours	Not required
Update to the Texas Education Code	Incorporated into Orientation to the Texas Education Code	After legislative session and of "sufficient length" to address major changes
<b>TIER TWO TRAINING REQUIREMENTS</b>		
<b>CATEGORY OF CONTINUING EDUCATION</b>	<b>FIRST-YEAR BOARD MEMBER</b>	<b>EXPERIENCED BOARD MEMBER</b>
Team building Session/Assessment of Continuing Education Needs of the Board-Superintendent Team	At least three hours	At least three hours
<b>TIER THREE TRAINING REQUIREMENTS</b>		
<b>CATEGORY OF CONTINUING EDUCATION</b>	<b>FIRST-YEAR BOARD MEMBER</b>	<b>EXPERIENCED BOARD MEMBER</b>
Additional Continuing Education, based on assessed need and Framework for School Board Development	At least ten hours	At least five hours
<b>CONTINUING EDUCATION REQUIRED OF ALL ELECTED PUBLIC OFFICIALS EFFECTIVE 1/1/2006*</b>		
<b>CATEGORY OF CONTINUING EDUCATION</b>	<b>FIRST-YEAR BOARD MEMBER</b>	<b>EXPERIENCED BOARD MEMBER</b>
Open Meetings Training*	1 hour required within 90 days of election or appointment	1 hour. Officials in office before 1/1/2006 have until 1/1/2007 to complete
Public Information Act Training (Boards may delegate this training to the district's public information coordinator)*	If required by board Policy BBD (LOCAL)	If required by board Policy BBD (LOCAL)
<b>TOTAL MINIMUM NUMBER OF HOURS REQUIRED ANNUALLY</b>	<b>AT LEAST SIXTEEN HOURS, PLUS LOCAL DISTRICT ORIENTATION</b>	<b>AT LEAST EIGHT HOURS, PLUS UPDATE TO THE TEXAS EDUCATION CODE</b>

NOTES:  
 \* Board members may count this training toward fulfillment of their Tier Three requirement if presented by a registered provider of school board training credit.  
 (1) - Local district officials may facilitate Tier Two activities.  
 (2) - Local district officials may provide up to 50 percent of the required Tier Three training.  
 (3) - Up to five hours of Tier Three credit may be earned in online courses.  
 SOURCE: Texas Administrative Code (TAC), Title 19, Part 2, Chapter 61, Rule 61.1, and TASB.

trustee receives training annually in all areas required by the TAC.

HISD should implement this recommendation in 2006-07.

The review team obtained costs estimates from TASB and Region 6 on board training costs to meet state requirements (**Exhibit 2-7**). The district can provide local board orientation and can facilitate portions of some training elements.

Cost elements can vary depending on the method the board selects. A cost estimate for annual board training necessary to meet state requirements is shown in **Exhibit 2-8**. Since

HISD board members and staff indicated that they attend TASB conference workshops, conference rates were used to estimate these costs. The district's budget for board training and travel for 2005-06 is \$5,500. The cost estimate below does not include board or consultant travel because the amount budgeted for 2005-06 includes that cost as approved by the board at the start of 2005-06. The cost estimate assumes the election of two new board members annually.

Based on the costs used in the estimate, HISD should be able to implement this recommendation within their current budgeted resources.

**EXHIBIT 2-7  
COSTS OF CONTINUING EDUCATION REQUIREMENTS FOR  
SCHOOL BOARD MEMBERS BY CATEGORY**

<b>TIER ONE TRAINING REQUIREMENTS</b>		
<b>CATEGORY OF CONTINUING EDUCATION/PROVIDER</b>	<b>ESTIMATED COSTS FOR FIRST-YEAR BOARD MEMBER</b>	<b>ESTIMATED COSTS FOR EXPERIENCED BOARD MEMBER</b>
Local District Orientation/ Local district	\$0	\$0
Orientation to the Texas Education Code/ Region 6 ESC	\$45 per participant (regional cluster) nonrefundable \$450 per board (minimum charge on-site)	\$0
Update to the Texas Education Code/ Region 6 ESC	\$0	\$45 per participant (regional cluster) nonrefundable \$450 per board (minimum charge on-site)
<b>TIER TWO TRAINING REQUIREMENTS</b>		
<b>CATEGORY OF CONTINUING EDUCATION/PROVIDER</b>	<b>ESTIMATED COSTS FOR FIRST-YEAR BOARD MEMBER</b>	<b>ESTIMATED COSTS FOR EXPERIENCED BOARD MEMBER</b>
Team building Session/Assessment of Continuing Education Needs of the Board—Superintendent Team/ Any registered provider	\$750 for entire board up to 4 hrs plus consultant’s travel expenses	\$750 for entire board up to 4 hrs plus consultant’s travel expenses
<b>TIER THREE TRAINING REQUIREMENTS</b>		
<b>CATEGORY OF CONTINUING EDUCATION/PROVIDER</b>	<b>ESTIMATED COSTS FOR FIRST-YEAR BOARD MEMBER</b>	<b>ESTIMATED COSTS FOR EXPERIENCED BOARD MEMBER</b>
Additional Continuing Education, based on assessed need and Framework for School Board Development/Any registered provider	<ul style="list-style-type: none"> <li>Conferences: \$175 for 9.5 hrs to \$335 for 19.25 hrs plus travel to conferences (\$17 -\$18 per training credit hour excluding travel expenses)</li> <li>Online Learning Center: \$75 for 1.5 hrs to \$90 for 3 hrs (\$30 to \$50 per training credit hour; no travel required)</li> </ul>	<ul style="list-style-type: none"> <li>Conferences: \$175 for 9.5 hrs to \$335 for 19.25 hrs plus travel to conferences (\$17 -\$18 per training credit hour excluding travel expenses)</li> <li>Online Learning Center: \$75 for 1.5 hrs to \$90 for 3 hrs (\$30 to \$50 per training credit hour; no travel required)</li> </ul>
<b>CONTINUING EDUCATION REQUIRED OF ALL ELECTED PUBLIC OFFICIALS EFFECTIVE 1/1/2006*</b>		
<b>CATEGORY OF CONTINUING EDUCATION/PROVIDER</b>	<b>ESTIMATED COSTS FOR FIRST-YEAR BOARD MEMBER</b>	<b>ESTIMATED COSTS FOR EXPERIENCED BOARD MEMBER</b>
Open Meetings Training/Attorney General's Office or other approved provider*	<ul style="list-style-type: none"> <li>No additional charge at TASB conferences</li> <li>No charge online from AG's office</li> </ul>	<ul style="list-style-type: none"> <li>No additional charge at TASB conferences</li> <li>No charge online from AG's office</li> </ul>
Public Information Act Training (Boards may delegate this training to the district's public information coordinator)/Attorney General's Office or other approved provider*	No charge online from AG's office	No charge online from AG's office

SOURCE: TASB and Region 6 Education Service Center.

For background information on Chapter 2, District Leadership, Organization, and Management, see page 186 in the General Information section of the Appendices.

**EXHIBIT 2-8  
COST ESTIMATE FOR CONTINUING EDUCATION REQUIREMENTS FOR  
SCHOOL BOARD MEMBERS BY TIER**

TRAINING TIER	FIRST-YEAR BOARD MEMBER	EXPERIENCED BOARD MEMBER	TOTAL
1	\$90	\$225	\$315
2	\$750	Same for both new and experienced board members	\$750
3	\$670	\$1,675	\$2,345
		Less amount budgeted annually	(\$5,500)
		<b>REMAINING BUDGET AMOUNT</b>	<b>\$2,090</b>

SOURCE: WCL ENTERPRISES, January 2006.

**FISCAL IMPACT**

RECOMMENDATION	2006-07	2007-08	2008-09	2009-10	2010-11	TOTAL 5-YEAR (COSTS) SAVINGS	ONE- TIME (COSTS) SAVINGS
<b>CHAPTER 2: DISTRICT LEADERSHIP, ORGANIZATION, AND MANAGEMENT</b>							
17. Revise the organizational structure to eliminate operational inefficiencies in all areas of the district's activities.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
18. Implement a planning process that requires collaboration among board members, administrative staff, principals, and community members.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
19. Follow existing board policy to guide the District Advisory Team Council's (DATC) annual activities.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
20. Develop a process to monitor and schedule board members for annual training in accordance with Texas Administrative Code (TAC) requirements and existing board policy.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>TOTALS-CHAPTER 2</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>



# Chapter 3

## Community Involvement

Hearne Independent School District



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## CHAPTER 3. COMMUNITY INVOLVEMENT

Located in Robertson County approximately 25 miles northwest of Bryan-College Station, Hearne Independent School District (HISD) is a small community with a population of 4,690 and a student enrollment in 2004–05 of 1,229 students. The superintendent coordinates all communications and community involvement activities; the district has no department that is responsible for public information or community involvement. The superintendent works closely with community and parent groups. The superintendent encourages schools to write two news articles weekly that are student-focused for submission to the local newspaper, as it is the main communication tool for the district. All open records requests are processed through the superintendent's office.

### ACCOMPLISHMENT

- HISD works cooperatively with the city of Hearne to secure grants for the development of indoor and outdoor recreation sites for the Hearne community and schools.

### FINDINGS

- HISD lacks a process for a coordinated volunteer involvement program to encourage parents, grandparents, and community members to volunteer for and participate in district activities.
- HISD does not maximize the use of the district website for communication.
- HISD lacks a plan to ensure effective communication with staff, parents, students, and the community.

### RECOMMENDATIONS

- **Recommendation 21: Develop a volunteer involvement program that includes written guidelines for schools and volunteers in addition to recruitment strategies.** The superintendent should form a committee that includes administrators, teachers, parents, and students from secondary schools to develop a volunteer program that encourages parents, grandparents, and community members to become active participants in the district's educational process. The committee should use TEA's *Parent Involvement Manual* as a guideline.

- **Recommendation 22: Create a website design committee that includes key administrative staff, community members, the part-time public information officer, teachers, and parents.** The committee should determine the information that is critical for HISD to communicate to its stakeholders and develop guidelines to update and improve the appearance of the website. The public information officer should use this information to build the district's website. The committee should hold annual meetings to review the information and to determine the changes to make to the website.
- **Recommendation 23: Develop a written communications plan.** The superintendent and board should work together to appoint a committee to develop a district communications plan. The committee should include staff, students, parents, community members, and business leaders who should work together to develop policies to guide HISD's communications efforts.

### DETAILED ACCOMPLISHMENT

#### CITY AND SCHOOL GRANT COOPERATION

HISD works cooperatively with the city of Hearne to secure grants for the development of indoor and outdoor recreation sites for the Hearne community and schools. Due to the city and district working together to obtain grant funding, HISD has developed athletic fields and a gymnasium facility at a substantial cost savings to the district.

In 2003, the city and HISD worked together to apply for a grant for the development of an outdoor recreation park through the Texas Parks and Wildlife Department (TPWD). The project, Hearne School Park, was approved by TPWD, and the city received \$50,000 for the development of the park. The development includes lighted softball fields, a soccer and football game field, a tree-planting project, a nature walk trail, and a nine-hole Frisbee golf course. The school leases the land for this park to the city. HISD agreed to contribute matching funds to the project in the amount of \$35,000, to lease the property to the city, and to maintain and operate the park as required by TPWD guidelines.

In 2003, the city and HISD also applied for a grant from TPWD for a recreation facility. Although TPWD did not award them funding in 2003, they resubmitted the grant in 2004 and received notification from TPWD of the grant award in 2005. This grant is for the purpose of constructing a 19,750 square foot recreation center to include a gym with bleachers, 0.1-mile track, weight room, exercise room, meeting/arts and crafts room, meeting/environmental studies room, meeting/multi-media room, teen game room/lounge, kitchen/concession, restrooms, and locker rooms. The facility is located on 1.5 acres of land near Hearne High School that is owned by HISD and will be leased to the city. The project is the first priority in the City of Hearne's ten-year master plan for parks, recreation, and open space. The total project cost approved by the grant was \$1.275 million with \$637,500 awarded from grant funds.

The recreation center will provide facilities for many diverse activities including a regulation multi-use gymnasium with 1,000-spectator capacity. The construction will take place using a combination of sources: general contractors, city and HISD employees and equipment, citizen volunteers, and donations from the community and businesses. According to the grant, HISD has committed \$1.135 million in cash and in-kind contributions to this project. The district's matching cash commitment will be from bond funds approved by voters in July 2005. The district anticipates completion of the facility in October 2006.

## DETAILED FINDINGS

### **VOLUNTEER INVOLVEMENT (REC. 21)**

HISD lacks a process for a coordinated volunteer involvement program to encourage parents, grandparents, and community members to volunteer for and participate in district activities.

Each school in HISD coordinates its own volunteer program, and the principals are in charge of recruiting volunteers. There are no annual reports submitted by campuses to the district showing the number of hours for volunteer involvement. Each school has a sign-in sheet that includes the name of the volunteer and the date and time that they volunteer. Elementary teachers stated in a group meeting that volunteers are involved in UIL, spelling bees, the fall fair, and special occasion functions, but that there are not as many volunteers as there used to be. They also stated that there are not many bilingual volunteers.

Although there are no written procedures regarding volunteer involvement, the superintendent and the elementary teacher focus groups stated that they knew that all volunteers must have criminal history checks completed by the superintendent's office prior to becoming a volunteer at the school. The district does not give formal awards for volunteer participation, but does try to recognize volunteers through newspaper articles highlighting their involvement.

In focus groups conducted by the review team, parents, staff, and members of the community said there was a not enough parent and community involvement in the schools. One comment heard was, "Parent involvement is a huge deficiency for this district." Many noted that parents want involvement with their children's schools, but due to work are not always able to make it happen. It was obvious to stakeholders that there was a concern about community involvement also. While several stakeholders stated that although parents and community members show support for athletic events, the turnout at non-athletic events is much lower. Other focus group comments included:

- the need for a stronger PTA/PTO;
- more grandparents volunteering;
- more volunteers to assist slower students;
- put out more flyers to recruit volunteers;
- need to re-establish VIP programs. "I am not aware of any VIP programs. Years ago volunteers were rewarded with something but not anymore";
- use incentives and/or rewards;
- reach out into the community on a one-on-one basis;
- need to develop a sense of community for Hearne and HISD;
- lack of community involvement;
- "School needs to build a sense of community. Somehow, we have lost our sense of community but we're trying to pick it back up";
- problems with community and parent apathy;
- no one in district reaches out for community support;
- area that needs attention is community involvement;
- not as much business support as would like; and

- Sent letters for Reading is Fundamental — area companies donate money to buy books. No response received last time letters were sent.

Results of teacher surveys conducted by the review team found that teachers feel that the schools do not have sufficient volunteers to help students and school programs. Only 18 percent of the teachers surveyed agreed that the volunteer programs were sufficient while 54 percent disagreed with the statement.

Comments from the Community Open House included the following on volunteer involvement from parents and the community:

- I am new to Hearne and plan on working with the teachers and the parents to start and become more active. I have spoken to several staff members, and they have expressed sadness that parents are not involved. I as a parent have volunteered my services and rarely have I had a call. I have also just observed and I have come to the conclusion that there is a gap, culturally, regionally, and a class status 'gap' that needs to be closed by parents being expected to be more involved.
- The teachers need to not act as if the parent is a bother; instead, they should be glad they are there to learn and help.
- The community involvement has gotten a lot better and is still improving. We have been through a lot of trials and tribulations within the past couple of years. This has really brought our community closer together. Hopefully in the years to come, we can come together as a family... and be happy like it should be at Hearne ISD.

According to interviews, there has not been an active Parent Teacher Association (PTA) in Hearne ISD for almost two years, with membership declining for at least three years. There was a very active parent group in the 1970s through the 1980s and even the early 1990s. In the past, there was a lot of support from teachers, but not many parents actively supported the organization. However, HISD is currently in the process of organizing a Parent Teacher Organization (PTO) for the district.

In August 2005, parents received a letter inviting them to join the PTO. The letter explained that the PTO would be working with parents to benefit the school as a whole. The organization initially received over 100 parent responses that were favorable to the formation of a PTO. The PTO would

raise funds to provide scholarships and support Boys and Girls State, as well as other student functions. The organization plans to give incentives for the grade levels with the highest participation of parents. The plan is to focus not only on the elementary schools, but to really reach out to secondary parents. The organization would invite recent graduates that have been successful in college and business to come to meetings and speak, and will try to have programs that involve more than just one campus to increase parent attendance. Meetings will rotate to all campuses. Organization members found scrapbooks from past PTOs and planned to display these at the first formal meeting. The administration and community were also invited to the organizational meeting. The PTO met in September 2005 with 64 of the 70 paid members attending the meeting. Increased communication is one of the main goals of the parents actively working to establish the PTO. The group plans to send home a monthly newsletter in both English and Spanish.

Without a coordinated program, there is a lack of known potential volunteers, and there is no standard system for tracking the volunteer information such as names, home and email addresses, area of interest, or the number of volunteer hours accrued per volunteer and campus.

The No Child Left Behind Act requires districts to conduct an annual meeting to notify parents of the Title I status of each campus, the requirements of the Title I program, and the rights of the parents to be involved. HISD holds this meeting each year during the summer. The last two meetings were held June 29, 2004, and June 21, 2005.

TEA has placed great emphasis on the importance of parent and family involvement in public education. The agency has created the Parent Involvement and Community Empowerment Initiative to address the need for more parent involvement and community participation. TEA has developed a *Parent Involvement Manual* to assist schools, parent groups, and community volunteers in finding new ways to involve parents and families in the education of their children. School districts can use the manual to enable local schools, parent groups, school districts, and community volunteers to look at new ways to involve parents and families in the education of their children; to help parents feel more comfortable with the school so they will want to become more involved; and to provide an overview of key elements of Texas' public education program. The manual includes surveys, handouts, activities for meetings, and research on parental involvement.

The National Parent Teachers Association's *Seven Steps to a Successful Volunteer Program* provides useful information for creating and maintaining an active school volunteer program. The seven steps include:

- assessing volunteer needs at school;
- working with and training principals, teachers, and school staff on effectively using and supervising volunteers;
- setting goals and objectives for volunteer assignments;
- recruiting volunteers;
- training and orienting volunteers;
- retaining and recognizing volunteers; and
- evaluating volunteer performance and program success.

Rivera Independent School District (RISD) improved the reading skills of district students by hosting programs that involved parents and other adults in the community. Every six weeks, the district hosted a "Parent Reading Night" for high school parents to encourage them to get involved with their children's education. Students brought their parents or other interested adults to an orientation meeting. The teachers used a computerized program to identify the students' reading levels, diagnose the areas of difficulty, and suggest books for remedial reading. Students selected the required number of books to read at each level and took tests under a teacher's supervision. Based on test results, teachers awarded students grade points in the classroom. The parent (or another adult paired with the student for the school year) also checked out books from the school library and took tests. Teachers awarded a small portion of the points that the adults earned to the students' class grade. Many schools also create parent rooms to give parents a place to feel welcome and to work on projects.

HISD should develop a volunteer involvement program that includes written guidelines for schools and volunteers in addition to recruitment strategies. The superintendent should form a committee that includes administrators, teachers, parents, and students from secondary schools to develop a volunteer program that encourages parents, grandparents, and community members to become active participants in the district's educational process. The committee should use TEA's *Parent Involvement Manual* as a guideline. The superintendent should develop and implement reports in order to gather data on volunteer hours.

### **DISTRICT WEBSITE (REC. 22)**

HISD does not maximize the use of the district website for communication.

The district's webmaster is a high school teacher with little time to develop and keep the website up-to-date. The website consists of three web pages, all limited to human resource information. There is a link to the Texas Association of School Administrators (TASA) website for job postings and a link to the district's job application. Recently the district added a link to the employee handbook.

In September 2005, the superintendent, recognizing the need to improve the website, received approval from the Board of Trustees to contract with an individual to work part-time as the district public information officer and redesign and update the district's website. Information planned for the website includes:

- website information for all campuses;
- HISD building plans;
- athletic and other event schedules;
- GED and other HISD education opportunities;
- list of school-owned properties that the district attempted to sell for delinquent taxes without success;
- school board election information including election-related dates and candidates;
- volunteer opportunities on HISD campuses;
- charitable giving to HISD;
- HISD taxes including the tax rate and where to pay; and
- HISD employment opportunities.

The district is also considering assembling a complete set of Eyrie (Hearne High School) and Blackshear (Blackshear High School) yearbooks and housing them at a suitable location. Blackshear High School combined with Hearne High School after integration in the 1960s. The original Blackshear High School burned in the late 1950s, destroying its records. The only records of enrollment are found in the Blackshear yearbooks, the sole remaining source of information about former students attending Blackshear High School. HISD plans to place the class rosters from the yearbooks online to help build a bridge between Hearne and Blackshear alumni and the current school system, and to

help preserve the histories of both Hearne and Blackshear High Schools.

Some of the comments from the focus groups and group interviews included the following regarding the HISD website:

- Website, not much to it.
- Three years ago tried to use website for grades — out of 1200 students, 60-80 parents used.
- At one time, you could access student grades through the website at HHS. Was great. No longer available.
- Website — virtually non-existent now but economic development working with school for website development.
- Website for community is lacking.
- Would like a better website for teachers that included current/upcoming events in the district, policies, link to the Robertson County Special Education Cooperative website, campus website, application online, general information about HISD, teacher links that include

resource pages and assignments, parent links including TAKS help, and student links for research.

- [Websites] tried but couldn't get through.
- Last year had problems with campus website.
- Year before it was better [website].
- District website could include agendas, board meetings and minutes, pending events, calendar, and job opportunities.

As a result of HISD not maximizing usage of its website, the website is not useful as a means of communication with parents, employees, community members, or job applicants.

**Exhibit 3-1** presents a comparison of HISD's website to its peers. All peer districts have more information on their websites than HISD and include their policies, names of administrators and board members, district calendar, and links to campus websites online. Most also include employment information, accountability data, and the district mission statement.

**EXHIBIT 3-1  
COMPARISON OF HISD'S WEBSITE TO PEER DISTRICTS  
OCTOBER 2005**

INFORMATION	HISD	CALVERT	CORRIGAN-CAMDEN	RICE CONSOLIDATED	ROSEBUD- LOTT
Administration	No	Yes	Yes	Yes	Yes
School Board	No	Yes	Yes	Yes	Yes
District Improvement Committee	No	Yes	No	No	No
Policy Online	No	Yes	Yes	Yes	Yes
TAKS	No	Yes	No	No	Yes
Calendar	No	Yes	Yes	Yes	Yes
Employee Handbook	Yes	No	No	Yes	No
Campus Link to Website	No	Yes	Yes	Yes	Yes
Lunch and breakfast menus	No	Yes	No	Yes	Yes
Accountability Ratings	No	No	Yes	Yes	Yes
Mission Statement	No	Yes	Yes	No	Yes
Employment Information	Yes	No	Yes	Yes	Yes
Athletic	No	No	No	Yes	Yes
Technology	No	No	No	No	Yes
Board Meeting Agendas/ Minutes	No	No	No	Yes	Yes

SOURCE: District and peer website review, October 2005.

Rosebud-Lott ISD's website was the most informative of the peer districts. The website includes athletic schedules for all athletic teams; links to club organizations such as student council, drama, band, and FFA; and board meeting agendas and minutes. A technology web page includes information on the acceptable use policy, computer network account applications for students and staff, and procedures for computer donations. The technology plan is also on the website.

Smithville ISD, a district of similar size to HISD, has a website that contains the following information:

- Board policies — allows the public to search board policies;
- Classroom and students links — general education, search engines, homework help, and character education;
- District information — demographics, district accountability, school information, administration, Smithville history, school calendars, and an email directory;
- School supply lists for each school;
- Parent information — PTA, home school guidelines, and children's health insurance;
- School board — list of members, meeting times and dates, and board briefs;
- Teacher resources — links to TEA, educator certification, Region 13 ESC, Gateway to Education, Just for Kids, U.S. Department of Education, and search engines;
- Athletics — links to all high school sports;
- Food service — links for parents to check student meal account balances and meal purchases, and information on the National School Lunch Program and eligibility requirements for free and reduced-price lunches;
- High school band — band handbook, calendar, no pass/no play guidelines, eligibility calendar, and other band links;
- Future Farmers of America (FFA) — links to an off-site FFA website;
- Alumni news — alumni contact information and links to class information;

- Employment opportunities — job postings and job applications;
- School and department improvement plans; and
- Health services — information about the district school health advisory council.

The superintendent should create a website design committee that includes key administrative staff, community members, the part-time public information officer, teachers, and parents. The committee should determine the information that is critical for HISD to communicate to its stakeholders and develop guidelines to update and improve the appearance of the website. The public information officer should use this information to build the district's website. The committee should hold annual meetings to review the information and to determine the changes to make to the website.

Because the website is undeveloped, the superintendent has an opportunity to design a tool that is functional and serves a specific purpose for the district regarding communicating information.

Based on the contract approved by HISD in September 2005, the cost of these services has already been budgeted by the district; therefore there is no fiscal impact for this recommendation.

### **SCHOOL PUBLIC RELATIONS (REC. 23)**

HISD lacks a plan to ensure effective communication with staff, parents, students, and the community.

HISD does not have a district-level communications program with allocated staff to provide coordination of the district's communications. The superintendent is responsible for communications and makes presentations at Lion's Club meetings, sends articles to the newspaper, and uses word of mouth to promote the district. HISD relies on newspaper articles submitted by schools and the district without any organized plan or process. There is no district newsletter to communicate to the public or promote the good things happening in the district.

Blackshear Elementary School sends weekly notes to parents with a calendar of events. These newsletters contain reminders of upcoming events such as parent conferences, progress reports, report cards, open houses, school holidays, and field trips.

Hearne Junior High School has a parent council that meets once per month to discuss school activities, projects, and other information. The purpose of the council is to:

- initiate activities and programs to involve parents with the school and the academic achievement objectives established by the campus plan;
- serve as a support leadership body to communicate with parents concerning the roles parents must assume in order for their children to achieve academically;
- serve as an advisory body to communicate concerns and problems as parents to the school by way of the principal;
- actively support the school in all its endeavors to better the educational atmosphere; and
- address the problems and concerns of parents toward the school with the overall purpose of helping the school to improve academic achievement.

The council keeps agendas and minutes for each meeting. During 2004–05, the highest number of parents in attendance was eight.

The following comments were made in interviews, the Community Open House, and in group interviews regarding school public relations:

- Community is coming together slowly. Must reverse this split community feeling.
- [School] doesn't have any problems that other districts do not have.
- It really bothers [parents] when negative comments about HISD are said.
- Small community makes it easy for people to believe the negative comments that others say.
- There is not enough positive information put out for the community to hear.
- We have a black eye and have a long way to recover from it. We have to do a better job of advertising.
- On a scale of 1 to 5, communication is a three.
- District attempts to use newspaper.
- No one assigned to promote HISD.
- Superintendent trying to change image.

- Bond election passed the second time because the community was educated.

Without effective communication, the district may not be creating a positive image for itself, especially in response to the news media's representation of the issues concerning the number of students transferring out of HISD to other school districts.

Before the board approved to contract with a part-time public information officer in September 2005, the superintendent was the primary public information officer for the district. No other employee had the duties of coordinating district communications.

The public information officer will be responsible for the following:

- updating the website(s);
- writing a monthly news column that the public information officer would place online and provide to media representatives;
- proof-reading grant applications and important documents HISD is submitting to government agencies, elected officials, and others;
- helping HISD develop strategies to (a) promote the positive things it is doing, and (b) respond to high visibility challenges and opportunities; and
- serving as HISD's media liaison through assistance to the school district when responding to press inquiries, drafting position papers, and writing press releases.

If schools understand and try to practice school public relations as the National School Public Relations Association (NSPRA) defines it, chances are that the organization will foster productive relationships and effective communication with its employees, students, parents, and the broader community. According to the NSPRA, if the organization has no planned public relations, then chances of having effective communication and positive relationships with key audiences could be lacking. The NSPRA published *Raising the Bar for School PR: New Standards for the School Public Relations Profession*, which sets some standards for the preparation of school public relations professionals, comprehensive school public relations programs, and the financial support needed to implement good programs. This publication gives guidance to schools for setting and communicating policy, developing and communicating written procedures, training, planning of communication efforts, communicating to stakeholders,

and evaluating communications of the district. It includes procedures and strategies for communicating to employees, students, parents, community, news media, and elected officials.

The district should develop a written communications plan. The superintendent and board should work together to appoint a committee to develop a district communications plan. The committee should include staff, students, parents, community members, and business leaders who should work together to develop policies to guide HISD’s communications efforts. The public information officer should be a vital member of this committee and act as the liaison between the community and school. The superintendent should present

these policies to the board for review and adoption. After the adoption of policies, the committee should develop procedures to outline the adopted policies and to provide clear direction for district communications. The committee should develop a plan to implement strategies to improve communications. The plan should include measurable goals, responsibilities, resources, and strategies. The committee should meet annually to review, evaluate, and update the communications plan.

For background information on Chapter 3, Community Involvement, see page 188 in the General Information section of the Appendices.

**FISCAL IMPACT**

RECOMMENDATION	2006-07	2007-08	2008-09	2009-10	2010-11	TOTAL 5-YEAR (COSTS) SAVINGS	ONE-TIME (COSTS) SAVINGS
<b>CHAPTER 3: COMMUNITY INVOLVEMENT</b>							
21. Develop a volunteer involvement program that includes written guidelines for schools and volunteers in addition to recruitment strategies.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
22. Create a website design committee that includes key administrative staff, community members, the part-time public information officer, teachers, and parents.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
23. Develop a written communications plan.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>TOTALS-CHAPTER 3</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>



# Chapter 4

## Human Resources Management



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## CHAPTER 4. HUMAN RESOURCES MANAGEMENT

The single largest expenditure in any school district is its personnel costs. As a result, it is critical that a district practice efficient and effective management of personnel functions. Compliance with federal and state laws, including Equal Employment Opportunity statutes and concise work policies, procedures, and training programs, is required for effective personnel management. Personnel management encompasses staffing guidelines and analysis of data, recruiting, hiring, salary and benefit administration, and performance evaluation.

The HISD superintendent is in charge of personnel management. A secretary and assistant Business manager assist the superintendent on all human resource functions. The superintendent's secretary posts positions, accepts applications, begins the new employee paperwork, processes leave accounting, and distributes employment contracts. The assistant Business manager is responsible for setting pay, completing new employee paperwork including benefits, placing the employees in the payroll system by entering demographic, pay, deduction, and benefit information, and reporting employee information to the Teacher Retirement System of Texas (TRS). Hearne Independent School District's (HISD's) actual payroll costs were 63 percent of the district's operating budget for 2003–04.

### ACCOMPLISHMENT

- HISD authorized a performance-based pay system that rewards campus employees for helping to improve student performance. By implementing a performance-based bonus, the district is emphasizing that teachers are the most important factor in improving student performance.

### FINDINGS

- HISD lacks sufficient human resource (HR) staff to fulfill the personnel needs of the district and comply with state and federal laws governing employment.
- HISD does not use formulas based on student enrollment to determine the number of grade level or core area teachers needed at each campus.
- HISD lacks a plan or strategies to recruit minority staff to reflect the demographics of its student population.

- HISD lacks compensation schedules for paraprofessional, auxiliary, and administrative employees, and a procedural manual for implementing these schedules.
- HISD lacks a retention plan to address the more than 25 percent teacher turnover rate for the last five years.
- HISD offers a retire/rehire option as a district, but lacks a plan to address the new laws regarding retired employee surcharges and/or fees for TRS contributions to the retirement or insurance programs.
- HISD lacks an efficient system for administering or tracking employee evaluations.
- HISD does not maintain job descriptions for new or existing positions.
- HISD does not post paraprofessional positions through the central office in the same manner as other job vacancies.

### RECOMMENDATIONS

- **Recommendation 24: Create a professional human resources coordinator position to oversee the personnel needs of the district and the compliance with state and federal laws regarding employment practices.** This position will focus on performing tasks such as collecting and preparing compensation information, conducting position classification audits, reviewing and revising job descriptions based on job analysis, and collecting and analyzing human resource data. The coordinator will also analyze, report, recommend, and implement strategies for the district that are legally compliant, effective, and fiscally responsible.
- **Recommendation 25: Create a staffing plan to determine an appropriate number of teachers based on student enrollment.** By analyzing student enrollment from 2000–01 to 2005–06, the district can project staffing requirements. Once the staffing allocations are complete, the superintendent can level staff through attrition as vacancies occur.

- **Recommendation 26: Develop a recruiting plan that will seek minority individuals for employment in the district to closely align staff and student ethnicity.** HISD should participate in both local and regional efforts to recruit qualified minority staff to its district. Locally, the district should encourage existing educational aides from minority groups to pursue careers in education and support their staff members in these endeavors.
- **Recommendation 27: Develop and implement a compensation schedule and a related procedural manual for administrative, paraprofessional, and auxiliary employees.** A compensation schedule that is developed based on salary comparisons of peer districts and market value can serve as a guide for the district to fairly and accurately compensate employees for the jobs that they perform. Developing a procedural manual that accompanies the compensation schedule will ensure that the practice of setting salaries is fair and consistent. This process will result in a tool the district can use to recruit and retain employees.
- **Recommendation 28: Develop a retention plan to retain qualified teachers in the school district.** The superintendent should form a committee to develop a retention plan for the district. This plan must acknowledge the specific needs of the district as well as the worth of each and every teacher. By developing a teacher induction and mentoring program that addresses the needs of new teachers, the district will also show teachers that it truly cares about each of them.
- **Recommendation 29: Develop a plan to negotiate the expense of hiring a retiree as an employee of HISD.** The superintendent should seek legal counsel in determining a plan that would offset the costs associated with the district hiring a TRS retiree. A plan that is fair but affordable for both the district and employee is a win/win solution for both parties.
- **Recommendation 30: Develop a system to implement and track staff performance evaluations, which will ensure that all employees receive an evaluation in a timely manner.** By developing a timeline, similar to the calendar required for teacher evaluations, the district can manage the creation and completion of staff evaluations. The superintendent should work with each principal and department

head to make sure that each position on or in his or her campus or department receives a performance evaluation. Establishing a schedule for completing the evaluation ensures the accuracy and timeliness of the evaluations and will benefit the employee and the district as a whole.

- **Recommendation 31: Create a committee to evaluate each existing job description for all positions in the district and create new job descriptions for existing positions for which there are no job descriptions.** The process should include principals, department managers, and other administrative staff to identify the job responsibility and duties for each district position. The committee should review each position for its accuracy of job title; Fair Labor Standards Act (FLSA) status; purpose; qualifications; equipment used; working conditions; mental and physical demands; and environmental factors.
- **Recommendation 32: Create procedural guidelines for all vacancies to ensure all postings are in compliance with state and federal requirements.** The district should establish designated areas for postings including a specific location at the central office and each campus and department. Attaching the job description to the posting will clearly inform applicants of the responsibilities and duties of a position. Once a vacancy occurs, the district should post the position districtwide through the available venues.

## DETAILED ACCOMPLISHMENT

### PERFORMANCE-BASED BONUS

HISD authorized a performance-based pay system that rewards campus employees for helping to improve student performance.

The superintendent proposed this system at the September 2005 board meeting to benefit the students in the district as well as recognize the hard work that is taking place at the campus level by the staff. The director of Curriculum and Federal Programs stated that this type of recognition could help the district retain staff by providing a monetary incentive for employees to remain working in HISD.

The district presents a bonus in two levels and is available to all professional staff members on the campus including the campus administrators, teachers, counselors, librarians, and registered nurses. If a campus is rated *Academically Acceptable* by the Texas Education Agency (TEA) at the end of the

school year and meets Adequate Yearly Progress (AYP), all professional staff on the campus receive a \$1,000 bonus. The staff must also attend a half day workshop on May 30, 2006. Eastside Elementary does not participate in Texas Assessment of Knowledge and Skills (TAKS) testing so they must achieve a 53 percent passing in reading and 42 percent passing in math on the Iowa Test of Basic Skills (ITBS) test to meet AYP.

If a campus achieves an *Academically Acceptable* rating with TAKS results that place the campus mid-way to being recognized in all categories, each professional employee will receive a \$2,000 bonus. The campus must also meet AYP and attend the half day workshop on May 30, 2006. To achieve this same \$2,000 bonus, Eastside must achieve 60 percent passing in reading and 50 percent passing in math on the ITBS.

By implementing a performance-based bonus, the district is emphasizing that teachers are the most important factor in improving student performance. In the report *Examining Teacher Performance Incentives*, published on April 21, 2004, supporters of an incentive plan believe that recognizing teachers as others are recognized in the business sector would attract and help retain the best in the profession.

Aldine ISD, north of Houston, began implementing a successful performance incentive program in 1995. Although the district has a high number of economically disadvantaged students with a majority minority population of 58 percent Hispanic and 33 percent African American, the district is successful in maintaining a *Recognized* rating from TEA.

According to The Teaching Commission, students who enter into the teaching profession usually score lower on their entrance examinations than students in other fields. Those that do have outstanding credentials and scores that enter the field of education are likely to leave within the first three years to pursue other occupations. The Teaching Commission states that providing incentives for exceptional performance can help reverse these trends in the education industry.

**DETAILED FINDINGS**

**DEPARTMENT STAFFING (REC. 24)**

HISD lacks sufficient human resource (HR) staff to fulfill the personnel needs of the district and comply with state and federal laws governing employment.

Currently, the central office staff responsible for the HR function in HISD is inundated with various other duties, thereby hindering them from meeting the HR needs of the district. The superintendent acts as the professional staff member that oversees the human resource function of the district and is assisted by a secretary and the assistant Business manager. After evaluating each of these individuals' job descriptions, the review team noted that the superintendent's job description was the only position that had any mention of typical human resource functions. In interviews, each position incumbent described their duties regarding human resources (**Exhibit 4-1**).

According to human resource standards, as determined by the Bureau of National Affairs, the HR staff to employee ratio should be 1:100. Each of the individuals who are responsible for HR functions in HISD has other responsibilities; it is estimated that each give half of their

**EXHIBIT 4-1  
HUMAN RESOURCE DUTIES  
2005-06**

POSITION	DUTIES
Superintendent	Recommend the number and types of positions necessary to carry out the district's functions effectively, employ non-contractual employees, make recommendations to the board on contractual employees, assign and reassign personnel, define duties of all personnel, direct and supervise the district evaluation program, initiate the termination or suspension of employees, dismiss non-contractual employees, develop and recommend pay systems.
Superintendent's secretary	Distributes and accepts applications for vacancies in the district, posts vacant positions, assists the service center in determining appropriate certification for staff, maintains leave records for employees, maintains personnel files and monitors the completion of initial hire paperwork.
Assistant Business manager	Completes remaining employee paperwork, processes benefit information, and submits TRS reports.

SOURCE: Hearne ISD job descriptions and interviews with superintendent, superintendent's secretary, and assistant Business manager, July and September 2005.

work time to human resource duties. Although this estimate equates to about one and a half positions designated to HR for the district's 209 employees, or 1:140, fragmenting the duties and responsibilities influences the effectiveness of this arrangement. Not only does this process require extensive coordination and oversight by each employee, there is also no clear definition of who oversees each function. Therefore, some important personnel functions are being neglected, as well as the primary duties of the staff.

The superintendent's secretary and the assistant Business manager are unable to perform standard HR tasks such as routine job audits to update job descriptions for accuracy and correctness according to federal labor law classifications. They are also not able to conduct compensation studies and develop and implement human resource procedures to ensure compliance with laws governing new employee paperwork. For example, the I-9 form the district uses is dated May 1987. This form was most recently revised in May 2005.

Recent changes in public school HR functions, including the implementation of TRS Active Care and more district input in the teacher certification process, has led to a greater number of tasks performed by the HR departments in school districts. While TRS Active Care is a great benefit because it helps to hold down the cost of insurance for the participating districts, the district must maintain it. The State Board for Educator Certification (SBEC) also implemented numerous changes in its system that let districts track an individual's certification process and to ensure that the district complies with state certification laws and No Child Left Behind (NCLB). Again, this system requires the attention of an individual for oversight. HISD also has a considerably high teacher turnover rate that results in increased processing of new employee paperwork. Thus, without appropriate HR staff, the district cannot ensure that the process it uses complies with state and federal employment laws.

The district should create a professional human resources coordinator position to oversee the personnel needs of the district and the compliance with state and federal laws regarding employment practices. This position would replace the human resource functions currently performed part-time by the superintendent, the superintendent's secretary, and assistant Business manager.

The human resource coordinator would be able to focus on performing tasks such as:

- collecting and preparing compensation information;
- conducting position classification audits;
- reviewing and revising job descriptions based on job analysis;
- collecting and analyzing human resource data; and
- analyzing, reporting, recommending, and implementing strategies for the district that are legally compliant, effective, and fiscally responsible.

According to the Texas Association of School Boards (TASB) salary and benefit study, the maximum salary for this position in a district the size of HISD is \$72,000. This recommendation would result in an average annual cost to the district of \$82,800, including 15 percent benefits (salary \$72,000 + 15 percent benefits of \$10,800 = \$82,800). The superintendent's secretary and Business manager positions will remain, resulting in no additional fiscal impact.

#### **STAFFING PLAN (REC. 25)**

HISD does not use formulas based on student enrollment to determine the number of grade level or core area teachers needed at each campus.

During the budget process, the superintendent evaluates vacant positions for replacement, but does not use a formal process, and data such as class size is not taken into consideration. A personnel audit conducted by the Regional Education Service Center VI (Region 6) showed that HISD had more professional employees than its peer districts. For example, the average number of full-time employees (FTEs) at peer district junior high schools was 20.78, while HISD had 25 FTEs. The audit also compared non-instructional campus staff (e.g., clerical, counselor, and librarian) to staffing guidelines prepared by the Southern Association of Colleges and Schools, and HISD staffing levels were comparable to the guidelines. The superintendent reported that although the district is aware of various staffing concerns as indicated by the audit, the school board has chosen not to reduce any positions.

According to Texas Education Code (TEC) section 25.112, a school district may not enroll more than 22 students in a kindergarten, first, second, third, or fourth grade classroom. For grades five through twelve, the TEC does not determine a set number. However, the code does state that the district shall consider the subject to be taught, the teaching

methodology to be used, and any need for individual instruction.

**Exhibit 4–2** shows a comparison of the number of total students per teacher for HISD, its peers, Region 6, and the state. HISD has the lowest ratio of students to teachers when compared to its peers and is well below both the region and state averages.

**Exhibit 4–3** shows the average class size by grade level in HISD, peer districts, Region 6, and the state as reported by

**EXHIBIT 4–2**  
**HISD, PEERS, REGION 6, AND STATE**  
**TOTAL NUMBER OF STUDENTS PER TEACHER**  
**2003–04**

DISTRICT	NUMBER OF STUDENTS PER TEACHER
Rosebud-Lott	12.5
Rice Consolidated	12.4
Calvert	12.0
Corrigan-Camden	12.0
<b>HISD</b>	<b>11.1</b>
<b>REGION 6</b>	<b>14.5</b>
<b>STATE</b>	<b>14.9</b>

SOURCE: Texas Education Agency Snapshot, 2003-04.

the 2003–04 Academic Excellence Indicator System (AEIS). In grades K through 6, HISD has the lowest student-teacher ratio in grades 4 through 6, has the second lowest ratio in grades 7 through 12 English/Language Arts and Social Studies, and the third lowest ratio in grades 7–12 math and science.

TEC 109.1001 established the School Financial Integrity Rating System of Texas (FIRST) reporting system to ensure that school districts are held accountable for the quality of their financial management practices and achieve improved performance in the management of their financial resources. The School FIRST program encourages Texas public schools to manage their financial resources better in order to provide the maximum allocation possible for direct instructional purposes along with disclosing the quality of local management and decision-making processes. School financial records and Public Education Information Management System (PEIMS) information are examined to ensure that they meet established parameters for districts of comparable size. HISD failed to meet the statewide staffing standards each of the previous two reporting periods as shown in **Exhibit 4–4**. The acceptable range established by the state for the student to teacher ratio was 11.5 to 22. The acceptable range for the student to staff ratio for a district the size of HISD was six to 14.

**EXHIBIT 4–3**  
**HISD, PEERS, REGION 6, AND THE STATE**  
**CLASS SIZE AVERAGE BY GRADE LEVEL**  
**2003–04**

GRADE LEVEL	HISD	CALVERT	CORRIGAN-CAMDEN	RICE CONSOLIDATED	ROSEBUD-LOTT	REGION 6	STATE
Kindergarten	17.9	14.0	19.5	15.7	12.8	18.2	19.1
Grade 1	18.2	10.0	16.4	18.3	14.0	17.4	18.6
Grade 2	18.1	11.0	15.8	14.8	16.2	17.8	18.8
Grade 3	11.8	15.2	23.8	16.1	18.4	18.2	18.8
Grade 4	13.6	20.0	16.8	13.8	17.0	18.7	19.4
Grade 5	11.8	23.0	24.3	18.4	13.0	21.9	22.2
Grade 6	12.6	21.5	21.9	15.3	16.1	21.9	22.4
Grades 7-12:							
English/Language Arts	12.9	12.5	14.4	15.9	14.8	19.9	20.4
Foreign Language	19.4	7.8	18.2	18.2	15.7	20.8	21.5
Math	12.9	10.6	13.2	12.2	13.6	19.8	20.5
Science	14.6	12.0	14.9	14.1	17.0	20.4	21.6
Social Studies	15.4	12.7	16.4	25.3	19.4	22.2	22.6

SOURCE: Texas Education Agency, Academic Excellence Indicator System (AEIS), 2003-04.

**EXHIBIT 4–4  
SELECTED HISD AND PEER DISTRICT  
SCHOOL FIRST RESULTS  
2003–04**

DISTRICT	ADMINISTRATIVE COST RATIO	ACCEPTABLE RANGE	STUDENT TO TEACHER RATIO	ACCEPTABLE RANGE	STUDENT TO STAFF RATIO	ACCEPTABLE RANGE
Calvert	19.19%	Yes	11.0819	Yes	4.5276	Yes
Corrigan-Camden	11.17%	Yes	11.9316	Yes	6.0276	Yes
<b>HISD</b>	<b>13.67%</b>	<b>NO</b>	<b>11.1495</b>	<b>NO</b>	<b>5.5306</b>	<b>NO</b>
Rice Consolidated	11.68%	Yes	13.8837	Yes	7.5550	Yes
Rosebud-Lott	9.87%	Yes	12.4328	Yes	6.1357	Yes

SOURCE: Texas Education Agency, School Financial Integrity Rating System of Texas (FIRST) report, 2003-04.

In a review of class counts provided to the review team by the principals for 2005–06, it is evident that several grade levels are overstaffed, and the district is not using staff efficiently. Since HISD’s enrollment is declining, it is unlikely that additional students will be added at these grade levels.

At the elementary grade level, the review team noted the following counts:

- At Eastside Elementary, the first grade team has five teachers for 84 students, which means that the team has excess capacity for 26 students (five teachers x 22 students maximum per class = 110 students – 84 current students = 26 additional students).
- The second grade team has five teachers for 76 students, which means the team has excess capacity for 34 students.
- The fourth grade team at Blackshear Elementary has five teachers for 83 students, which means the team has excess capacity for 27 students.
- The sixth grade team has five teachers for 71 students. Using the regional average of 21.9 or 22 students for sixth grade, the HISD sixth grade team has excess capacity for 39 students.

For 2005–06, HISD has 180 seventh and eighth grade students at the junior high school, and 12.6 full-time-equivalent (FTE) teachers. Most core area classes at the junior high school average between 14.6 and 18.5 students per class. By comparison, Region 6 districts overall have much larger secondary class sizes. For example, the smallest secondary class size on average in Region 6 school districts is math, with an average class size of 19.8 students per class.

For 2005–06, HISD has 341 high school students, and 29 FTE teachers. The high school also has some core area classes that are averaging below the expected range.

The review team estimated that the district is overstaffed by 9.6 full-time-equivalent teacher positions across all grade levels.

At the elementary level, HISD has an excess number of teachers as follows, based on the maximum class size allowance:

- One teacher at first grade (84 students/22students per class maximum = four teachers)
- One teacher at second grade (76 students/22 students per class maximum = four teachers)
- One teacher at fourth grade (83 students/22students per class maximum = four teachers)
- One teacher at sixth grade (71 students/22 students per class, regional average = four teachers)

Junior high school students can enroll in up to seven different classes, which produce the maximum number of “seats” that must be assigned to a class. If all seventh and eighth grade students took the maximum number of seven classes, the required number of seats is 1,260 (**Exhibit 4–5**).

Based on the maximum number of seats and using the average class size of 20 students, that is, the smallest average secondary class size in Region 6, the total number of regular education teachers required for Hearne Junior High School is 10 (**Exhibit 4–6**).

HISD also must provide for exceptions to address specific teacher and student needs, such as special education. There is one special education teacher at the junior high school. As a result, by increasing the class size to 20 students per teacher,

**EXHIBIT 4-5****MAXIMUM NUMBER OF SEATS REQUIRED AT HEARNE JUNIOR HIGH SCHOOL FOR A SEVEN-PERIOD DAY**

GRADE	NUMBER OF CLASSES PER STUDENT	STUDENT ENROLLMENT	NUMBER OF SEATS REQUIRED
Seventh	7	89	623
Eighth	7	91	637
<b>TOTAL</b>	*	<b>180</b>	<b>1,260</b>

\*Not applicable.

SOURCE: Hearne ISD Public Education Information Management System (PEIMS) enrollment data supplied by director of Curriculum and Federal Programs as of the PEIMS submission to the Texas Education Agency on October 28, 2005.

**EXHIBIT 4-6****MAXIMUM NUMBER OF TEACHERS REQUIRED AT HEARNE JUNIOR HIGH SCHOOL FOR A SEVEN-PERIOD DAY**

GRADE	NUMBER OF SEATS	REQUIRED	
		NUMBER OF CLASSES	NUMBER OF TEACHERS
Seventh	623	31	5
Eighth	637	32	5
<b>TOTAL</b>	<b>1,260</b>	<b>63</b>	<b>10</b>

SOURCE: Hearne ISD PEIMS enrollment data supplied by director of Curriculum and Federal Programs as of the PEIMS submission to the Texas Education Agency on October 28, 2005.

which is the regional average for the smallest secondary class size, the number of teachers required is 11 (10 for regular classes and one special education teacher), resulting in a reduction of 1.6 FTE positions from the current level of 12.6 teachers.

HISD high school students are able to enroll in a maximum of seven different classes during the seven-period day, which produces the maximum number of “seats” that must be assigned to classes. If all high school students take seven classes, the required number of seats is 2,387 (**Exhibit 4-7**).

Based on the maximum number of seats and using the average class size of 20 students, that is, the smallest average secondary class size in Region 6, for HISD the number of regular education teachers required for Hearne High School is 21 (**Exhibit 4-8**).

As noted above, HISD also provides for exceptions to address specific teacher and student needs. At the high school this includes three special education teachers and one English as a Second Language (ESL) teacher. Thus, the total number of teachers required at Hearne High School, based on an average of 20 students per class, is 25 (21 teachers with normal loads and four teachers for special needs students), which is a reduction of four FTE positions from the current level of 29 teachers.

Angleton ISD uses a ratio derived from a formula for grades five through twelve when determining the number of teaching staff. This formula takes into account the number of students per grade level, number of existing staff, and number of sections taught by each staff member. Once the district determines the optimal number of students per class at each of these grade levels, they plug their information into the formula to determine the number of core teachers at

**EXHIBIT 4-7****MAXIMUM NUMBER OF SEATS REQUIRED AT HEARNE HIGH SCHOOL FOR A SEVEN-PERIOD DAY**

GRADE	REQUIRED NUMBER OF CLASSES	STUDENT ENROLLMENT	NUMBER OF SEATS REQUIRED
Senior	7	62	434
Junior	7	81	567
Sophomore	7	98	686
Freshman	7	100	700
<b>TOTAL</b>	*	<b>341</b>	<b>2,387</b>

\*Not applicable.

SOURCE: Hearne ISD PEIMS enrollment data supplied by director of Curriculum and Federal Programs as of the PEIMS submission to the Texas Education Agency on October 28, 2005.

**EXHIBIT 4–8  
MAXIMUM NUMBER OF TEACHERS REQUIRED AT HEARNE HIGH SCHOOL FOR A SEVEN-PERIOD DAY**

GRADE	NUMBER OF SEATS	REQUIRED	
		NUMBER OF CLASSES	NUMBER OF TEACHERS
Senior	434	22	4
Junior	567	28	5
Sophomore	686	34	6
Freshman	700	35	6
<b>TOTAL</b>	<b>2,387</b>	<b>119</b>	<b>21</b>

SOURCE: Hearne ISD PEIMS enrollment data supplied by director of Curriculum and Federal Programs as of the PEIMS submission to the Texas Education Agency on October 28, 2005.

each campus. Although special education students are included in the total number of students on a campus, the special education staffing is not determined using this method. If student enrollment is predicted to increase or decrease, the district includes that information into the formula to determine staffing adjustments.

The superintendent should create a staffing plan to determine an appropriate number of teachers based on student enrollment. By analyzing student enrollment from 2000–01 to 2005–06, the district can project staffing requirements. Once the staffing allocations are complete, the superintendent can level staff through attrition as vacancies occur.

The average salary for a teacher in HISD is \$35,603. Including benefits at 15 percent of salary (or \$5,340), total average compensation is \$40,943. If the plan is implemented, nine teacher positions could be eliminated at an annual savings of \$368,487 (9 positions x \$40,943 average total compensation = \$368,487).

**RECRUITING PLAN (REC. 26)**

HISD lacks a plan or strategies to recruit minority staff to reflect the demographics of its student population.

For 2004–05, HISD recruiters attended one job fair, at Texas A&M, in spring 2005. Texas A&M University is in close proximity to HISD, providing opportunities in the district for the university students. Several of the Texas A&M students do their student teaching in HISD, and the district also serves as a field site for the university field experiences completed by students prior to their student teaching experience. Students are able to observe classrooms at the grade level or content area in which they are seeking certification. HISD has been awarded the 21<sup>st</sup> Century Grant, an after school program that provides expanded academic enrichment opportunities for students; the district employs Texas A&M students as after school tutors in the program.

However, attendance at this one job fair does not serve to maximize the district’s potential to identify and increase minority staff candidates.

Exhibit 4–9 shows the comparison of student ethnic groups to that of the district’s teaching staff. From 1999 to 2004, this ethnic comparison has not varied by more than six percentage points in any given area. For HISD, there are considerable differences between the percentage of teachers of African American and Hispanic ethnicity and the student population of those same ethnicities.

HISD is reflective of the diverse population of the United States. To provide the youth of the district the opportunity to learn from teachers who represent their diverse cultural backgrounds, it is important that the district staff reflect this diverse population.

According to *Recruitment and Hiring of Minority Teachers to Provide a Better Learning Environment for All Children*, published in 2005, recruitment and hiring of minority staff is vitally important for both minority and non-minority students. All students should learn to understand people with different ideas and cultural perspectives and should have the opportunity to interact with teachers who share similar backgrounds and traditions.

Minority staff can serve as positive role models thus providing exposure to shared as well as different cultural backgrounds.

Many districts develop a plan for district minority recruitment by using an array of activities in the district. One option is to analyze the current universities in the state that have high minority student populations. Efforts can then be made to put money in the recruiting budget to cover the expense of traveling to these universities for their job fairs. Another activity is to increase the number of existing teacher assistants who participate in the educational aid assistance programs.

**EXHIBIT 4-9  
HISD STUDENT/TEACHER ETHNICITY COMPARISON  
1999-2000 THROUGH 2003-04**

ETHNICITY	1999-2000		2000-01		2001-02		2002-03		2003-04	
	STUDENT	TEACHER	STUDENT	TEACHER	STUDENT	TEACHER	STUDENT	TEACHER	STUDENT	TEACHER
African American	54.6%	25.2%	56.3%	25.6%	57.7%	24.7%	56.1%	21.1%	56.1%	25.0%
Hispanic	28.0%	1.0%	29.5%	3.5%	29.9%	4.9%	30.3%	2.8%	30.8%	2.9%
White	17.2%	73.8%	14.0%	70.0%	12.1%	68.5%	13.0%	74.3%	12.7%	70.2%
Native American	0.1%	0.0%	0.2%	<1.0%	0.3%	0.9%	0.5%	0.9%	0.1%	1.0%
Asian/ Pacific Islander	0.1%	0.0%	0.0%	0.0%	0.0%	0.9%	0.1%	0.9%	0.3%	<1.0%

SOURCE: Texas Education Agency, AEIS, 1999-2000 to 2003-04.

Recognizing these individuals for the work that they are completing will encourage others to participate in the program.

The state of Connecticut has made recruitment of minority teachers a high priority. Through a pre-collegiate program, the state has encouraged fifth through twelfth graders to participate in a Young Educators Society (YES Club). The focus of the club is to provide an environment to foster the encouragement of minority school aged students to pursue the teaching profession as their career. As students approach their junior and senior year in high school the club offers summer field experiences for the club members to attend summer programs that result in college credit towards the student's teaching degree.

The superintendent should develop a recruiting plan that will seek minority individuals for employment in the district to closely align staff and student ethnicity. HISD should participate in both local and regional efforts to recruit qualified minority staff to its district. Locally, the district should encourage existing educational aides from minority groups to pursue careers in education and support their staff members in these endeavors. Establishing a strong future educator program in the district to encourage current students to pursue education degrees is another option. HISD is close in proximity to Texas A&M University and Blinn College. Each of these institutions possesses a wealth of knowledge the district could use to create a recruitment plan. Recruiting at colleges and universities in the state that have predominantly minority populations is another possibility that the district can pursue.

The cost of job a fair is estimated to be \$250; the district can increase their minority participation by three to four job fairs

per year for an annual fiscal impact of \$1,000 (four job fairs x \$250 = \$1000).

**COMPENSATION PLAN (REC. 27)**

HISD lacks compensation schedules for paraprofessional, auxiliary, and administrative employees, and a procedural manual for implementing these schedules.

For HISD, this current practice affects approximately 105 employees. To determine the pay for an employee entering the district in any position, with the exception of teachers, the superintendent and the Business manager use the salary of existing employees. A new employee's experience is determined and compared to all other employees. The pay is then calculated by finding an employee with similar experience. As pointed out in the "Salary and Compensation Training" conducted by the Texas Association of School Boards (TASB), pay should be based on an individual's skills, knowledge, and experience of as opposed to the pay of other individuals already employed in the district.

Although HISD participates in the TASB salary survey each year, the district has not recently conducted its own salary study to determine salary competitiveness with surrounding districts and local businesses, making it difficult for the district to recruit and retain highly qualified staff.

Teachers are paid based on an amount above the state teacher pay scale as set by the school board. For 2005-06, teachers with a bachelor's degree will receive \$500 above the scale (\$2,000 scale plus \$500) for a total of \$2,500 above the state scale and those with a master's degree will receive \$500 above the scale (\$2,500 scale plus \$500) for a total of \$3,000 above scale. The review team was not provided with any type of pay scale for any other position in the district. At the June 14,

2005 board meeting, the school board made the following set increases for the 2005–06: administrative assistants received a \$750 increase for 2005–06, and secretaries, classroom aides and office aides received a \$500 increase. The board approved a 15 percent pay increase for custodians and food service workers, but the bus drivers did not receive any increase.

Although food service workers and custodians vary in the number of days that they work, the percent increase that they receive accommodates them for this variance. Conversely, the administrative assistants and secretaries also have varying calendars, but their pay increase is the same regardless of those days. As an example, both a 12 month and an 11 month administrative assistant received a \$750 increase. This is a \$3.32 ( $\$750/226 \text{ days} = \$3.32$ ) per day increase for the 12 month employee and a \$3.62 ( $\$750/207 \text{ days} = \$3.62$ ) per day increase for the 11 month employee. Therefore, an 11 month employee is being compensated at a higher pay rate with the \$750 pay increase than the 12 month employee.

According to the salary proposal for 2005–06, classroom aides and office aides have a beginning salary set at \$9,865. What is not evident is whether all other classes of employees also have a set beginning salary and whether or not these beginning salaries are increased during the budget process each year.

By not making adjustments to the starting point of a position, new employees do not benefit from the adjustment, and existing employees move beyond a maximum salary range for a position because the district lacks a salary cap for all positions, excluding teachers. Without a pay system in place, it is difficult to monitor the competitiveness of positions in the district. A focus group meeting reported that teacher turnover rate is high because the district lacks competitive salaries. This finding is difficult to check for most positions in the district because salary information is not available to make this comparison.

Many districts use a compensation schedule that is developed based on salary comparisons of peer districts and market value, which can serve as a guide for the district to fairly and accurately compensate employees for the jobs that they perform. By establishing a minimum, midpoint, and maximum scale, the district can evaluate their current positions and determine the point that they must be at in order to be competitive in their area.

In the business sector, employees receive pay increases based on their merit; however, school districts typically give set

increases for different types of employee groups. Since everyone in a particular group has jobs with comparable duties and responsibilities, the group as a whole receives the same increase. This type of system allows an employee to move up through the pay system over the length of time they are in the job.

School districts including Bastrop ISD, Hays CISD, and Elgin ISD use a pay system that identifies pay scales for different job categories. Jobs are placed in these categories based on their level of responsibility. A pay system is then devised that identifies a minimum, midpoint, and maximum pay for each category. These categories are then reviewed on a rotating basis to guarantee that jobs continue to be classified accurately and that pay remains competitive.

HISD should develop and implement a compensation schedule and a related procedural manual for administrative, paraprofessional, and auxiliary employees. Salaries are recurring expenditures and are expensive to maintain. A compensation schedule that is developed based on salary comparisons of peer districts and market value can serve as a guide for the district to fairly and accurately compensate employees for the jobs that they perform. By establishing a minimum, midpoint, and maximum scale, the district can evaluate their current positions and determine the point that they must be at to compete in their area. Developing a procedural manual that accompanies the compensation schedule will ensure that the practice of setting salaries is fair and consistent. This process will result in a tool the district can use to recruit and retain employees.

The results of this recommendation have unforeseeable fiscal impacts. How the district proceeds once the plan is developed will determine the cost. Adjustments might need to be made to salaries of employees who are below market value and those with salaries above the set pay scale will more than likely need to be frozen. The district can devise a plan to phase in the changes that will need to occur in order to make the implementation more affordable for the district.

#### **RETENTION PLAN (REC. 28)**

HISD lacks a retention plan to address the more than 25 percent teacher turnover rate for the last five years.

**Exhibit 4–10** shows the continuous problem that HISD has experienced trying to retain teaching staff in the district since 1999–2000.

**EXHIBIT 4-10**  
**TEACHER TURNOVER RATE FOR HISD**  
**1999-2000 THROUGH 2003-04**

YEAR	TEACHER TURNOVER PERCENTAGE
2003-04	26.7%
2002-03	29.7%
2001-02	34.9%
2000-01	27.5%
1999-2000	32.1%

SOURCE: Texas Education Agency, AEIS, 1999-2000 to 2003-04.

For 2003-04, HISD had the highest teacher turnover rate compared to its peer districts, Region 6, and the state (Exhibit 4-11).

Exhibit 4-12 shows that for 2003-04 HISD had the highest percentage of teachers at both the beginning level and with one to five years of experience among its peer districts as well as in comparison with the state and regional averages.

**EXHIBIT 4-11**  
**TEACHER TURNOVER RATE**  
**HISD AS COMPARED TO PEER DISTRICTS, REGION 6, AND**  
**THE STATE**  
**2003-04**

DISTRICT	TURNOVER RATE
<b>HISD</b>	<b>26.7%</b>
Calvert	25.0%
Rice Consolidated	21.0%
<b>REGION 6</b>	<b>15.7%</b>
Corrigan-Camden	14.9%
<b>STATE</b>	<b>14.3%</b>
Rosebud-Lott	9.2%

SOURCE: Texas Education Agency, AEIS, 2003-04.

During the focus group meetings and community open house, several comments were noted that raise concerns as to why the district has a high turnover rate. At the community open house, some comments were made regarding the number of staff that do not live in the district but teach in the district. Specifically, these community members felt that teachers who have children that go to another school district should not be allowed to teach in HISD. Several comments were made regarding the “fresh out of college” teachers; noting that they are inexperienced. Another comment mentioned that the existing teachers are able to be trained even though they have been there for years, insinuating that the reason the new staff is brought in is to bring in new ideas.

In group interviews, district staff mentioned that non-resident teachers are not made to feel welcomed to the district. One staffer even said that teachers should be from the community and that if they are not, they do not understand the student population. Conversely, some staff are disappointed that so many of the teachers leave the district; they admire the skill set that the non-resident teachers bring to the district by stating that they come to offer the same quality of education as the resident teachers.

Comments were made that the district “just has a problem retaining teachers.” Staff reported that the salaries are not competitive and the recent Texas A&M graduates quickly relocate. Teacher appreciation was mentioned as a possible retention tool; someone also remarked that the district needs to figure out how to use district funds to retain good teachers. By creating an atmosphere that is inviting and involving the community and local businesses in welcoming and recognizing teachers, the district can display their appreciation for the staff that invests their time teaching the students of HISD.

**EXHIBIT 4-12**  
**TEACHER EXPERIENCE**  
**HISD AS COMPARED TO PEER DISTRICTS, REGION 6, AND THE STATE**  
**2003-04**

YEARS EXPERIENCE	HISD	CALVERT	CORRIGAN-CAMDEN	RICE CONSOLIDATED	ROSEBUD-LOTT	REGION 6	STATE
Beginning	12.5%	12.1%	5.3%	6.6%	2.4%	7.1%	6.5%
1 to 5	33.6%	24.3%	25.5%	31.7%	16.1%	26.5%	29.0%
6 to 10	9.6%	28.3%	23.4%	12.2%	24.2%	18.9%	18.9%
11 to 20	23.6%	8.1%	35.1%	22.1%	28.3%	26.3%	24.8%
20 & Over	20.6%	27.1%	10.7%	27.3%	28.9%	21.1%	20.9%

SOURCE: Texas Education Agency, AEIS, 2003-04.

The Charlotte Advocates for Education generated an executive summary in February 2004, *Role of Principal Leadership in Increasing Teacher Retention: Creating a Supportive Environment*. The study was conducted due to high teacher turnover rate in the Charlotte-Mecklenburg Schools and the results that this has on student achievement. The study determined that high teacher turnover rates produced a deficit of quality teachers for every classroom and thus a lower quality of instruction, loss of continuity within the school, and time, attention, and funds being devoted to attracting new teachers rather than on classroom instruction. One of the main reasons identified for teachers leaving the district was working conditions. As a solution, principals were identified as the key component responsible for creating a positive working environment.

In an article entitled *The Impact of Mentoring on Teacher Retention: What the Research Says*, the authors state that the purpose of a teacher induction program is intended to increase the confidence and effectiveness of new teachers through support, socialization, adjustment, development, and assessment. The types of activities involved in an induction program include classes, workshops, teacher orientations, seminars, and mentoring.

Examples of programs used around Texas include those of Lancaster ISD and Hays CISD. Lancaster ISD uses an approach that upon hiring it is immediately communicated to the teacher that the district and the community care about you and are glad that you are joining their team. During a two day New Teacher Academy, the district not only conducts training and completes paperwork, they also put a personal touch on some activities. A local church hosts a lunch for the new employees of the district, and during a bus tour of the district, the new employees learn about the town of Lancaster and meet businesses and community organizations. Upon arriving at the local discount store, the new teachers are serenaded by the staff and are given supplies to help them in their classroom. The visit to the Medical Center results in a gift of medical supplies. Cedar Valley College provides course schedules and a local fitness center provides applications for membership. To complete the tour, the group stops by the local library where the new employees can get their library card. The Lancaster Outreach Center provides each new teacher with a bag of groceries and assistance with professional clothing. This community/school district effort is coordinated by the district's director of Community Relations in conjunction with the Chamber

of Commerce and community organizations and businesses.

Hays CISD believes in a strong induction and mentoring program for their new teachers. The district believes in spending time training individuals to be mentors to the new teachers of the district in an effort to build relationships that will last throughout an individual's career in the district. To ensure a healthy work environment, they use a district-developed tool similar to an Organizational Health Instrument. Once results are calculated, the district as a whole and campuses individually use the data to determine areas of improvement for the district.

HISD should develop a retention plan to retain qualified teachers in the school district. The superintendent should form a committee to develop a retention plan for the district. This plan must acknowledge the specific needs of the district as well as the worth of each and every teacher. By creating an ongoing atmosphere that is inviting and involving the community and local businesses in welcoming and recognizing teachers, the district can display their appreciation for the staff that invests their time teaching the students of HISD. By developing a teacher induction and mentoring program that addresses the needs of new teachers, the district will also show teachers that it truly cares about each of them.

The cost of this recommendation may vary depending on the amount of funds that the district is able to designate to its efforts. With an annual budget of \$500, the district can focus efforts on paying experienced teachers a small stipend to receive some summer training to prepare them to be mentor teachers for the new teachers to the district. There would be no fiscal impact of recruiting area businesses in helping with welcoming the newcomers to the district.

#### **RETIRE/REHIRE (REC. 29)**

HISD offers a retire/rehire option as a district, but lacks a plan to address the new laws regarding retired employee surcharges and/or fees for TRS contributions to the retirement or insurance programs.

Section 825.4092 of the Government Code regarding retired employee surcharges went into effect on September 1, 2005. The law states that if a retired employee is hired after January 1, 2005, the district must make a contribution of 12.4 percent of the individual's salary to the Teacher Retirement System of Texas (TRS) for each payroll period. The district must also cover the insurance contribution made by the TRS on

behalf of the retired employee. This surcharge covers pension contributions that, as a result of this new law, are no longer collected when a retiree is rehired.

At the present time, the district has three staff members comprised of one administrator and two teachers that were hired after January 1, 2005 for whom the district must cover an employer surcharge. The 12.4 percent surcharge on these three employees totals approximately \$20,000. Because the district did not know the type of insurance coverage that these employees carry with TRS, their insurance surcharge was not calculated upon their employment with the district. The range per employee for insurance costs, according to the scale provided by TRS, is a minimum of \$23 to a maximum of \$688.

According to a news article, between 2000 and 2004, retirements from TRS increased by 135 percent and the number of retirees working increased 34 percent between 2003–04 and 2004–05 from 18,479 to 24,700. This new law, aimed at turning around projected shortfalls in TRS, affects most public school and university system retirees covered by the retirement system and rehired after January 1, 2005.

To deal with this new law, districts are taking different approaches. Plano ISD recently passed a resolution stating that it was not willing to pay the extra cost for hiring a retiree. Dallas ISD has employed 26 retired teachers this school year in hard to fill positions, and is contemplating changes in hiring practices. Allen ISD is going to treat the surcharge as one of many factors when determining who to hire in critical shortage areas.

The executive director of the Texas Retired Teachers Association stated in a news article that as long as the districts pay the minimum amount required by the state based on experience levels, they can hire at an amount that would make up for the surcharge. The law stipulates that the districts have to send TRS the money, but it can come from the retiree's check.

HISD should develop a plan to negotiate the expense of hiring a retiree as an employee of HISD. The superintendent should seek legal counsel in determining a plan that would offset the costs associated with the district hiring a TRS retiree. A plan that is fair but affordable for both the district and employee is a win/win solution for both parties. The district will be able to accomplish its task of filling a vacancy, and the employee will benefit from collecting both retirement and a paycheck from the district.

The fiscal impact assumes a portion of the surcharge would be paid by the district, and a portion by the retiree employee. The average salary for a teacher with over 20 years of experience in HISD is \$44,184. If the district paid 6 percent of the retiree's salary and the retiree paid the remaining 6.4 percent, the savings for the district would be \$2,828 ( $44,184 \times 6.4 \text{ percent} = \$2,828$ ). The additional cost of the TRS-Care contribution is estimated at \$518 per month which represents the cost of a retired employee that covers self only, has 30 plus years of experience, and is not eligible for Medicare Part B. The cost for this insurance coverage for the year would be \$6,216 ( $\$518 \text{ per month} \times 12$ ) for a total savings to the district of \$9,044 ( $\$2,828 + \$6,216$ ). Based on a salary of \$9,044 per retiree employee, the estimated savings to the district would be \$27,132 annually ( $\$9,044 \times 3 \text{ employees}$ ).

### **EMPLOYEE EVALUATIONS (REC. 30)**

HISD lacks an efficient system for administering or tracking employee evaluations.

HISD conducts annual evaluations for its teaching staff, but other employee files did not reflect the same practice. Through checking files and conducting interviews with staff, it was evident to the review team that there is no consistent practice of reviewing staff performance. Principals were not evaluated last year and some paraprofessionals had not been evaluated since 2002–03; the same was also true for auxiliary employees. No evidence was available to determine a process for the completion or return of evaluations to be placed in personnel files.

Without consistency of the evaluation process, HISD is missing out on the benefits of having such instruments in the district. Evaluation of employee performance and/or accomplishments is an important process in improving the effectiveness and efficiency of the school district.

HISD created evaluations for jobs other than teachers using job descriptions, but the district's failure to update the job descriptions results in inaccurate measurements of an employee's performance. Additionally, the failure to monitor evaluation documents may result in noncompliance with state and district requirements.

Missing evaluations can result in the failure of the district to proceed with needed disciplinary action. Evaluations serve as part of the documentation process when making employment decisions for all staff members in the district. TEC allows contracted employees to be on a probationary contract for at least their first year in a district exempting

them from due process rights. In other words, if the district chose to not continue employ the teacher at the end of their probationary contract, the district may do so for no particular reason. Once a contracted employee is awarded a term contract, documentation must be in place to make critical employment decisions.

According to HISD’s Policy DNB (LEGAL), employment policies adopted by the board must require a written evaluation at annual or more frequent intervals of the superintendent, as well as each principal, supervisor, counselor, nurse, or other full-time certified professional employee, as required by TEC section 21.203(a). The policy also states that district funds may not be used to pay an administrator who has not been appraised in the preceding 15 months. Failure to abide by this policy places the individuals not being evaluated in jeopardy of losing their positions due to lack of funding. This policy also requires the principal’s evaluation used by the district to cover 9 specific domains as described in **Exhibit 4–13**. HISD’s principal evaluation did not include *Domain 9: Academic excellence indicators and campus performance objectives*.

The district should develop a system to implement and track staff performance evaluations, which will ensure that all employees receive an evaluation in a timely manner. By developing a timeline, similar to the calendar required for teacher evaluations, the district can manage the creation and completion of staff evaluations. The superintendent should work with each principal and department head to make sure that all employees on or in his or her campus or department receive a performance evaluation. Establishing a schedule

**EXHIBIT 4–13**  
**9 DOMAINS FOR PRINCIPAL EVALUATIONS**

DOMAIN #	DOMAIN DESCRIPTION
1	Instructional management
2	School or organization morale
3	School or organization improvement
4	Personnel management
5	Management of administrative, fiscal, and facilities functions
6	Student management
7	School or community relations
8	Professional growth and development
9	Academic excellence indicators and campus performance objectives

SOURCE: Texas Association of School Boards (TASB) Policy DNB (LEGAL).

for completing the evaluation ensures the accuracy and timeliness of the evaluations and will benefit the employee and the district as a whole. Each campus and department should have a designated individual to oversee the distribution and completion of the evaluations. Once this step of the process is complete, the evaluations should be returned to central administration where an employee designated as the collector of the evaluations will file them.

**JOB DESCRIPTIONS (REC. 31)**

HISD does not maintain job descriptions for new or existing positions.

The district lacks current job descriptions or a system for updating them, which can result in the staff not fully understanding all of the duties expected of their position, difficulty for supervisors in evaluating staff performance, and the possibility of placing individuals into positions where they do not meet the job qualifications.

When the review team requested to examine the job descriptions for the district, the TASB job description manual was provided. This manual provides a sample job description for certain job titles but is not tailored for specific positions in HISD. Later, the district provided the review team with the job description of the superintendent, superintendent’s secretary, and the payroll specialist (assistant Business manager). Based on an assessment of the job descriptions and interviews by the review team, only the superintendent’s job description identified all key duties and responsibilities that the position is expected to perform. The person with whom the district contracts to assist with TASB policy updates stated that job descriptions had not recently been updated.

Job descriptions provided by the district do not accurately reflect the actual duties of employees. Consequently, district employees must rely on direction from their immediate supervisor to determine duties and responsibilities. If communication is not clear and precise, an employee may be confused regarding their job expectations. Performance evaluations are based on the job description of each employee, yet the district’s job descriptions are generic in format and are not up-to-date with specific requirements of the job.

According to the district’s Policy DC (LOCAL), the superintendent shall define qualifications, duties, and responsibilities of all positions and shall ensure that job descriptions are current and accessible to employees and

supervisors. Current practices in the district do not verify that this policy is being followed.

Because a job description distinguishes the job duties and responsibilities for a job, it is important for districts to keep them up-to-date. Job descriptions should be accurate and available when postings are made for positions.

**Exhibit 4–14** shows the importance of job descriptions to an employer.

The superintendent should create a committee to evaluate each existing job description for all positions in the district and create new job descriptions for existing positions for which there are no job descriptions. The process should include principals, department managers, and other administrative staff to identify the job responsibility and duties for each district position. The committee should review each position for its accuracy of job title; Fair Labor Standards Act (FLSA) status; purpose; qualifications; equipment used; working conditions; mental and physical demands; and environmental factors. The result will be a job description manual that identifies the different positions in the district that is easily accessible at the HISD central office to employees and supervisors. A schedule of job description reviews can be designed and posted in the manual. As agencies such as the Department of Labor and FLSA change laws, it is important that the district implements a method

for monitoring how these changes affect the district’s job descriptions. By setting up a schedule of review on a rotating basis and conducting a quick check on a job as it is posted, the district can be proactive in identifying noncompliance with state and federal laws. Adhering to the update schedule will keep the district compliant with laws, policies, and practices governing employment.

**JOB POSTINGS (REC. 32)**

HISD does not post paraprofessional positions through the central office in the same manner as other job vacancies.

The superintendent’s secretary is responsible for posting all of the district’s vacancies with the exception of paraprofessional positions. The postings can be found outside of the entrance at the central administration building and at each campus. Many positions are also posted on the Texas Association of School Administrators website known as TASA.net.

Postings for paraprofessional vacancies are generated by the campus where the vacancy occurs. When posting this vacancy, the campus does not forward the vacancy to central administration for posting. If an applicant calls the central administration office for information regarding a paraprofessional position, the applicant is forwarded to a campus because it is likely that central administration might not know of a vacancy. Currently, the district lacks any

**EXHIBIT 4–14  
IMPORTANCE OF JOB DESCRIPTIONS**

Employee recruiting and selection	Job descriptions are necessary for creating advertisements and appropriate interview questions and for supplying job candidates with specific information.
Employee orientation	New employees have a better understanding of job expectations with job descriptions.
Employee training and development	Accurate job training depends on accurate job descriptions
Establishing job performance standards	Without a detailed description of a job and its essential functions, it is difficult to develop performance standards.
Benchmarking your organization's jobs	Job descriptions are necessary to benchmark your organization's jobs with those in the external labor market.
Compensation programs	Developing and maintaining equitable and competitive compensation programs depend on the existence of solid job descriptions.
Performance reviews	A well developed job description helps employees track their job performance goals and on-the-job progress.
Goal setting and performance management	Detailed job descriptions ensure that your organization can track employee and organizational goals and performance.
Meeting legal requirements	Compliance with the Fair Labor Standards Act, the American with Disabilities Act, and other legal requirements depends on high-quality job descriptions.

SOURCE: Microsoft Office Online: "Why job descriptions are important."

specific guidelines to determine where and how each job is to be posted.

Most paraprofessional positions, with the exception of clerical staff, are considered certified positions. TEC Section 11.163 requires, as of September 1, 2005, that certified positions must be posted for ten days unless the position affects the safety and security of students. If the district must fill a teaching position during the school year, it does not have to meet the ten-day requirement.

As a result of the district’s current process, there is inconsistency in the monitoring of Equal Employment Opportunity laws and other state requirements.

The district should create procedural guidelines for all vacancies to ensure all postings are in compliance with state and federal requirements. The district should establish designated areas for postings including a specific location at

the central office and each campus and department. Attaching the job description to the posting will clearly inform applicants of the responsibilities and duties of a position. Once a vacancy occurs, the district should post the position districtwide through the available venues. To comply with the new ten-day posting requirement, a calendar of each posting start date and end date should be maintained. The district could also list paraprofessional postings on the district website, posting the job title, rate of pay, requirements, and how to apply. This would increase the volume of prospective applicants for district positions. Determining the best methods for assuring that external and internal applicants have received accurate notice of job vacancies should be a high priority for the district.

**FISCAL IMPACT**

RECOMMENDATION	2006-07	2007-08	2008-09	2009-10	2010-11	TOTAL 5-YEAR (COSTS) SAVINGS	ONE-TIME (COSTS) SAVINGS
<b>CHAPTER 4: HUMAN RESOURCES MANAGEMENT</b>							
24. Create a professional human resources coordinator position to oversee the personnel needs of the district and the compliance with state and federal laws regarding employment practices.	(\$82,800)	(\$82,800)	(\$82,800)	(\$82,800)	(\$82,800)	(\$414,000)	\$0
25. Create a staffing plan to determine an appropriate number of teachers based on student enrollment.	\$368,487	\$368,487	\$368,487	\$368,487	\$368,487	\$1,842,435	\$0
26. Develop a recruiting plan that will seek minority individuals for employment in the district to closely align staff and student ethnicity	(\$1,000)	(\$1,000)	(\$1,000)	(\$1,000)	(\$1,000)	(\$5,000)	\$0

**FISCAL IMPACT (CONTINUED)**

<b>RECOMMENDATION</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>2010-11</b>	<b>TOTAL 5-YEAR (COSTS) SAVINGS</b>	<b>ONE-TIME (COSTS) SAVINGS</b>
27. Develop and implement a compensation schedule and a related procedural manual for administrative, paraprofessional, and auxiliary employees.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
28. Develop a retention plan to retain qualified teachers in the school district.	(\$500)	(\$500)	(\$500)	(\$500)	(\$500)	(\$2,500)	\$0
29. Develop a plan to negotiate the expense of hiring a retiree as an employee of HISD.	\$27,132	\$27,132	\$27,132	\$27,132	\$27,132	\$135,660	\$0
30. Develop a system to implement and track staff performance evaluations, which will ensure that all employees receive an evaluation in a timely manner.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
31. Create a committee to evaluate each existing job description for all positions in the district and create new job descriptions for existing positions for which there are no job descriptions.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
32. Create procedural guidelines for all vacancies to ensure all postings are in compliance with state and federal requirements.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>TOTALS-CHAPTER 4</b>	<b>\$311,319</b>	<b>\$311,319</b>	<b>\$311,319</b>	<b>\$311,319</b>	<b>\$311,319</b>	<b>\$1,556,595</b>	<b>\$0</b>





# Chapter 5

## Facilities Construction, Use, and Management

Hearne Independent School District



## CHAPTER 5. FACILITIES CONSTRUCTION, USE, AND MANAGEMENT

The facilities of Hearne Independent School District (HISD) are located on 110 acres and comprise four schools, including two elementary schools, one junior high, and one high school—Eastside and Blackshear Elementary Schools, Hearne Junior High, and Hearne High School. The junior high, built in 1930, is the oldest school in the district. HISD built the two elementary schools in the 1950s. In 2004, the district purchased and renovated a long-vacant Wal-Mart to house the high school.

The district also maintains the old high school, administration building, special education cooperative building, adult education/warehouse facility, and the Sanders storage facility, which total 300,577 gross square feet (GSF) of space (**Exhibit 5–1**).

The estimated replacement value of HISD’s facilities is \$26.1 million. As a result of the passage of the July 2005 bond issue, HISD will replace the two elementary schools with one new elementary school, and by fall 2007, the district will build a new junior high building behind the high school that will share some of the high school’s facilities, such as the cafeteria and gymnasium. The district is exploring ideas related to what will happen to the old facilities once it builds the new schools.

The director of School Services supervises maintenance, grounds, custodians, and transportation. The director also performs building maintenance, makes minor bus repairs, drives a bus when a driver is absent, and mows the football field.

### ACCOMPLISHMENT

- By creating a community bond committee, HISD successfully passed a \$13.9 million bond issue in July 2005, which qualified the district for \$4 million in state funds to reduce the cost of the bond program for local taxpayers.

### FINDINGS

- HISD does not have a process in place to plan long-range for its facilities.
- The organizational structure of HISD’s School Services Department is inefficient due to the director’s large span of control and unaligned responsibilities.
- HISD does not have a maintenance staffing process and according to industry standards under staffs maintenance by 8.5 positions.

**EXHIBIT 5–1  
HISD FACILITIES  
2004–05**

FACILITY	YEAR BUILT/ REMODELED	SQUARE FOOTAGE	OCTOBER 2004 ENROLLMENT
Blackshear Elementary	1930, 1955, 1956, 1959, 1962, 1963, 1975	55,324	337
Eastside Elementary	1955, 1962, 1986	32,011	385
Hearne Junior High	1938, 1940, 1958, 1960, 1964, 1973, 1986	58,136	178
Hearne High School	2004	52,600	329
Old Hearne High School	1963, 1973	66,692	N/A
Administration Building	1986	3,000	N/A
Special Education Coop	1970	12,200	N/A
Adult Ed and Warehouse	1971	14,376	N/A
Sanders Storage	1935	6,238	N/A
<b>TOTAL</b>		<b>300,577</b>	<b>1,229</b>

\* Square footage includes portable buildings.  
SOURCE: Hearne ISD superintendent.

- HISD lacks a training program for maintenance and custodial staff.
- The district has no maintenance and custodial operations procedures manual.
- The HISD Maintenance Department does not track its maintenance work orders, leaving the district without a way to measure the effectiveness of the department or quantify labor and material costs.
- HISD lacks custodial staffing allocation standards and does not distribute its custodians equitably among schools.
- HISD does not have a process for reviewing monthly energy bills to identify excessive energy costs.

## RECOMMENDATIONS

- **Recommendation 33: Develop a five-year master facility plan.** The plan should include assessing the current condition of district facilities, identifying possible actions and the cost of each action, determining the number of maintenance employees required to address the plan needs, prioritizing the needs by year, and identifying possible funding sources.
- **Recommendation 34: Reorganize the School Services Department.** HISD should eliminate the director of School Services position and create three supervisor positions to oversee the maintenance, custodial, and transportation operations. By dividing the responsibilities among three supervisor positions, the district can have a supervisor in each area charged with addressing missing management needs: maintenance plan, procedures manuals, training, and the like. The superintendent should develop job descriptions for all three supervisor positions.
- **Recommendation 35: Apply industry standards to maintenance staffing.** HISD should gradually increase staff to eventually meet the industry standard of 12 positions for a district Hearne's size; this requires the district to add 8.5 district maintenance positions over the next five years. Creating the additional maintenance staff will allow the district to accomplish the development of regular and preventive maintenance plans and conduct all needed work in a timely manner.
- **Recommendation 36: Establish basic training requirements for the maintenance and custodial**

**positions and implement a schedule to conduct such training.** The director of School Services should contact area districts and key vendors to determine types of training programs used by other organizations and establish a schedule and basic training requirements for each position.

- **Recommendation 37: Develop a maintenance and custodial procedures manual.** The director of School Services should contact a facility planning association and several area school districts to identify models for procedures manuals. Using these models, the director should customize a manual for HISD, meet with employees to discuss the contents of the manual and which areas are applicable to each group, and conduct training necessary to implement the procedures.
- **Recommendation 38: Implement a computerized work order management system to track district maintenance work orders.** By sharing a work order management system and a help desk staff position with the Technology Department, the district can provide improved maintenance service at a low cost, while collecting data to better manage the maintenance function.
- **Recommendation 39: Establish a custodial allocation formula using industry standards and distribute the workload accordingly.** The extra half-day custodian should be allocated to the junior high school until such time the district sees facility growth through renovations or additions.
- **Recommendation 40: Develop a long-range energy management plan and purchase a web-based energy management software system.** The plan should focus on monitoring energy bills for accuracy; identifying inefficient energy use; identifying methods for reducing energy consumption; establishing energy training programs for maintenance staff, principals, and teachers; and involving students in energy conservation programs. The software system can be used to audit, track, and analyze utility consumption, and identify energy savings opportunities.

## DETAILED ACCOMPLISHMENT

### SCHOOL BOND ELECTION

By creating a community bond committee, HISD successfully passed a \$13.9 million bond issue in July 2005, which qualified

the district for \$4 million in state funds to reduce the cost of the bond program for local taxpayers.

HISD developed the bond referendum to address the district's need for a new elementary school, a new junior high school, and high school additions to include vocational classrooms, as well as a band hall, weight room, gymnasium, and dressing room complex. In addition, the bond referendum includes renovations to the football field bleachers and roof repairs at the current junior high and old high school gym.

According to the superintendent, it is not economically feasible to renovate the elementary and junior high buildings due to their age. The buildings do not have central heat and air; the district uses space heaters and window units for climate control. The wiring and plumbing are outdated, and gas pipes buried beneath the school are deteriorating and in need of replacement. Safety issues, such as classroom doors opening to the outdoors, are also a concern to the district.

With the bond funds, the district plans to demolish the former high school building and build the new elementary school on that site. The new elementary school will replace both Eastside and Blackshear Elementary Schools, which currently house about 330 students each. HISD will build the new junior high, which would house the approximately 190 seventh and eighth-grade students, behind the current high school so the district can use the same kitchen, library, and gymnasium for both schools. Currently, the district has no plans for the current junior high school, but it might consider using it for administrative offices.

HISD's last bond election was in 1973 to build a high school gymnasium. Prior to that, HISD built the previous high school building in 1963 using school bonds. Voters approved the 2005–06 referendum with 60 percent of the vote. This same bond proposal was defeated in May 2005 by 20 votes. According to the superintendent, the May bond proposal did not pass due to the following reasons:

- The school board election was scheduled for the same date; however, all board candidates were unopposed so the district cancelled the board election, which could have brought out more voters.
- The City of Hearne's mayoral election was hotly contested, drawing attention away from the bond election.
- The community did not form a pro-bond committee to support the referendum.

After the community's rejection of the bond referendum, a group of 15 to 20 community members and business professionals organized a committee to promote the bond program in a second election. The committee obtained a copy of the local tax roll and divided the list up among the committee members, who then contacted voters door-to-door and by telephone to provide information about the referendum and solicit support for the bonds. The committee also placed advertisements in the local newspapers, placed pro-bond signs around the community, and provided transportation for citizens to the polls on Election Day.

By beginning construction on some of the bond projects by August 2005, HISD is eligible for about \$4 million in state Existing Debt Allotment (EDA) funds. The Texas Legislature established the EDA to provide tax rate equalization for local debt service taxes. Districts must demonstrate sufficient local tax efforts in order to collect the full amount of state aid to which they are entitled.

In addition, through a Texas Parks and Wildlife Department grant awarded jointly to the City of Hearne and HISD, the district will also receive about \$637,500 to partially fund the cost of the new gymnasium complex that will be available for community use.

## DETAILED FINDINGS

### **LONG-RANGE MASTER FACILITY PLAN (REC. 33)**

HISD does not have a process in place to plan long-range for its facilities.

HISD limits its informal planning process to construction and facility maintenance on an as-needed basis and does not maintain adequate planning information to make informed future decisions regarding the district's operations functions. The superintendent takes the lead in construction projects. Prior to the bond election, the superintendent contacted the principals and asked them to meet with their school's staff and site-based decision-making committees to solicit input regarding potential construction projects. At the same time, the superintendent recommended the hiring of an architect to examine the existing HISD facilities to determine which facilities the district could salvage through renovation and which it needs to demolish. The superintendent took the school, committee, and architect's suggestions to the board, finalized a plan, and recommended hiring a construction manager-agent to prepare bids and manage construction projects once the community approved the bonds.

A school district's long-range master plan is a compilation of district policies, information, and statistical data, providing a basis for planning educational facilities to meet the changing needs of a community. The master plan becomes the district's policy statement for allocating resources and offers potential alternatives for facility expansion and improvements.

While some planning takes place in HISD, the district does not adequately address several components of a comprehensive, long-range facility plan, including:

- *Long-Range Enrollment Projections* — While the district sees student enrollment remaining fairly constant, the district does not use any kind of demographic study on which to base enrollment projections. Instead, HISD informally keeps an eye on enrollment trends to see if student enrollment is increasing or decreasing. The district has consistently lost enrollment over the last five years and remains static on any new growth. Most decreases in enrollment have been due to transfers of HISD students to neighboring districts. Currently the district is involved in a lawsuit with Mumford ISD and the Texas Education Agency regarding transfer students and the loss of funding for those students. The district hopes to regain the transfer students, thereby increasing its enrollment. Many districts with declining or increasing enrollments ensure that long-range planning processes are in place in order to better gauge the need to build or close schools, create or redraw zoning areas, and/or renovate current facilities. Effective planning requires accurate enrollment projections at least five years into the future. Accurate projections also require planners to examine neighborhood demographics and track new construction activity in the district.
- *School Capacities* — According to the superintendent, the new school construction will match the existing school capacities. However, the district's current capacity levels in most classrooms are less than 100 percent due to the loss of student enrollment. Building new schools per old capacity ratios when enrollment has decreased may create schools with less than efficient use. School capacity relates only to the original structure (excluding portable buildings), determined by original design and any applicable laws or regulations that may apply. For example, grades K-4 have mandated class sizes, so that requirement determines the number of rooms used for those grades. Other factors that may modify the original capacity number are changes made by the district to the original design of the facility, such as the number of

computer and science labs, and special education life skills students. It is important for schools to assess the capacity ratios within their school campuses in order to determine when it is time to expand or renovate facilities.

- *Capital Replacements* — HISD has no provision for projecting and funding long-range needs for capital replacement items, such as roofing systems, carpet, and heating-ventilation-air-conditioning (HVAC) equipment. Currently, the district waits for equipment to break before performing maintenance. The director of School Services neither collects nor analyzes work order data to assist in identifying long-range maintenance needs. In some cases, the district allows schools to perform certain maintenance duties on their own without the approval of the director. In one instance, a school painted its own bathrooms, only to find out that the paint they used would not adhere to the tile walls. This resulted in students wiping the paint off the wall. Effective planning requires the district to anticipate its future needs and balance these against resources. A capital master plan charts future improvements to school facilities and identifies funding sources for them.
- *Preventive Maintenance* — HISD has no preventive maintenance program. Currently the district uses a reactive rather than a proactive method in approaching its maintenance needs. In a focus group meeting held with paraprofessional staff, the staff mentioned that maintenance does not always occur in a timely manner. "When the air conditioner went out, teachers just had to open windows. While some used fans, others could not, since they did not have the proper plugs, which took about two years before the wall plugs were fixed," said one participant in the focus group. Effective preventive maintenance is a planned approach designed to avoid equipment breakdowns and prevent minor problems from escalating into major ones. Preventive maintenance is regularly scheduled repair and maintenance needed to keep building components, such as HVAC systems, roofs, plumbing, and electrical systems, operating efficiently and to extend their useful life. Preventive maintenance includes periodic inspections, lubrication, calibrations, and equipment replacement.

Effective long-range facility planning also includes community members who can provide unique knowledge, experience, perspectives, and other resources, greatly

benefiting the planning process. Community involvement in school planning helps identify special features to incorporate in the new construction to serve the facility needs of the community. Their involvement also makes it easier for the community to understand, accept, and approve bond referendums for funding school construction.

Galena Park ISD used the Texas Education Agency’s facility planning model to develop a long-range facilities planning process. This model includes processes for needs identification, community involvement, capital improvement planning, facility programming, facility design, facility construction, periodic review, and evaluation.

HISD should develop a five-year master facility plan. The plan should include assessing the current condition of district facilities, identifying possible actions and the cost of each action, determining the number of maintenance employees required to address the plan needs, prioritizing the needs by year, and identifying possible funding sources.

**SCHOOL SERVICES ORGANIZATION (REC. 34)**

The organizational structure of HISD’s School Services Department is inefficient due to the director’s large span of control and unaligned responsibilities.

The director of School Services supervises 26 employees in four areas: maintenance, grounds, custodial, and transportation (Exhibit 5–2). The director also performs building maintenance, makes minor bus repairs, drives a bus when a driver is absent, and mows the football field.

The review team noted concerns in each area within the director’s span of control: no maintenance or preventive maintenance planning; no management or technical training

of the director and bus drivers in Transportation; no direct supervision of custodians during the evening hours; and no evaluations performed for the 26 staff members.

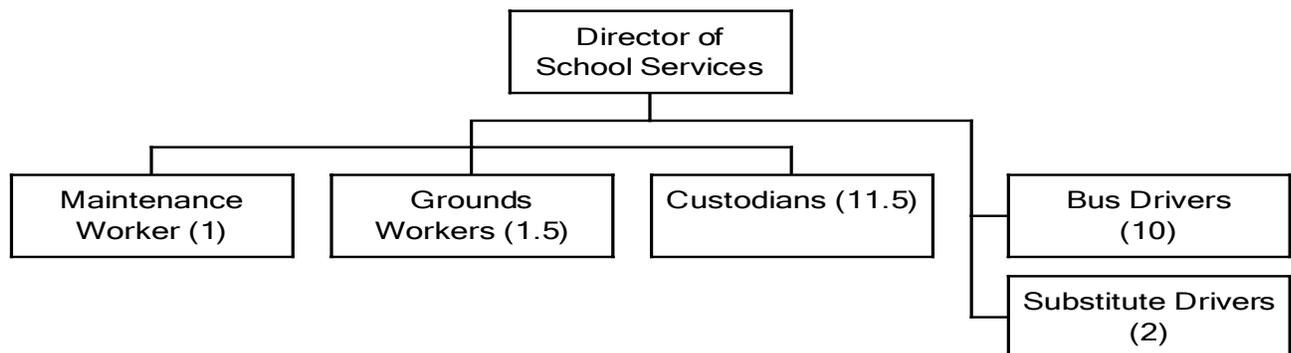
In addition to the position’s large span of control and unaligned responsibilities, several key management and supervisory functions are not being performed:

- The district has no plan for conducting regular and preventive maintenance.
- The director has no training in the management and operation of a student transportation department; as a result, there are inefficiencies in the cost of operation, bus capacity utilization, and routing.
- Night custodians have little or no supervision, so the district has no way to monitor and evaluate the work of each custodian.

The School Services Department also lacks other characteristics of a proactive maintenance and custodial operation, including:

- a maintenance and custodial operations procedures manual;
- written job descriptions for maintenance staff;
- a work plan to establish adequate maintenance and custodial staffing levels;
- a planned staff training program for maintenance workers and custodians;
- a process to monitor and evaluate the quality of maintenance and custodial work performance; and
- a system to track and monitor energy usage.

**EXHIBIT 5–2  
HISD SCHOOL SERVICES DEPARTMENT ORGANIZATION  
2005–06**



SOURCE: Hearne ISD superintendent, September 2005.

The district should reorganize the School Services Department. HISD should eliminate the director of School Services position and create three supervisor positions to oversee the maintenance, custodial, and transportation operations.

By dividing the responsibilities among three supervisor positions, the district can have a supervisor in each area charged with addressing missing management needs: maintenance plan, procedures manuals, training, and the like. The superintendent should develop job descriptions for all three supervisor positions. Assuming that each of the supervisory positions was paid \$30,000, which is slightly below the \$36,500 made by the director of School Services, the total additional salary for the three positions would be \$90,000 (3 supervisors x \$30,000 each). With benefits of 15 percent of salaries, or \$13,500 (\$90,000 x 15 percent), the total annual compensation for the three supervisor positions would be \$103,500 (\$90,000 salary + \$13,500 benefits). With the addition of these three positions, the district could eliminate the director of School Services position, saving \$41,975 in total compensation annually (current salary of \$36,500 + \$5,475 in benefits at 15 percent). The net increase in annual compensation costs would be \$61,525 (\$103,500 in new compensation for the three supervisors - salary and benefits of \$41,975 for the director).

**SCHOOL SERVICES STAFFING (REC. 35)**

HISD does not have a maintenance staffing process and according to industry standards under staffs maintenance by 8.5 positions.

The Association of Physical Plant Administrators (APPA) developed staffing standards for craft positions based on gross square footage of all facilities in a district, as shown in **Exhibit 5-3**. In 2005-06, the district staffed two general maintenance positions and one and a half groundskeepers for a total of three and half positions. The district does not staff a plumber, electrician, carpenter, or HVAC mechanic.

HISD has fewer maintenance workers than its peer districts (**Exhibit 5-4**). With fewer workers, HISD has either to defer maintenance, contract out for the work, or pay overtime for existing personnel to complete it. Currently, the district defers as much maintenance as possible because it will be replacing three schools in the next two to three years.

As a result of not staffing additional maintenance personnel, the district must approach maintenance on an as needed basis and in a reactive manner and may not have the expertise to make adequate repairs. In focus groups held with district employees, they stated, “Sometimes when the Maintenance Department fixes something, it goes out again.”

HISD should apply industry standards to maintenance staffing. HISD should gradually increase staff to eventually meet the industry standard of 12 positions for a district of

**EXHIBIT 5-3  
NUMBER OF HISD MAINTENANCE EMPLOYEES COMPARED TO APPA STANDARDS  
2005-06**

CRAFT	CURRENT STAFFING	APPA STANDARD	RECOMMENDED STAFFING	VARIANCE ABOVE/ (BELOW) STANDARD
HVAC Mechanic	0	1:45 pieces of equipment (2-25 ton units) 1:8 pieces of equipment (25+ ton units)	1	(1)
Plumber	0	1:390,000 Gross Square Feet (GSF)	1	(1)
Electrician	0	1:380,000 GSF	1	(1)
General Maintenance	2*	1:500,000 GSF	2	0
Painter	0	1:200,000 GSF	1	(1)
Grounds	1.5	1:5 acres (intensively maintained) 1:25 acres (routine maintenance)	5	(3.5)
Carpenter	0	1:200,000 GSF	1	(1)
<b>TOTAL</b>	<b>3.5</b>		<b>12</b>	<b>(8.5)</b>

\* Includes the director of School Services.

NOTE: The gross square footage of HISD facilities is 300,577 square feet (2005-06).

SOURCE: Hearne ISD Maintenance Department; Association of Physical Plant Administrators (APPA), March 2002.

**EXHIBIT 5-4  
HISD AND PEER DISTRICTS  
MAINTENANCE STAFFING LEVELS  
2004-05**

POSITION	HISD	CORRIGAN-CAMDEN	RICE CONSOLIDATED	ROSEBUD-LOTT
Supervisor	1	1	2	1
Carpenter	0	1	0	0
Plumber	0	0	0	0
Electrician	0	1	0	0
HVAC Tech	0	0	0	0
Painter	0	1	0	0
Locksmith	0	0	0	0
General Maintenance	1	2	1	2
Grounds Worker	1.5	2	2	3
Other	0	0	0	0
<b>TOTAL</b>	<b>3.5</b>	<b>8</b>	<b>5</b>	<b>6</b>

NOTE: Information for peer district Calvert ISD was not available.

SOURCE: Survey of peer districts, August 2005.

Hearne's size; this requires the district to add 8.5 district maintenance positions over the next five years. Creating the additional maintenance staff positions will allow the district to accomplish the development of regular and preventive maintenance plans and conduct all needed work in a timely manner. Based on the average salary of a current maintenance worker or \$15,850 and 15 percent benefits of \$2,378, adding one maintenance worker in 2006-07 would be \$18,228. Adding another 1.5 maintenance workers in 2007-08 would add an additional \$18,228 + \$9,114 for a total of \$27,342 in 2007-08 + \$18,228 or \$45,570. Adding two more maintenance workers each year for the years 2008-09 through 2010-11 would add an additional \$36,456 each of those years for a 5 year cost to the district of \$419,244 for the additional 8.5 positions. (2006-07: \$18,228; 2007-08: \$45,570; 2008-09: \$82,026; 2009-10: \$118,482; 2010-11: \$154,938).

**STAFF TRAINING (REC. 36)**

HISD lacks a training program for maintenance and custodial staff.

According to the director of School Services, the district does not provide training to its 3.5 maintenance and ground positions and 11.5 custodians.

As a result of not providing ongoing training to maintenance and custodial workers, these staff may not have information and skills to adequately perform their jobs and may have to defer doing some work; the district may not be getting

maximum productivity from its personnel; or the district may have to rely on contract personnel in key maintenance areas, which could result in higher costs to the district.

Many districts develop training programs not only to ensure that staff develops skills to handle more of its maintenance needs but also to provide a safe environment for students and employees. Maintenance workers must know about building and fire codes, how to handle hazardous chemicals, remediate mold and asbestos, and prevent injuries. In addition, all custodians must know the district's cleaning standards and expectations. Staff training benefits districts through increased staff productivity, reduced operating costs, improved quality of maintenance, reduced employee turnover, and an increased ability to comply with legal mandates. Workers who are new to a district have special training needs that might include:

- Orientation to district or school facilities — including the payroll division, emergency locations, the cafeteria, and the supervisor's office.
- Orientation to the person's work area — including primary and secondary work areas.
- Equipment instructions — including all tools, machinery, and vehicles used by the employee.
- Task-oriented instructions — including specific work tasks, such as how to clean a carpet, repair a roof, or service a lawn mower.

- Expectations — including a clear description of what a worker must do to meet the requirements of the job.
- Evaluation information — including an explanation of all criteria on which the district will evaluate an individual, all relevant performance standards and expectations, who will do the evaluating, what mechanisms the district will use to perform the evaluation, and the potential ramifications of the evaluation.

Preparing district staff to do their job properly, efficiently, and safely is cost-effective in the end. In the face of time and budget constraints, districts have found ways to stretch their training dollars, including:

- Sharing training costs with other organizations on a collaborative basis, such as neighboring districts, local community colleges, and trade schools;
- Hiring expert staff or consultants to provide on-site supervision during which they actively help staff improve their skills;
- Developing training facilities, such as a custodial training room in which staff can demonstrate and practice using equipment (like vacuums) and techniques (like mopping);
- Offering tuition reimbursement programs, which provide educational opportunities to staff who might not otherwise have the motivation to improve their knowledge and skills; and
- Building training into contracts so that vendors must provide training at either an on-site or an off-site training center as a condition of the purchase of their products.

Galveston ISD significantly changed its custodial operations and procedures to improve the cleanliness of its schools. The district initiated a five-week training program for all supervisors, building engineers, and senior custodians regarding cleaning practices and initiated an annual training program for all Operations Department staff conducted by district vendors on the proper use of chemicals and equipment.

HISD should establish basic training requirements for the maintenance and custodial positions and implement a schedule to conduct such training. The director of School Services should contact area districts and key vendors to determine types of training programs used by other

organizations and establish a schedule and basic training requirements for each position.

HISD should initially establish a one-time training cost of \$4,500 or \$300 per the 15 positions (3.5 maintenance and 11.5 custodians) needing training or \$300 x 15 positions = \$4,500. Depending on the specific training needs identified by the district, the \$4,500 could be used to:

- Hire outside trainers to come to the district;
- Reimburse employees for tuition to attend specialized classes offered at nearby training facilities such as Texas A&M University in College Station, Blinn College in Bryan, Texas Engineering Extension Service in College Station, Sam Houston State University in Huntsville, and Region 6 Education Service Center in Huntsville;
- Pay travel expenses for workers to attend workshops and training at other sites;
- Modify existing buildings to provide appropriate training facilities;
- Purchase books and video training programs; and
- Purchase licenses for online maintenance training programs.

### **PROCEDURES MANUAL (REC. 37)**

The district has no maintenance and custodial operations procedures manual.

In the absence of a procedures manual, current maintenance and custodial personnel must rely on institutional knowledge when making decisions about how to perform their job functions on a daily basis.

According to the *Planning Guide for Maintaining School Facilities*, sponsored by the National Center for Educational Statistics (NCES), a maintenance and operations procedures manual should, at a minimum, contain a mission statement, personnel policies, purchasing regulations, accountability measures, asbestos procedures, repair standards, vehicle use guidelines, security standards, and work order procedures.

Maintenance procedures might include:

- names and locations of vendors from whom the staff can purchase maintenance supplies;
- work order procedures;
- major types of maintenance work and correct procedures (for example, small construction, roof

repair, lighting repair, electrical work, minor plumbing, and so forth);

- emergency/crisis situations and procedures; and
- safety procedures.

Custodial procedures might include:

- cleaning procedures, including supplies, basic office cleaning, restroom cleaning and sanitation, hard surface floor maintenance (dusting, mopping, stripping, finishing, burnishing, and the like);
- custodial relations with others;
- custodial rights and responsibilities;
- integrated pest management;
- energy management guidelines;
- safety procedures;
- playground inspections;
- facility assessment guidelines;
- head custodian duties and responsibilities (work orders, inspection requirements, and the like);
- recycling and refuse;
- custodial certification; and
- cleaning standards (classrooms, restrooms, gyms, locker rooms, showers, offices, libraries, and the like).

Grounds management might include maintenance of the following:

- courtyards;
- school grounds;
- athletic fields;
- paved surfaces (sidewalks, parking lots, and roads);
- vacant property;
- pest management;
- fertilizers and herbicides;
- sprinkler systems; and
- flower beds.

Without a procedures manual, the department does not provide a guide to its employees to ensure consistency of

applied procedures to a given problem and ensure that its staff also has a training guide for new employees.

Katy ISD uses a procedures manual that includes all district policies regarding maintenance and custodial operations. The manual includes specific procedures related to each policy that maintenance and custodial staff must follow. It also includes copies of appropriate forms (for example, work order) to guide all personnel.

The district should develop a maintenance and custodial procedures manual. The director of School Services should contact a facility planning association and several area school districts to identify models for procedures manuals. Using these models, the director should customize a manual for HISD, meet with employees to discuss the contents of the manual and which areas are applicable to each group, and conduct training necessary to implement the procedures.

#### **MAINTENANCE WORK ORDER PROCESS (REC. 38)**

The HISD Maintenance Department does not track its maintenance work orders, leaving the district without a way to measure the effectiveness of the department or quantify labor and material costs.

While HISD does have a manual work order form, most campus administrators and staff prefer to call in their maintenance requests to the director of School Services. In an interview with the director, he mentioned that he usually keeps the maintenance request information on a yellow pad and when he finishes with a repair, he throws the request page away. Using this type of system does not give the director or department a way to analyze or quantify information like the number of work requests, which equipment is breaking down more frequently, which equipment is nearing replacement, which parts appear to cause the most maintenance problems, or what the average turn-around time is for repairs. In addition, HISD schools are unable to track the status of their requested maintenance work.

Maintenance and operating expenditures account for a large percent of a district's budget. From 1999–2000 through 2003–04, HISD maintenance and operations expenditures ranged from 12.5 to 13.8 percent of its total operating expenditures (**Exhibit 5–5**). The state average during that same period ranged from 11.5 to 12.0 percent, just slightly lower than HISD. However, in 2004–05, HISD budgeted 15.2 percent of its budget for maintenance and operations versus a state average of 11.9 percent.

**EXHIBIT 5-5  
HISD GENERAL FUND MAINTENANCE AND OPERATIONS EXPENDITURES (FUNCTION 51) AS COMPARED TO STATE AVERAGES  
1999-2000 THROUGH 2004-05**

	1999-2000	2000-01	2001-02	2002-03	2003-04	2004-05
HISD maintenance and operations expenditures	\$949,293	\$948,668	\$1,077,520	\$1,100,628	\$917,417	\$1,017,764*
HISD maintenance and operations expenditures as percentage of total operating expenditures	13.1%	12.7%	13.8%	13.4%	12.5%	15.2%*
State average maintenance and operations expenditures as percentage of total operating expenditures	11.5%	12.0%	11.6%	11.7%	11.8%	11.9%*

\* Budgeted.

SOURCE: Texas Education Agency, Public Education Information Management System (PEIMS) online reports, 1999-2000 through 2004-05 actual expenditures.

Compared to its peers and the state, HISD’s budgeted 2004-05 maintenance and operations expenditures of \$913 per student was in the mid-range of the peer districts but 23.4 percent above the state average ( $\$913 - \$740 = \$173$ ;  $\$173/\$740 = 23.4$  percent) (Exhibit 5-6). HISD’s percentage of total expenditures spent on maintenance and operations for 2004-05 was the second highest among the peer districts and 3.3 percentage points above the state average.

To assist districts in managing and tracking their maintenance support, districts use web-based software applications that can automate repetitive activities such as logging and tracking work orders, tracking maintenance equipment inventory, auditing systems, and reporting maintenance statistics. The software also allows schools and departments to track the status of their work requests.

Rockwall ISD (RISD) schools enter work orders for maintenance needs online, which improves repair and turn-

around time. RISD purchased the work order software through Regional Education Service Center X (Region 10), which supports it. The software resides on a network server in Rockwall High School. Once the RISD Maintenance Department receives a work order, a maintenance staff member prints the request, stamps it with a date, and sends the request to the director of Maintenance who assigns the job to a maintenance worker. The Maintenance Department secretary electronically transfers the request to the maintenance technicians’ workstation. When the task is complete, the worker enters the time required and any supplies and materials used and returns a copy with their daily timesheet. Maintenance electronically sends a status of the work order to the school for verification. The Maintenance Department keeps a paper copy of the work order as back-up documentation.

HISD should implement a computerized work order management system to track district maintenance work orders. By sharing a work order management system and a help desk staff position with the Technology Department, the district can provide improved maintenance service at a low cost, while collecting data to better manage the maintenance function.

**EXHIBIT 5-6  
HISD, PEER DISTRICTS, AND STATE  
BUDGETED MAINTENANCE AND OPERATIONS  
EXPENDITURES (FUNCTION 51) PER STUDENT  
2004-05**

	PER STUDENT EXPENDITURES	PERCENTAGE OF TOTAL EXPENDITURES
Rice Consolidated	\$1,128	15.8%
<b>HISD</b>	<b>913</b>	<b>15.2%</b>
Calvert	1,304	13.6%
Rosebud-Lott	872	13.4%
Corrigan-Camden	889	12.5%
<b>STATE AVERAGE</b>	<b>\$740</b>	<b>11.9%</b>

SOURCE: Texas Education Agency, PEIMS online reports, 2004-05.

**CUSTODIAL STAFFING (REC. 39)**

HISD lacks custodial staffing allocation standards and does not distribute its custodians equitably among schools.

The Association of School Business Officials International (ASBO) has established a custodial staffing standard of 2,500 square feet per staff-hour of work, for an eight-hour cleaning period, equaling 20,000 square feet per custodian. Using this standard, HISD overstaffs custodians at Blackshear and Eastside Elementary Schools, while Hearne Junior High

is understaffed (**Exhibit 5-7**). Custodians at Hearne Junior High clean almost three times more square feet per custodian than the custodians at Eastside Elementary.

To assist schools in distributing workloads equitably, ASBO also identified typical duties of school custodians and established the amount of time required to perform each duty (**Exhibit 5-8**).

Glen Rose ISD (GRISD) achieves clean and well-maintained facilities while exceeding national custodial standards. The GRISD custodial staff maintains approximately 466,658 square feet of facilities with a staff of 22 full-time custodians, or 21,208 square feet per custodian.

HISD should establish a custodial allocation formula using industry standards and distribute the workload accordingly. The extra half-day custodian should be allocated to the junior high school until such time the district sees facility growth through renovations or additions.

**FACILITIES ENERGY MANAGEMENT (REC. 40)**

HISD does not have a process for reviewing monthly energy bills to identify excessive energy costs.

The district budgets for electricity, gas, and telephone bills in one account code, so it does not have a breakdown as to how much it spends in each category over time. The total expenditures for all three bills dropped from \$358,785 in 2002-03 to \$313,230 in 2004-05 (**Exhibit 5-9**). With 300,577 square feet of facilities, the cost per square foot in utility expenditures has dropped from \$1.19 to \$1.04, but the district does not analyze the data to determine what caused the reductions or whether further reductions are possible.

Compared to its peer districts, HISD’s \$1.04 energy costs per square foot is the second highest. Rosebud-Lott ISD’s energy

costs are the lowest at \$0.76 per square foot (**Exhibit 5-10**).

By managing its energy usage, a district can keep operating costs down and still provide a safe, comfortable environment for learning. Energy plans help districts establish energy management priorities and help monitor and evaluate the success of energy management programs.

Comprehensive energy management plans include all or some of the following components:

- monitoring energy bills for accuracy and identifying which schools are inefficient with respect to energy consumption;
- identifying methods to conserve energy, such as installing energy-efficient lighting and ballasts, high-efficiency air conditioners, and computerized energy management systems; turning off lights when not needed; changing air conditioning filters frequently; and the like;
- establishing energy training programs for maintenance staff, principals, and teachers; and
- involving students in energy conservation programs like Watt Watchers.

Mount Pleasant ISD instituted an energy management program and achieved an annual average of \$178,000 in cost avoidance compared to consumption prior to implementing the energy management program. The program consisted of three components, including:

- education about the importance of turning off devices or lights when not in use;
- installing equipment to monitor and control building temperatures; and

**EXHIBIT 5-7  
HISD CUSTODIAL STAFFING BY FACILITY  
2004-05**

SCHOOL	SQUARE FOOTAGE*	NUMBER OF CUSTODIANS	SQUARE FEET PER CUSTODIAN	RECOMMENDED NUMBER OF CUSTODIANS**	OVER/ (UNDER)
Blackshear Elementary	55,324	3.5	15,807	3	0.5
Eastside Elementary	32,011	3	10,670	2	1
Hearne Junior High	58,136	2	29,068	3	(1)
Hearne High School	52,600	3	17,533	3	0
<b>TOTAL</b>	<b>198,071</b>	<b>11.5</b>	<b>17,224</b>	<b>11</b>	<b>0.5</b>

\* Square footage includes portable buildings.  
 \*\* Based on industry standards of 20,000 square feet per custodian.  
 SOURCE: Hearne ISD superintendent.

**EXHIBIT 5-8  
EXAMPLES OF RECOMMENDED CUSTODIAL WORK STANDARDS  
ESTABLISHED BY THE ASSOCIATION FOR SCHOOL BUSINESS OFFICIALS, INTERNATIONAL**

SPACE	SERVICE	UNIT MEASURE	WORK RATE TIME
Classrooms (average size)	Routine clean	850 sq. ft.	24 minutes
Offices - resilient floor	Routine clean	1,000 sq. ft.	24 minutes
Offices - carpet	Routine clean	1,000 sq. ft.	24 minutes
Floors	Dust mop	1,000 sq. ft.	12 minutes
	Damp mop	1,000 sq. ft.	20 minutes
	Spray buff - daily	1,000 sq. ft.	20 minutes
	Spray buff - weekly	1,000 sq. ft.	40 minutes
	Spray buff - monthly	1,000 sq. ft.	120 minutes
	Light furniture scrub	1,000 sq. ft.	240 minutes
	Medium furniture scrub	1,000 sq. ft.	300 minutes
	Heavy furniture scrub	1,000 sq. ft.	400 minutes
Bathrooms	3 or less commodes, urinals, and wash basins	Each	4.5 minutes
	More than 3	Each	3.0 minutes
Stairs	Damp mop	1 flight	12 minutes
	Wet mop	1 flight	35 minutes
	Hand scrub	1 flight	48 minutes
	Dust handrails	1 flight	2 minutes
	Dust treads	1 flight	6 minutes
Walls	Wash	1,000 sq. ft.	210 minutes
	Wash heavy soil	1,000 sq. ft.	290 minutes
Blinds	Dust	Each	15 minutes
	Damp dust	Each	30 minutes
	Wash	200 sq. ft.	340 minutes
Windows - single pane	Wash	1,000 sq. ft.	240 minutes
Windows - multi-pane	Wash	1,000 sq. ft.	320 minutes
Light fixtures - fluorescent	Dust	4 ft.	5 minutes
Light fixtures - egg crate	Wash	4 ft.	40 minutes
Light fixtures - open	Wash	4 ft.	20 minutes
Light fixtures - incandescent	Dust	Each	5 minutes
Light fixtures - incandescent	Wash	Each	15 minutes

SOURCE: Custodial Methods and Procedures Manual, Association of School Business Officials, International (ASBO), 2000.

HISD should develop a long-range energy management plan, including:

- installing more energy efficient HVAC systems.
- monitoring the accuracy of energy bills;
- identifying inefficient energy use;
- identifying methods for reducing energy consumption;

- establishing energy training programs for maintenance staff, principals, and teachers; and
- involving students in energy conservation programs.

In addition, HISD should purchase a web-based energy management system with software that the district could use to audit, track, and analyze utility consumption and identify energy savings opportunities. The newest software

**EXHIBIT 5-9  
HISD UTILITY EXPENDITURES  
2002-03 THROUGH 2004-05**

	2002-03	2003-04	2004-05
Utility expenditures*	\$358,785	\$335,717	\$313,230
Cost per square foot	\$1.19	\$1.12	\$1.04

\* Besides electricity and gas, expenditures also include water, sewer, and telephone.

SOURCE: Hearne ISD Business manager.

applications are web-based utility management and reporting tools that audit, track, and analyze utility consumption and costs in order to identify savings opportunities. Some energy applications are available as a subscription service that a district can access remotely through the Internet, meaning the district does not have to install the application on its computers.

The cost for HISD to purchase to an energy management software application as a subscription service is about \$1,850 per year.

By implementing the energy management plan and software system, HISD should be able to reduce energy costs by at least 10 percent of their 2004-05 utility expenditures, saving the district at least \$31,323 per year. After subtracting the \$1,850 annual cost of the energy management software subscription, the district would still be saving \$29,473 annually or (\$31,323 - \$1,850 = \$29,473).

**EXHIBIT 5-10  
HISD AND PEER DISTRICTS' ENERGY EXPENDITURES  
2004-05**

	HISD	CALVERT	CORRIGAN-CAMDEN	RICE CONSOLIDATED	ROSEBUD-LOTT
Electricity Expenditures	N/A	N/A	\$224,674	\$241,267	\$144,190
Natural Gas Expenditures	N/A	N/A	33,76	34,293	14,504
<b>TOTAL ENERGY EXPENDITURES</b>	<b>\$313,230*</b>	<b>N/A</b>	<b>\$258,450</b>	<b>\$275,560</b>	<b>\$158,694</b>
District Square Footage	300,577	N/A	237,000	292,898	208,097
<b>ENERGY COSTS PER SQUARE FOOT*</b>	<b>\$1.04</b>	<b>N/A</b>	<b>\$1.09</b>	<b>\$0.94</b>	<b>\$0.76</b>

\* Value for Hearne ISD includes electricity, natural gas, water, sewer, and telephones.

SOURCE: Hearne ISD Business manager, 2004-05.

**FISCAL IMPACT**

RECOMMENDATION	2006-07	2007-08	2008-09	2009-10	2010-11	TOTAL	ONE-TIME
						5-YEAR (COSTS) SAVINGS	(COSTS) SAVINGS
<b>CHAPTER 5: FACILITIES CONSTRUCTION, USE, AND MANAGEMENT</b>							
33. Develop a five-year master facility plan.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
34. Reorganize the School Services Department.	(\$61,525)	(\$61,525)	(\$61,525)	(\$61,525)	(\$61,525)	(\$307,625)	\$0
35. Apply industry standards to maintenance staffing.	(\$18,228)	(\$45,570)	(\$82,026)	(\$118,482)	(\$154,938)	(\$419,244)	\$0
36. Establish basic training requirements for the maintenance and custodial positions and implement a schedule to conduct such training.	\$0	\$0	\$0	\$0	\$0	\$0	(\$4,500)
37. Develop a maintenance and custodial procedures manual.	\$0	\$0	\$0	\$0	\$0	\$0	\$0

**FISCAL IMPACT (CONTINUED)**

<b>RECOMMENDATION</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>2010-11</b>	<b>TOTAL 5-YEAR (COSTS) SAVINGS</b>	<b>ONE-TIME (COSTS) SAVINGS</b>
38. Implement a computerized work order management system to track district maintenance work orders.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
39. Establish a custodial allocation formula using industry standards and distribute the workload accordingly.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
40. Develop a long-range energy management plan and purchase a web-based energy management software system.	\$29,473	\$29,473	\$29,473	\$29,473	\$29,473	\$147,365	\$0
<b>TOTALS-CHAPTER 5</b>	<b>(\$50,280)</b>	<b>(\$77,622)</b>	<b>(\$114,078)</b>	<b>(\$150,534)</b>	<b>(\$186,990)</b>	<b>(\$579,504)</b>	<b>(\$4,500)</b>



# Chapter 6

## Asset and Risk Management

Hearne Independent School District



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## CHAPTER 6. ASSET AND RISK MANAGEMENT

Texas school districts have a fiduciary responsibility to protect publicly financed assets to provide funding for education. An effective asset and risk management program invests idle cash so that it earns the maximum interest rate available and ensures adequate liquidity to meet the district's fluctuating cash flow requirements. A school district must manage its cash and investments daily for the district to achieve its instructional goals and objectives. Effective cash and investment management involves establishing and maintaining beneficial banking relationships; timely and accurate forecasting of cash requirements to have funds available when needed; and maximizing returns on assets using appropriate, approved, and safe investment vehicles.

HISD's Business manager is responsible for all aspects of the risk management program including cash and investment management, fixed asset management, workers' compensation, and property casualty insurance.

### ACCOMPLISHMENT

- HISD's online employee insurance enrollment allows employees an opportunity to review insurance options at their leisure after work hours and prevents double entry by personnel staff, which may result in additional errors.

### FINDINGS

- HISD does not diversify existing investments with other options allowed under the district's current Policy CDA (LOCAL).
- HISD's manual process for cash flow estimation is inefficient and does not allow for the preparation and analysis of financial trend information for investment purposes.

### RECOMMENDATIONS

- **Recommendation 41: Invest excess funds and diversify existing investments with other options allowed under Policy CDA (LOCAL).** Diversification of the investment portfolio will allow the district to increase interest earnings.
- **Recommendation 42: Prepare an automated cash flow projection for each month and adjust the**

**projection with actual amounts as they become available.** In addition, the district should also implement a cash flow projection worksheet for the current and upcoming fiscal years. HISD should use the projections to identify potential cash shortfalls and opportunities for investment.

### DETAILED ACCOMPLISHMENT

#### OPEN ENROLLMENT

HISD's online employee insurance enrollment allows employees an opportunity to review insurance options at their leisure after work hours and prevents double entry by personnel staff, which may result in additional errors.

HISD employees enroll in insurance programs online within 30 days of employment or during the open enrollment period in August of each year. The district then communicates the information generated from the online enrollment to the various carriers.

Online enrollment allows employees to thoroughly review and analyze the benefit options at their leisure during a defined period, and prevents double entry by payroll personnel that occurs when staff enter information into both the district's accounting system and the vendor's enrollment management system. Reconciliation of monthly vendor statements is more efficient when districts use an automated system, which automatically reflects payroll changes in the vendor's records and correctly states the billing.

### DETAILED FINDINGS

#### INVESTMENTS (REC. 41)

HISD does not diversify existing investments with other options allowed under the district's current Policy CDA (LOCAL).

HISD entered into certificate of deposit agreements beginning in 1996. The previous Business manager and the board elected to invest only in certificates of deposit (CDs). Certificates of deposit have either a six- or twelve-month term depending on the anticipated cash needs of the district. The district does not check the market for other alternative investment opportunities such as Treasury bills, which have

a three-month average rate of 2.94 percent. **Exhibit 6-1** illustrates HISD's certificates of deposit interest rates as of June 2005.

HISD keeps its operating funds in the bank, reducing its ability to maximize the interest earnings on these funds.

Policy CDA (LOCAL) requires district officials to observe the investment management objectives of safety, liquidity, and yield within legally allowable investments and gives the district the ability to invest in a wide variety of investment options. These options include obligations of, or guaranteed by, governmental entities, fully collateralized repurchase agreements, no-load money market funds and no-load mutual funds, and public investment pools. HISD, however, limits its ability to increase revenue through additional investment earnings by limiting both the amount of investment and the type of investment alternatives. The district opened an investment account with a governmental pool for the deposit of bond proceeds but to date has not considered it for investment of operating funds.

Some districts utilize alternatives for increasing interest earnings by directly depositing available funds to an investment pool account that results in increased interest earnings. By not diversifying its investments, HISD may be lowering potential overall interest earnings of the district in the event that another type of investment yields a higher interest rate.

HISD should invest excess funds and diversify existing investments with other options allowed under Policy CDA (LOCAL). Diversification of the investment portfolio will allow the district to increase interest earnings; the amount of interest earnings could increase by an additional \$36,042 if the district invests the idle cash remaining in the bank

accounts at the end of each month in a governmental investment pool, as illustrated in **Exhibit 6-2**.

By utilizing alternative investment options available to the district and maximizing the management of idle cash, HISD could increase interest earnings by \$30,642 per year based upon current governmental pool interest rates. In addition, assuming that the district had invested the CD principal amount of \$2,050,000 in a three-month Treasury bill at 2.94 percent, the district would have earned \$15,067 in interest. This represents a difference of \$1,350 for a three-month period (\$15,067 potential interest - \$13,717 actual interest), or \$5,400 for the year. The total savings is estimated to be \$36,042 (\$5,400 + \$30,642) additional interest earned from the investment of depository funds. Conservatively, the district is estimated not to have savings until 2007-08, at which time it would only be half the \$36,042 or \$18,021, since the district's CDs have both six- and twelve-month renewal periods.

**CASH FLOW PROJECTIONS (REC. 42)**

HISD's manual process for cash flow estimation is inefficient and does not allow for the preparation and analysis of financial trend information for investment purposes.

The district left funds on deposit with its local depository that ranged from \$1.3 million to \$2.9 million for the period of July 1, 2004, through June 30, 2005, and did not take advantage of further investment opportunities.

The Business manager prepares a manual projection of anticipated receipts and disbursements on a monthly basis to identify potential inflows and outflows of district funds as illustrated in **Exhibit 6-3**. The district does not maintain this information electronically so financial trend information

**EXHIBIT 6-1  
HISD CERTIFICATE OF DEPOSIT INVESTMENTS  
JUNE 2005**

FUND	DATE OF INVESTMENT	PRINCIPAL	CERTIFICATE OF DEPOSIT INTEREST RATE	3-MONTH CERTIFICATE OF DEPOSIT INTEREST EARNINGS
Building	9/20/2003	\$350,000	2.75%	\$2,406
Building	9/9/2003	\$200,000	2.75%	\$1,375
Operating	6/8/1996	\$500,000	2.65%	\$3,312
Operating	4/26/2004	\$500,000	2.75%	\$3,437
Operating	2/16/2005	\$500,000	2.55%	\$3,187
<b>TOTAL</b>		<b>\$2,050,000</b>		<b>\$13,717</b>

ASSUMPTIONS: Interest is calculated based upon a 360 day year as follows: ((Principal x Certificate Rate)/360)x90.

SOURCE: Hearne ISD accounting records, June 2005.

**EXHIBIT 6-2  
EXCESS BANK BALANCES  
CURRENT AND POTENTIAL INTEREST EARNINGS  
2004-05**

MONTH	ENDING BALANCE	INTEREST EARNED	GOVERNMENTAL POOL RATE	POTENTIAL INTEREST EARNINGS	DIFFERENCE
July 2004	\$2,164,481	\$1,218	1.2557%	\$2,265	\$1,047
August 2004	\$1,383,442	\$1,165	1.4121%	\$1,628	\$463
September 2004	\$2,012,254	\$665	1.5424%	\$2,586	\$1,921
October 2004	\$1,705,809	\$728	1.7129%	\$2,435	\$1,707
November 2004	\$1,646,732	\$757	2.0685%	\$2,839	\$2,082
December 2004	\$1,510,364	\$773	2.0685%	\$2,603	\$1,830
January 2005	\$2,066,130	\$1,040	2.2325%	\$3,844	\$2,804
February 2005	\$2,957,907	\$1,890	2.4406%	\$6,016	\$4,126
March 2005	\$2,610,100	\$1,789	2.5708%	\$5,592	\$3,803
April 2005	\$2,304,331	\$1,379	2.7591%	\$5,298	\$3,919
May 2005	\$1,972,828	\$1,373	2.9630%	\$4,871	\$3,498
June 2005	\$1,757,807	\$1,038	3.0583%	\$4,480	\$3,442
<b>TOTAL</b>		<b>\$13,815</b>		<b>\$44,457</b>	<b>\$30,642</b>

ASSUMPTIONS: Potential interest earnings calculated based upon a 360 day year as follows: ((Ending Balance x Governmental Pool Rate)/360)x30).  
SOURCE: Hearne ISD bank statements; TexPool online Monthly Rate History for 2004 and 2005.

**EXHIBIT 6-3  
ESTIMATED CASH FLOW  
JULY 2005**

SOURCE OF FUNDS	AMOUNT
Beginning Balance	\$1,430,243
July Bills	(\$120,000)
July Payroll	(\$655,000)
State Funding	\$446,076
Taxes	\$20,000
Local Funds	\$1,500
<b>TOTAL</b>	<b>\$1,122,819</b>

SOURCE: Hearne ISD Business manager; Business Department records, July 2005.

is difficult to identify and the district can miss investment opportunities.

Districts typically use historical data such as deposits, disbursements, ledger balances, collected balances, and float, which is the time interval between the payment or deposit of a check by a depositor and its payment by the bank, to build a historical cash database used to prepare an annual cash forecast. A well-established base of financial activity predicated on historical data enables the user to better anticipate disbursements and receipts.

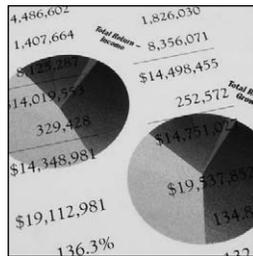
Regional Education Service Center XII (Region 12), along with the Texas Education Agency (TEA), created a cash flow worksheet that incorporates a district's payment status, anticipated state funds, tax revenues, and expenditures related to payroll, Teacher Retirement System (TRS), Internal Revenue Service (IRS), and other vendor payments. The amounts are entered and totaled by month and electronically compared to the adopted budget.

HISD should prepare an automated cash flow projection for each month and adjust the projection with actual amounts as they become available. In addition, the district should also implement a cash flow projection worksheet for the current and upcoming fiscal years. HISD should use the projections to identify potential cash shortfalls and opportunities for investment. The staff can graphically represent information contained in the worksheet so that the Business manager and others can quickly identify potential investment opportunities.

For background information on Chapter 6, Asset and Risk Management, see page 188 in the General Information section of the Appendices.

**FISCAL IMPACT**

<b>RECOMMENDATION</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>2010-11</b>	<b>TOTAL 5-YEAR (COSTS) SAVINGS</b>	<b>ONE- TIME (COSTS) SAVINGS</b>
<b>CHAPTER 6: ASSET AND RISK MANAGEMENT</b>							
41. Invest excess funds and diversify existing investments with other options allowed under Policy CDA (LOCAL).	\$0	\$18,021	\$18,021	\$36,042	\$36,042	\$126,147	\$0
42. Prepare an automated cash flow projection for each month and adjust the projection with actual amounts as they become available.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>TOTALS-CHAPTER 6</b>	<b>\$0</b>	<b>\$18,021</b>	<b>\$36,042</b>	<b>\$36,042</b>	<b>\$36,042</b>	<b>\$126,147</b>	<b>\$0</b>



# Chapter 7

## Financial Management



## CHAPTER 7. FINANCIAL MANAGEMENT

Since 1999, Hearne Independent School District (HISD) has increased its reliance on revenue from local property taxes, ranging from 28.9 percent in 2000–01 to 45.4 percent budgeted for 2004–05. State revenue accounts for 48 percent of the district’s overall budget; this revenue source has declined by 16.3 percent since 2000–01.

Average daily attendance is the primary basis for state funding; the decline in the district’s state funding is attributed to a decrease in the number of students attending HISD. Districts do not receive funding for students who reside in the district’s boundaries but choose to attend school in another district. More than 300 students transfer out of HISD each year to neighboring school districts such as Madisonville, Mumford, Milano, Cameron, Bryan, Gause, and Franklin. The loss of these students results in a significant decrease of state funding to the district (**Exhibit 7–1**).

HISD’s operating fund balance per student has decreased 9.5 percent from 2000–01 through 2003–04 as shown in **Exhibit 7–2**. The increase in fund balance in 2002–03 is the result of the outstanding maintenance tax notes used for the

renovation of the new Hearne High School. The fund balance in 2004–05 is expected to return to previous levels.

### ACCOMPLISHMENT

- HISD applied for and received \$381,379 in discretionary grants from fiscal year 2000–01 through fiscal year 2003–04.

### FINDINGS

- HISD’s tax office is an inefficient use of taxpayer resources and lacks internal accounting controls that include a lack of oversight, a failure to make timely deposits, and an inadequate separation of duties.
- HISD does not staff its Business Department with personnel with appropriate credentials, and the expertise and experience to manage the district’s business affairs.
- District stakeholders, including board members, directors, principals, and teachers, are not consulted during budget development.

#### EXHIBIT 7–1 SUMMARY OF TRANSFERS AND ESTIMATED LOSS OF STATE FUNDING FISCAL YEAR 2002–03 THROUGH 2004–05

YEAR	TRANSFERS OUT	ESTIMATED LOSS OF STATE FUNDING
2004-05	334	\$1,423,016
2003-04	346	\$1,444,711
2002-03	371	\$1,551,417

ASSUMPTIONS: Table assumes 164% weighted average daily attendance ratio and average daily attendance rate of 96%.  
SOURCE: Texas Education Agency, Enrollment Reports, and Summary of Finances, 2002-03 through 2004-05.

#### EXHIBIT 7–2 HISD OPERATING FUND BALANCE FISCAL YEAR 2000–01 THROUGH 2003–04

YEAR	ENDING FUND BALANCE	PERCENTAGE OF EXPENDITURES	AMOUNT PER STUDENT*
2003-04	\$2,339,661	23.79%	\$2,016
2002-03	\$3,913,489	42.83%	\$3,376
2001-02	\$2,796,963	34.49%	\$2,499
2000-01	\$2,587,093	33.58%	\$2,170

\*Amount per student calculated using Texas Education Agency AEIS reports, 2000-01 through 2003-04.  
SOURCE: Hearne ISD, annual financial reports, 2000-01 through 2003-04.

- HISD does not comply with the Fair Labor Standards Act.
- HISD campuses lack consistent activity fund business practices.
- HISD lacks formal procedures manuals, which are specific to the district, describing daily, weekly, monthly, and annual duties for functions in accounting, payroll, purchasing, and accounts payable.

## RECOMMENDATIONS

- **Recommendation 43: Consolidate the tax office with either the Robertson County Appraisal District or the Robertson County tax office.** Consolidating the tax collection function will save the district budget dollars and will provide more efficient and secure fiscal operations.
- **Recommendation 44: Create a Finance director position to oversee the business functions of the district including finance, purchasing, human resource services, and operational support services.** The job description for the director should require a minimum of a Bachelor's degree in accounting or finance. This credential ensures that the district employs a director with the appropriate level of expertise consistent with its unique needs.
- **Recommendation 45: Develop and implement a budget calendar which incorporates stakeholder input and evaluates existing instructional programs as well as campus and district improvement plans in anticipation of the 2006–07 budget year.** Completion dates and targets for stakeholder inputs should be assigned during the workshop process so the preliminary school district budget can be presented to the school board by August 20 and adopted no later than August 31.
- **Recommendation 46: Implement an automated electronic timekeeping system.** The system should be linked through the district's computerized network. An automated system will allow the payroll staff to verify the actual hours worked by employees and compensate them appropriately as required by the Fair Labor Standards Act.
- **Recommendation 47: Centralize the activity fund accounts into the district's accounting system and establish documented procedures for accounting**

**transactions.** In addition, the district should develop internal accounting policies that require the Business manager to regularly review deposits and trend information to ensure that deposits are made in a timely manner. Furthermore, the district should establish a practice that requires a purchase order for all purchases to ensure compliance with established policy.

- **Recommendation 48: Develop a procedures manual for the Business Department.** Copies of procedures manuals from other districts may be used as a guide in preparing procedures for the department. Trainings should be held to familiarize department employees with the new procedures. Manuals should be updated as needed but at least on an annual basis.

## DETAILED ACCOMPLISHMENT

### FEDERAL GRANTS

HISD applied for and received \$381,379 in discretionary grants from fiscal year 2000–01 through fiscal year 2003–04. Districts receive block grant funding annually through the Texas Education Agency (TEA) for at-risk, special education, and migrant students. Districts can also competitively apply for discretionary grants to address specific needs of the district. HISD participates in a number of co-operative arrangements with surrounding districts to maximize the services available to their students and limit the administrative cost to manage grant funding.

HISD receives a combination of discretionary and non-discretionary grant funding as shown in **Exhibit 7–3**.

The percentage of discretionary grants received by HISD from 2000–01 through 2003–04 is shown in **Exhibit 7–4**.

Additional discretionary grant funding provides districts with funds to address student performance in targeted areas. HISD's additional funding allows the district to provide additional programs for reading, dropout prevention, training, and technology.

## DETAILED FINDINGS

### TAX OFFICE SUPERVISION AND OVERSIGHT RESPONSIBILITY (REC. 43)

HISD's tax office is an inefficient use of taxpayer resources and lacks internal accounting controls that include a lack of oversight, a failure to make timely deposits, and an inadequate separation of duties.

**EXHIBIT 7-3**  
**HISD SCHEDULE OF FEDERAL FINANCIAL ASSISTANCE**  
**FISCAL YEAR 2000-01 THROUGH 2003-04**

GRANT	2000-01	2001-02	2002-03	2003-04
ESEA Migrant	\$10,976	\$10,542	\$15,960	\$10,151
ESEA Title I, Part A	\$495,661	\$516,063	\$559,184	\$607,898
ESEA Title I, Part B	\$ 918		\$178,088	\$200,000
ESEA Title V, Innovative Education Strategies		\$9,958	\$8,022	\$8,850
ESEA Title VI, Rural & Low Income	\$9,105		\$24,476	\$766
ESEA Title VI, Class Size Reduction	\$67,452	\$78,010		
ESEA Title III	\$3,920		\$2,678	\$6,344
ESEA Title IV	\$11,189	\$1,311	\$5,093	\$14,155
ESEA Title II, Part A			\$127,358	\$129,129
ESEA Title II, Part D		\$14,239	\$16,143	\$15,274
ESEA Federal Library Supplement	\$324	\$328		
School Repair & Renovation		\$127,776	\$18,474	
IDEA	\$243,141			
Vocational Education	\$45,435	\$47,750	\$51,072	\$49,176
Reading First*				\$13,186
National Community Service Trust*				\$15,659
21st Century*				\$111,265
Technical Preparation*			\$1,500	\$2,272
Academics 2000: Reading Improvement*	\$166,315	\$17,237		
Technology Integration*		\$2,960		
Job Training Partnership*	\$50,985			
<b>TOTAL</b>	<b>\$1,105,421</b>	<b>\$826,174</b>	<b>\$1,008,048</b>	<b>\$1,184,125</b>

\* Indicates Discretionary Grants requiring additional grant application.

SOURCE: Hearne ISD Annual Financial Statements, 2000-01 through 2003-04.

**EXHIBIT 7-4**  
**PERCENTAGE OF DISCRETIONARY GRANTS RECEIVED BY HISD**  
**FISCAL YEAR 2000-01 THROUGH 2003-04**

YEAR	NON-DISCRETIONARY BLOCK GRANTS	DISCRETIONARY GRANTS	PERCENTAGE OF DISCRETIONARY GRANTS
2003-04	\$1,041,743	\$142,382	13.7%
2002-03	\$1,006,548	\$1,500	.1%
2001-02	\$805,977	\$20,197	2.5%
2000-01	\$933,121	\$217,300	23.3%

SOURCE: Hearne ISD Annual Financial Audit Reports, 2000-01 through 2003-04.

HISD entered into an interlocal agreement in 1981 with the City of Hearne to collect the taxes for the school and city. This agreement indicates that the tax collector shall be under the administrative control of HISD and under the immediate supervision of their Business manager. The tax collector stated that problems are reported to the district

superintendent, the Business manager, or the city manager, indicating that there is no clear line of authority. A 25-year employee of the district, the tax collector receives a base salary from HISD, but has never been evaluated and is isolated from the district and city offices. The district also

pays the salary of the assistant tax collector and is reimbursed by the city for her salary.

The tax collector and assistant tax collector work in a city office building, which is located downtown, away from the other district and city offices. The HISD Business manager visits the tax office and reviews the monthly reports on a periodic basis. The district and city have a total of 6,746 and 2,606 parcels respectively.

Tax office deposits are not made in a timely manner, which exposes the combined entity to the risk of financial and interest earnings loss. The interlocal agreement between HISD and the City of Hearne stipulates that the tax collector shall distribute to the city and school all taxes collected on a weekly basis during the months of October, November, December, and January. During the remainder of the year, taxes shall be distributed on a monthly basis to each of the parties. In keeping with the terms of the agreement, the tax collector maintains checks and cash in the safe located in the tax office, pending deposit under the terms of the contract. A listing of tax deposits from October 2004 through May 2005 is shown in **Exhibit 7-5**.

**EXHIBIT 7-5  
2004-05 HISD TAX DEPOSITS  
AS OF MAY 2005**

CASH RECEIPT NUMBER	DATE	DEPOSIT AMOUNTS
57	10/19/2004	\$14,034
82	10/25/2004	\$3,284
96	11/02/2004	\$91
164	12/13/2004	\$83,335
173	12/13/2004	\$265,649
176	12/15/2004	\$72,856
212	1/22/2005	\$122,340
220	1/22/2005	\$675,633
221	1/22/2005	\$244,081
259	2/17/2005	\$392,214
260	2/17/2005	\$1,726,715
296	2/28/2005	\$23,051
GJ-88-05	3/3/2005	(\$17,319)
311	3/10/2005	\$27,308
313	3/10/2005	\$49,255
365	3/20/2005	\$19,124
409	5/11/2005	\$26,405

SOURCE: Hearne ISD financial records, October 2004 through May 2005.

As shown in **Exhibit 7-5**, the tax collector does not deposit funds on a weekly basis during October, November, December, and January, and monthly during the rest of the year, as required by the interlocal agreement. As a result, HISD has lost potential interest earnings and could be losing additional revenue from returned checks.

Tax office functions are not adequately segregated; the tax collector receives payments from patrons, remits monthly collections to the district, refunds overpayments, reconciles the tax clearing account, and prepares the monthly report. For example, in addition to deposit responsibilities, the HISD tax collector maintains a checkbook for the remittance of refunds due to value changes, duplicate payments and overpayments. Neither the school nor the city review or approve refunds prior to remittance.

The GFOA's *Code of Professional Ethics* requires finance officers to "exercise prudence and integrity in the management of funds in their custody and in all financial transactions." Prudence in the management of public funds requires that there be adequate control procedures in place to protect the district's funds and a sound framework of internal control. By allowing one individual to control the full circle of financial transactions, Hearne ISD has inadvertently exposed itself to the risk of misappropriation of collected tax funds.

Round Rock ISD collects taxes for the district, city, and local utility districts. The tax collector does not have access to the tax office clearing account to transfer or refund collected amounts as these functions are performed by the accounting office. Refunds, regardless of the amount, are reviewed by two individuals for accuracy and processed through accounts payable. Collections reflected on the monthly tax report are tied to the general ledger to ensure that the report is accurate and all funds received are properly reflected.

It is not uncommon for school districts to collect their own taxes. However, as tax collection techniques become more automated and resources more scarce, districts are seeking alternative methods, such as consolidating the collection function with other local entities to save money. Consolidating the tax collection efforts also allows the taxpayer to have one point of contact for questions and payment and can increase collection rates.

Districts have the following three options for collecting property taxes:

- The district hires a tax assessor-collector, as is the case in Hearne ISD.

- The district contracts with other entities such as the county, the county appraisal district, or other local governments.
- The district contracts with the county tax-assessor.

Robertson County Appraisal District (RCAD) and Robertson County collect taxes for Calvert ISD and the city respectively. RCAD charges Calvert ISD \$2.00 per parcel for this service while the county charges the city of Calvert \$1.95 per parcel. The RCAD provided Hearne ISD a quote of \$39,980 per year for the collection of their school taxes.

The district should consolidate the tax office with either the RCAD or the Robertson County tax office. The district should meet with the officials of both the RCAD and the county offices to determine the most cost effective means of collection, and consolidate their collection efforts. After consolidating with the selected entity, the district can close their local tax office at the end of the 2005–06 fiscal year. Consolidating the tax collection function will save the district budget dollars and will provide more efficient and secure fiscal operations. The transferring of the district’s accounts should be seamless because each collector in the county uses the same software.

If the district elects to contract with Robertson County at the cost cited in the recent quote and it eliminates the two tax office professional positions, the net savings to HISD for consolidation would be \$11,846 as shown in **Exhibit 7–6**.

**BUSINESS DEPARTMENT STAFFING (REC. 44)**

HISD does not staff its Business Department with personnel with appropriate credentials, and the expertise and experience to manage the district’s business affairs.

The Business manager and assistant Business manager are responsible for HISD’s financial activities, but the district must rely on consultants to assist in carrying out the functions of the department.

**EXHIBIT 7–6  
NET SAVINGS DUE TO TAX OFFICE CONSOLIDATION**

EXPLANATION	(COST)/SAVINGS
Tax Office Staff Salary and Benefits	\$77,687
City of Hearne Reimbursement	(\$25,861)
Tax Collection Proposal	(\$39,980)
<b>NET SAVINGS</b>	<b>\$11,846</b>

SOURCE: City of Hearne contract, Hearne ISD general ledger records, and Robertson County proposal, 2005.

The district’s previous Business manager retired in 2003. The current Business manager is a long-time employee who previously served as the assistant Business manager for the district; however, this individual lacks a broad business perspective, resulting in a current staff that is less than comparable.

As Business manager, this position is responsible for purchasing, accounts payable, investment, reconciliation, and budgeting. In addition, oversight of the tax office function is shared with the Hearne city manager. The assistant Business manager coordinates payroll and benefits and assists in the general accounting functions. The superintendent prepares and analyzes bids for services and materials, separate and apart from the Business manager.

The Business Department’s organizational structure is shown in **Exhibit 7–7**.

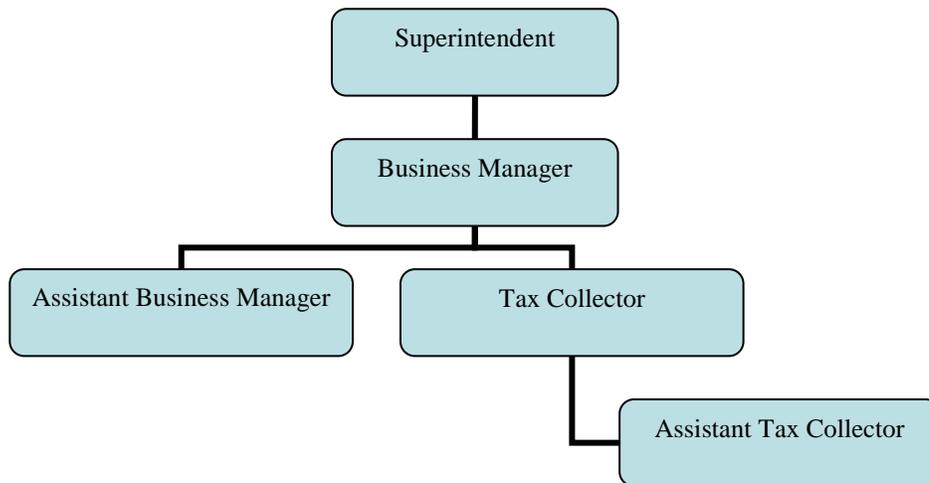
The district periodically enlists the previous Business manager on a fee for service basis for assisting the district with the budget process, revenue estimation, federal reporting, and other tasks as requested by the district in the budgeting, accounting, and purchasing processes. For the period September 2004 through December 2005, the district expended \$10,043 for these consulting services.

The district also spends \$1,200 annually to retain a state funding consultant to verify the state funds received and to estimate state funding as a part of the budget process.

HISD should create a Finance director position to oversee the business functions of the district including finance, purchasing, human resource services, and operational support services. The job description for the director should require a minimum of a Bachelor’s degree in accounting or finance. This credential ensures that the district employs a director with the appropriate level of expertise consistent with its unique needs. TEA, in conjunction with Regional Education Service Center XII (Region 12), has developed a listing of the components and competencies of school business officials. Using the TEA guidelines, the director would possess the ability to achieve the following general management benchmarks:

- Develop and implement an appropriate plan of operations for the school business program.
- Formulate an organizational structure for the management of the school business program.
- Communicate effectively.

**EXHIBIT 7-7  
HISD BUSINESS DEPARTMENT ORGANIZATIONAL CHART**



SOURCE: Hearne ISD staffing records.

- Understand the mission and goals of the school district.
- Establish and implement a system of management based on principles of team building and collaboration.
- Develop the skills necessary to negotiate contracts and conflicts.
- Use technology tools effectively.

By eliminating the Business manager position and creating a Finance director position that could provide consistent financial oversight, the district would no longer have to rely on consultants for assistance. This would result in estimated annual savings to the district, including 15 percent personnel benefits, of \$9,021 as shown in **Exhibit 7-8**.

**INVOLVEMENT IN BUDGET PROCESS (REC. 45)**

District stakeholders, including board members, directors, principals, and teachers, are not consulted during budget development.

The Business manager prepares the initial budget based upon prior year expenditure patterns and adjusts line items to reflect changes in funding. The superintendent then prepares the final budget for presentation to the school board, reducing program expenditures as necessary to fund staffing levels and salary increases. Educational programs

**EXHIBIT 7-8  
NET ANNUAL FISCAL IMPACT FOR CREATING  
A DIRECTOR OF FINANCE POSITION**

FUNCTION	(COST)/SAVINGS
Creating Finance director position (salary and benefits)	(\$60,375)
Elimination of Business manager position (salary and benefits)	\$58,153
State funding consultation services	\$1,200
Financial management consultant services	\$10,043
<b>NET SAVINGS</b>	<b>\$9,021</b>

SOURCE: Texas Association of School Boards (TASB) Salary Survey, HISD July 2005 vendor detail, and HISD 2005-06 employee salary information.

and services are not evaluated during the budget process to ensure that they are effectively meeting the needs of district students, and input is not received from the campus personnel to determine their specific program needs. In fact, 46 percent of the teachers surveyed, along with directors, campus principals, and members of the Board of Trustees, feel that they do not have input into the budget process.

Policy CE (LOCAL) requires that the budget planning process shall be an integral part of overall program planning so that the budget effectively reflects the district's programs and activities and provides the resources to implement them.

Effective budget and program management requires the budget to become an ongoing process and dialogue between the superintendent, Board of Trustees, instructional leaders, and community. The 2005–06 budget was adopted with only two preliminary budget meetings with the Board of Trustees during June and August.

Failing to include district stakeholders in the budget process can cause the district to miss budget opportunities for specific program needs.

TEA has indicated that the budgeting process should be comprised of three major phases: planning, preparation, and evaluation. Planning defines the goals and objectives of campuses and the school district and develops programs to attain those goals and objectives. Once these programs and plans are established, budgetary resources are allocated to support them.

Most importantly, the budget must be evaluated for its effectiveness in attaining goals and objectives. Evaluation typically involves an examination of: how funds were expended, what outcomes resulted from the expenditure of funds, and to what degree these outcomes achieved the objectives stated during the planning phase. This evaluation phase is important in determining the following year's budgetary allocations. Therefore, school district budget preparation becomes a continuous cycle of planning and evaluation to achieve district goals.

HISD should develop and implement a budget calendar which incorporates stakeholder input and evaluates existing instructional programs as well as campus and district improvement plans in anticipation of the 2006–07 budget year. Principals, directors, and teachers should be required to attend a series of budget workshops outlining the budgetary process and requirements from each of the stakeholders. Completion dates and targets for stakeholder inputs should be assigned during the workshop process so the preliminary school district budget can be presented to the school board by August 20 and adopted by August 31.

**FAIR LABOR STANDARDS ACT COMPLIANCE (REC. 46)**

HISD does not comply with the Fair Labor Standards Act.

Based on the analysis of the timesheets of HISD employees and interviews with the assistant Business manager at the time of the review, the review team could not confirm that employees' time is being recorded properly.

Procedures established by the Business manager require employees to record their actual hours worked on a monthly timesheet. Non-exempt employees that performed duties not associated with their primary assignment outside their regular work schedule were asked to complete another timesheet. The assistant Business manager calculated the additional hours worked and summarized the hours along with the employee's regular weekly timesheet to determine if any overtime pay was due. Non-exempt employees that coach or perform other extra-curricular duties maintain a separate timesheet until the end of their assigned duties. At the end of the period, the timesheet is forwarded to payroll where overtime is calculated.

A review of the timesheets shows that employees are completing the hours worked section of their time report based upon a work schedule rather than hours actually worked (that is timesheets reflect 8:00 a.m. until 4:00 p.m. each day). The assistant Business manager also stated that managers periodically change the hours worked on the timesheets to the scheduled time because the additional time worked was either not authorized or not in the budget.

Since the review began, the district has purchased electronic time clocks for each campus. These clocks are not linked together through the district's computer network; rather each clock's records are independently maintained at the campus site. Employees can only use the clock associated with their campus site because the clocks are not electronically linked. If they are required to perform duties at another campus, employees must continue to record their time manually which limits the benefits of automation.

The assistant Business manager receives the completed time cards prior to each pay period and summarizes the hours reported in a spreadsheet. Employees do not clock in and out for extra duty pay, such as tutoring, rather the employees clock in at the beginning of the day and out at the end of the tutoring assignment. The assistant Business manager computes the dollar amount owed for the regular job and extra duty pay based upon the employee's work schedule.

The Fair Labor Standards Act requires the district to accurately compensate non-exempt employees for the hours actually worked. Timesheets must be valid and accurate records of actual hours worked, should record the actual starting and ending time worked by employees on a daily basis, and require validation from both the supervisor and employee. Failure to accurately compensate employees can result in fines and penalties to the district.

Both Pearsall and Lovejoy ISDs have implemented automated time and attendance systems which are linked through the district's computerized network. These systems allow the district to accurately record and report all hours worked by employees.

HISD should implement an automated electronic timekeeping system. The system should be linked through the district's computerized network. An automated system will allow the payroll staff to verify the actual hours worked by employees, and compensate them appropriately as required by the Fair Labor Standards Act. New intranet based time systems continue to be developed and are more economical than earlier systems. The district can implement an electronic timekeeping system for a one-time cost of approximately \$15,000. Annual maintenance would be 12 percent of the initial cost of \$15,000, or \$1,800, beginning in 2007–08 ( $\$15,000 \times 12 \text{ percent} = \$1,800$ ).

The district should evaluate the recently purchased electronic time clocks on each campus to determine if they can be used as part of the recommended automated electronic timekeeping system.

#### **ACTIVITY FUND BUSINESS PRACTICES (REC. 47)**

HISD campuses lack consistent activity fund business practices.

HISD maintains separate, decentralized activity funds at each campus. Over the past four years, management letters to the Board of Trustees in conjunction with the annual audit have identified the following issues with regards to activity funds:

- A written procedures manual has not minimized the effect of fraudulent or inappropriate use of student-raised funds. The external auditor recommended training in proper procedures. (January 2005 and December 2003)
- Negative balances in the senior club account were offset by other activity fund balances. (November 2001)
- Purchase orders are commonly issued after the invoice date for the goods or services. (November 2001)

Policy CFD (LOCAL) requires that the superintendent or designee shall ensure that a student activities account is maintained to manage all class funds, organization funds, and any other funds collected from students for a school-related purpose. The policy further states that the principal

and sponsor shall be responsible for the proper administration of student funds in accordance with state and local law.

In HISD, adherence to established rules and guidelines has been slow to materialize. The HISD Business manager recently performed a review of activity funds. The review indicated a lack of consistent business practices among the campuses and identified the following issues:

- Requisitions are not given to principals for approval, and purchase orders are not completed before the merchandise is ordered;
- Receipts are not consistently turned in for all purchases by sponsors;
- Failure to utilize tax exempt certificates;
- Bills are not paid in a timely manner; and
- Money is not collected for fundraisers before an order is placed.

The review team also noted that HISD campuses do not practice dual control when depositing activity funds. As monies are received, the sponsor delivers funds to the campus secretary for deposit. Sponsors are not required to wait while the deposit is verified. Failure to utilize dual control exposes the district to the risk of financial loss in the event that deposits are prepared inappropriately.

Centralizing activity funds ensures that school district accounting processes, with regard to disbursements of funds and potential opportunities for bidding products and services, are identified along with adding additional deposit oversight.

Texas City ISD has centralized activity funds in an effort to streamline the activity fund process and provide oversight of activity fund transactions. Centralization has allowed the district to monitor deposits regularly and review purchases in advance to ensure compliance with the law.

HISD should centralize the activity fund accounts into the district's accounting system and establish documented procedures for accounting transactions. In addition, the district should develop internal accounting policies that require the Business manager to regularly review deposits and trend information to ensure that deposits are made in a timely manner. Furthermore, the district should establish a practice that requires a purchase order for all purchases to ensure compliance with established policy.

Centralizing the activity funds would allow the district to ensure the following:

- Improved internal control over the activity fund accounts.
- Consistency in procedures and policies related to activity funds and in the application of district policy.
- Improved cash management policies and the monthly reconciliation of campus deposits by an independent party. This will ensure that campus deposits are regularly monitored so that any instance of non-deposit can be addressed immediately.
- Inclusion of purchases in the online purchase order approval system. Requiring purchase approval online allows the campus to take advantage of any bids and receive the lowest possible price.
- Regular review of fundraising recaps to identify trends with respect to vendor and sponsor performance.
- Inclusion of activity fund disbursements in any fraud control accounts with the district's depository that will prevent the unauthorized use of funds.

#### **DOCUMENTATION OF PROCEDURES (REC. 48)**

HISD lacks formal procedures manuals, which are specific to the district, describing daily, weekly, monthly, and annual duties for functions in accounting, payroll, purchasing, and accounts payable.

Both the Business manager and the assistant Business manager are long-time employees of the district who are intimately familiar with the district's software and the accounting deadlines associated with their positions. They perform their tasks by using institutional knowledge, not documented procedures. The lack of documentation could prohibit tasks from being completed if these individuals are unavailable to perform their required job functions.

Procedures manuals are vital to the district for purposes of continuing critical functions in the event of staff absences. Written procedures also provide a basis for periodic evaluations of processes and practices for purposes of continuous improvements and improved control environments.

The Government Finance Officers Association (GFOA) recommends that every government entity document its accounting policies and procedures. The documentation should be readily available to all employees that need it. The

procedures should describe the authority and responsibility of all employees, especially those authorized to transact business for the district and those responsible for the safekeeping of assets and records. These procedures should be updated periodically according to a predetermined schedule.

In many districts, the Business manager thoroughly documents the business practices of the district in the areas of payroll, accounts payable, cash receipts, purchasing, tax collections, and reconciliation. In addition, the Business manager documents the procedures necessary at the campus level to request goods and services, prepare time sheets, conduct fund raising, and request out of district travel.

The district should develop a procedures manual for the Business Department. Copies of procedures manuals from other districts may be used as a guide in preparing procedures for the department. Trainings should be held to familiarize department employees with the new procedures. Manuals should be updated as needed but at least on an annual basis. Many procedures manuals can be found on districts' websites or at the TEA website. Establishing an electronic procedures manual on the district's website ensures that procedures are updated continually and that staff has the most accurate reflection of procedures available.

For background information on Chapter 7, Financial Management, see page 192 in the General Information section of the Appendices.

**FISCAL IMPACT**

<b>RECOMMENDATION</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>2010-11</b>	<b>TOTAL 5-YEAR (COSTS) SAVINGS</b>	<b>ONE-TIME (COSTS) SAVINGS</b>
<b>CHAPTER 7: FINANCIAL MANAGEMENT</b>							
43. Consolidate the tax office with either the Robertson County Appraisal District or the Robertson County tax office.	\$11,846	11,846	11,846	11,846	11,846	\$59,230	\$0
44. Create a Finance director position to oversee the business functions of the district including finance, purchasing, human resource services, and operational support services.	\$9,021	\$9,021	\$9,021	\$9,021	\$9,021	\$45,105	\$0
45. Develop and implement a budget calendar which incorporates stakeholder input and evaluates existing instructional programs and campus and district improvement plans in anticipation of the 2006-07 budget year.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
46. Implement an automated electronic timekeeping system.	\$0	(\$1,800)	(\$1,800)	(\$1,800)	(\$1,800)	(\$7,200)	(\$15,000)
47. Centralize the activity fund accounts into the district's accounting system and establish documented procedures for accounting transactions.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
48. Develop a procedures manual for the Business Department.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>TOTALS-CHAPTER 7</b>	<b>\$20,867</b>	<b>\$19,067</b>	<b>\$19,067</b>	<b>\$19,067</b>	<b>\$19,067</b>	<b>\$97,135</b>	<b>(\$15,000)</b>



# Chapter 8

## Purchasing



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## CHAPTER 8. PURCHASING

The purchasing function supports the financial accountability of the district. Effective purchasing processes ensure that the district purchases high-quality supplies, equipment, and services at the most competitive price, in the right quantity, from the right source, and in accordance with local and state purchasing guidelines, without sacrificing quality and timeliness.

Authorized Hearne ISD campus and department personnel enter purchase orders online in the district's financial management software. The Business manager reviews and approves purchase requisitions daily. HISD purchases materials by using bids from the Regional Education Service Center VI (Region 6) Purchasing Cooperative, State of Texas Catalog Information Services Vendor (CISV), and the Texas Association of School Boards Buy Board (TASB Buy Board). The superintendent prepares bids for goods and services not available through Region 6 or the Buy Board. HISD employs a system of just in time purchasing, and does not maintain a warehouse inventory of supplies and materials.

### FINDINGS

- HISD lacks established purchasing policies and procedures which set purchasing thresholds for documented quotes or competitive bids.
- HISD lacks proper procedures to document the development and award of bids.
- The district lacks a credit card purchasing policy and guidelines.
- HISD lacks a procedure manual with comprehensive guidelines on the management of the textbook inventory.
- HISD lacks an inventory control process to protect its inventory of state adopted textbooks.

### RECOMMENDATIONS

- **Recommendation 49: Develop written procedures and local board policy that set purchasing thresholds and ensures that the district receives the best overall value and most competitive price for goods and services.** The district should require three documented quotes for all purchases that exceed

an established threshold prior to purchase rather than automatically using a purchasing cooperative. Furthermore, the district should ensure that bids are secure for all items that could potentially exceed \$25,000 to ensure that the district receives the most competitive price and complies with Texas Education Code (TEC) 44.031.

- **Recommendation 50: Establish purchasing procedures that ensure the district follows Texas Education Code (TEC) guidelines in documenting bid requirements and vendor responses to bids and proposals.** The procedures should require clear specifications and evaluation criteria included in the published bid document and a process for thoroughly documenting vendor responses to bids. Carefully following the TEC guidelines for advertisement and documenting vendor responses will ensure the district can respond to vendors and the public in case of a challenge.
- **Recommendation 51: Implement the use of a purchasing card for key employees and specific areas of purchasing.** Prior to issuance of the card, the district should establish clear policies and procedures that identify the authorized purchasers, types of purchases, and purchasing limits specific to an employee's area of responsibility.
- **Recommendation 52: Develop and distribute a textbook procedures manual and train district staff in proper textbook accounting.** The comprehensive textbook procedures manual should include instructions for issuing textbooks to teachers and students, handling damaged and lost textbooks, monitoring textbooks at campuses, collecting student textbooks and classroom sets, and conducting an annual inventory of textbooks.
- **Recommendation 53: Develop written procedures for completing an annual inventory of textbooks and conduct an annual inventory of textbooks each summer.** A complete textbook inventory should include the number of books at the beginning of the year, the number of books lost, the number of books replaced, and the ending inventory that should be on hand.

## DETAILED FINDINGS

### PURCHASING PROCESS (REC. 49)

HISD lacks established purchasing policies and procedures which set purchasing thresholds for documented quotes or competitive bids.

HISD purchases items by using a combination of sole source procurement, cooperative purchasing, CISV, or TASB Buy Board member purchases. During 2004–05, the superintendent identified the need and prepared bids for the following items that had a cost in excess of \$25,000: fuel, roof replacement, and outsourcing of transportation, the latter of which was not awarded.

TEC 44.031 requires that all school district contracts, except contracts for the purchase of produce or vehicle fuel, valued at \$25,000 or more in the aggregate for each 12-month period shall be made by the method that provides the best value for the district, using one of the following purchase methods:

- competitive bidding;
- competitive sealed proposals;
- request for proposals, for services other than construction services;
- catalog purchase as provided by Government Code Chapter 2157, Subchapter B
- interlocal contract;
- design build contract;

- contract to construct, rehabilitate, alter, or repair that involves using a construction manager;
- job order contract for the minor construction, repair, rehabilitation, or alteration of a facility;
- reverse auction procedure as defined by Government Code 2155.062(d); and
- forming a political subdivision corporation under Local Government Code 304.001.

A review of the HISD vendor files revealed 11 vendors with aggregate purchases in excess of \$25,000 for goods and services, as shown in **Exhibit 8–1**.

Items may fluctuate in price throughout the year due to changing market conditions or the renewal of bids. TEC 44.031 requires districts to solicit bids for items that will have aggregate or cumulative purchases in excess of \$25,000. HISD does not have a process that establishes purchasing thresholds for documented quotes or competitive bids; if an item will cost over \$25,000 at the time of purchase, a bid is prepared, and otherwise, purchases are made through the cooperative. Since the district is not checking with the cooperative except on items with a cost of under \$25,000, there is no guarantee that it is receiving the most competitive price for the items purchased.

Many districts have established lower purchasing thresholds for quotes and bids than that required by the law to ensure that the district receives the best possible price while complying with the purchasing requirements. Conroe ISD requires telephone quotes for all purchases between \$2,000

### EXHIBIT 8–1 PURCHASES ABOVE \$25,000

VENDOR TYPE	AMOUNT	PROCUREMENT METHOD
Food	\$257,310	Region VI Cooperative
Technology Items	\$46,183	CISV vendor/quotes
Fuel	\$30,959	Bid
Office Copiers	\$62,731	TASB Buy Board
Furniture	\$45,145	TASB Buy Board
Construction	\$320,859	Construction Manager at Risk
Educational Materials	\$93,376	No Record of Bid/Cooperative Purchase
Vehicle Repair/Oil Changes	\$42,892	Bid for Oil/No Bid Received for Repairs
Technology Items	\$45,584	No Record of Bid/Cooperative Purchase
Educational Materials	\$31,771	Sole Source
Buses	\$61,250	TASB Buy Board

SOURCE: Hearne ISD accounting records, 2004-05.

and \$4,999 and written quotes for all purchases between \$5,000 and \$10,000, with competitive quotes for all purchases over \$10,000.

HISD should develop written procedures and local board policy that set purchasing thresholds and ensures that the district receives the best overall value and most competitive price for goods and services. The district should require three documented quotes for all purchases that exceed an established threshold prior to purchase rather than automatically using a purchasing cooperative. Furthermore, the district should ensure that bids are secure for all items that could potentially exceed \$25,000 to ensure that the district receives the most competitive price and complies with TEC 44.031.

### **BID PROCEDURES (REC. 50)**

HISD lacks proper procedures to document the development and award of bids.

For instance, HISD did not develop clear specifications for an emergency roof replacement project and did not properly document the bidder's responses in the bid file.

HISD solicited bids for the replacement of the junior high gym roof in November 2004. The local newspaper published the Notice of the bids on November 7 and 8, 2004. The district received five bids for the replacement of the gym roof. Bids were not date and time-stamped as the district received them, and bidders were not required to follow a specified format when responding to the bid request. Bidders could provide base bid responses that indicated different gauges of steel, either 24 or 26, for the roof repair project. As such, the base bids differed by as much as \$108,116. Three vendors presented alternative repair choices in addition to their base bid that provided other material options or the addition of additional items as shown in **Exhibit 8-2**.

#### **EXHIBIT 8-2 ROOF REPLACEMENT BID SUMMARY**

<b>BIDDER</b>	<b>BID AMOUNT</b>
Vendor #1	\$33,547 base bid/\$3,390 alternate #1/\$2,015 alternate #2
Vendor #2	\$31,250
Vendor #3	\$55,500 base bid/\$52,800 alternate #1, \$71,200 alternate #2/\$39,100 alternate #3
Vendor #4	\$139,366 base bid/\$6,986 alternate
Vendor #5	\$58,800

SOURCE: Hearne ISD vendor responses.

HISD did not award the roof repair bid to the lowest bidder, and documentation did not exist in the files indicating the reason for rejecting the lowest bidder. In a letter dated December 13, 2005 from the district's architect, the architect describes the two roofing methods proposed by the two lowest bidders. The lowest bidder was proposing to use a faceted roof system as opposed to the continuous model proposed by the successful bidder. Had the district prepared the bid for roof installation that used the architectural specifications clearly in the bid document, the district in all likelihood would have received comparable responses from all bidders.

Failing to appropriately document bid purchases exposes the district to challenges by vendors who were not awarded the project.

TEC 44.031 specifically requires that the district consider the following items when awarding a bid:

- purchase price;
- reputation of the vendor and of the vendor's goods or services;
- quality of the vendor's goods or services;
- extent to which the goods or services meet the district's needs;
- the vendor's past relationship with the district;
- the impact on the ability of the district to comply with laws and rules relating to historically underutilized businesses;
- total long-term cost to the district to acquire the vendor's goods or services; and
- any other relevant factor specifically listed in the request for bids or proposals.

HISD should establish purchasing procedures that ensure the district follows TEC guidelines in documenting bid requirements and vendor responses to bids and proposals. The procedures should require clear specifications and evaluation criteria included in the published bid document and a process for thoroughly documenting vendor responses to bids. Carefully following the TEC guidelines for advertisement and documenting vendor responses will ensure that the district can respond to vendors and the public in case of a challenge.

Procurement bids create legal, binding obligations for the district. The district must appropriately specify the project before placing it out for bid, and develop a bid form that accurately reflects the district's requirements. When receiving bids, all responses should be date and time stamped immediately upon receipt. The evaluator should thoroughly document the evaluation process so that an independent third party can easily arrive at the same purchasing decision as the evaluator. This documentation will help avoid potential challenges by other participating vendors.

### **CREDIT CARDS (REC. 51)**

The district lacks a credit card purchasing policy and guidelines.

Hearne ISD has two general district credit cards it issues. The superintendent uses a specific general credit card, and multiple employees use the second general card. Typical uses of the second card include travel reservations, registrations, use by student activity sponsors, and supplies as the need arises. Separate store account cards also exist for fuel and supply purchases as shown in **Exhibit 8-3**.

#### **EXHIBIT 8-3 CREDIT CARD PURCHASES JULY 2004-JULY 2005**

<b>TYPE</b>	<b>AMOUNT</b>
General Merchant Card	\$20,251
Gasoline Card	\$36,112
Store Card	\$11,417

SOURCE: Hearne ISD records.

HISD has no credit card purchasing policies and guidelines in place, therefore employees are not trained in purchasing policies prior to checking out a credit card, nor is a preset spending limit established. This lack of training and controls exposes the district to risk if a card is lost or used inappropriately. Individual credit cards would carry individual credit limits tied to the individual's budget authority. HISD has only one general card, so spending limits are not set for individual employees, and the district must rely on an employee's good judgment and knowledge of budget availability when making purchases.

A 2002 article citing Government Accountability Office (GAO) review of purchasing cards used by various branches of the government identified several best practices to limit the opportunity for fraudulent use including establishing spending limits commensurate with the individual's position,

mandatory purchase training, and approval and oversight of transactions.

Lamar CISD implemented a purchasing card program for making small purchases through the general fund. The program allows employees to purchase supplies and materials from discount retailers and grocers who no longer accept open purchase orders, register online for conferences, process subscription renewals, and handle other small dollar transactions.

HISD should implement the use of a purchasing card for key employees and specific areas of purchasing. Prior to issuance of the card, the district should establish clear policies and procedures that identify the authorized purchasers, types of purchases, and purchasing limits specific to the employee's area of responsibility.

Employees can also use the purchasing card for buying goods and services from identified merchants via the internet as well as purchases for fuel, miscellaneous supplies and materials, and travel expenses within limits established by the district. The purchasing card will allow the district to consolidate purchases of fuel and miscellaneous supplies and materials onto one account, which will allow the district to ensure expenditures are made within established budgets.

### **WRITTEN GUIDELINES FOR TEXTBOOKS (REC. 52)**

HISD lacks a procedure manual with comprehensive guidelines on the management of the textbook inventory.

The district is responsible for over 8,000 books, and has no written guidelines to follow regarding their management. Written procedures are critical for ensuring that HISD's schools follow state and local policies and procedures for the safeguarding of district resources. TEC 33.104 includes rules for the requisition, distribution, and management of the inventory of textbooks.

The textbook coordinator is a former employee that contracts with the district to handle textbook duties in addition to managing the Carl Perkins grant application. The textbook coordinator oversees HISD's textbook adoption and inventory process and is therefore responsible for the adoption, ordering, and receipt of textbooks. Each principal is the campus textbook custodian and is responsible for textbook inventory at their campus. The textbook coordinator orders through the Texas Education Agency (TEA) ordering system, EMAT, based on enrollment numbers from PEIMS and from the high school registrar. The district receives large orders in the cafeteria and the textbook coordinator is

responsible for checking the books and sending them to the correct schools.

The textbook adoption committee for 2004–05, which the board approved in October 2004, involved 15 staff members with the textbook coordinator serving as the committee chair. Based on committee recommendations, the board approved the adoption of the new textbooks in January 2005.

Each HISD school is responsible for establishing its procedures for checking books in and out to students, establishing charges for lost or damaged books, and conducting an annual inventory. When ordering replacement or additional books, teachers tell principals and the principals tell the textbook coordinator; the district does not have a standard format for ordering books. HISD does not have a manual containing procedures for activities such as the receipt, issue, and inventory of textbooks, the collection of money from students for lost textbooks, and the storage of unassigned textbooks. Therefore, principals, teachers, and other staff must rely on memos, personal conversations, or emails to learn textbook-related procedures. In the high school student handbook, there is one paragraph to parents and students on textbooks. The handbook explains that:

- textbooks are free to students;
- must be covered and treated with care;
- damages must be reported to teachers; and
- failure to return a book results in the student losing the right to free textbooks until the book is returned or paid for by the parent.

Without a procedures manual for the management of textbooks, each school is responsible for determining the procedures they follow. There is no manual to train teachers or other staff on textbook inventory management. HISD has established no standard for charging students for lost or damaged textbooks; therefore, each school could charge students differently. Teachers have no district guidelines to follow that would ensure the safeguarding of the textbook inventory at each campus. This lack of guidelines limits the ability of the district to follow state and local policies and procedures for the safeguarding of district resources.

The textbook coordinator in Kennedy ISD developed a textbook manual that provides detailed guidance on how to manage the district's textbook needs. The manual also allows the district to comply with applicable textbook rules and regulations. It allows anyone to find answers to questions in

one easy-to-locate place. The folder contains the following information:

- all correspondence from the 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.

HISD should develop and distribute a textbook procedures manual and train district staff in proper textbook accounting. The comprehensive textbook procedures manual should include instructions for issuing textbooks to teachers and students, handling damaged and lost textbooks, monitoring textbooks at campuses, collecting student textbooks and classroom sets, and conducting an annual inventory of textbooks.

The textbook coordinator should develop a draft procedures manual and include state and local policies. By requesting copies of procedures manuals from other districts, the coordinator can use this material as a starting point. School personnel involved in the textbook selection, distribution, and inventory processes, should review the draft manual. After receiving input from school personnel and editing the manual to include the staff input, the textbook coordinator should submit the manual to the superintendent for review and approval. The superintendent should distribute the manual and the textbook coordinator should train school personnel on the textbook procedures included in the manual. The district should review and update the manual annually.

#### **INVENTORY CONTROL OF TEXTBOOKS (REC. 53)**

HISD lacks an inventory control process to protect its inventory of state adopted textbooks.

**Exhibit 8–4** shows HISD's textbook inventory for 2003–04 through 2005–06. The total textbook inventory for 2005–06 is valued at over \$414,000 and includes over 8,000 books.

The TEA reports showing the numbers of books that the district received from the state were the only reports given to the review team. There were no reports comparing the

**EXHIBIT 8-4**  
**HISD VALUE OF TEXTBOOK INVENTORY**  
**2003-04 THROUGH 2005-06**

YEAR	NUMBER OF TEXTBOOKS	VALUE OF TEXTBOOKS
2003-04	8,800	\$397,693
2004-05	8,816	\$402,248
2005-06	8,148	\$414,127

SOURCE: Hearne ISD textbook coordinator and Texas Education Agency reports, October 2005.

number of books on the TEA report to a physical inventory count completed by the district for each campus. The textbook coordinator sends a copy of the TEA inventory report to schools in August, January, and April of each year. The coordinator did not know if each campus performs a physical inventory, as the schools are not required to submit any inventory counts to the coordinator. The coordinator told the review team that the district completed a physical inventory three years ago, but there has been no textbook audit since then. The high school textbook custodian and the district coordinator did complete an audit of the high school after a flood during the 2002-03 school year to determine the number of books that were lost in the flood. The textbook coordinator reported that the district lost \$7,821 in textbooks because of flood damage. According to the textbook coordinator, there has been no shortage of textbooks for students. HISD collected \$127 for lost textbooks or fines at Hearne Junior High in 2004-05. The district reported no losses at either the Eastside or Blackshear campuses; and there was no information available for the high school campus.

HISD could not provide the review team the quantity of books the district has in physical inventory compared to the TEA inventory of books the district should have on hand. The district has not completed an inventory since 2001-02, and HISD has not paid TEA for lost books during that time. TEA holds districts responsible for all textbooks sent to the district and on the TEA inventory list. The lack of a textbook inventory control process may lead to losses of textbooks and the district could owe TEA a substantial payment for reimbursement of lost books.

Textbooks are the property of the state of Texas as long as they remain in adoption by the state, and districts are responsible to the state for lost textbooks. The TEC, Chapter 31, and 19 Texas Administrative Code (TAC), Chapter 66, provide the rules by which the state adopts and distributes textbooks. TAC Section 66.107 states that each school district

shall conduct an annual physical inventory of all currently adopted instructional materials that districts have requisitioned and that the state has delivered to districts. The district shall record the results of the inventory in the district's files.

Wimberly ISD principals assign each teacher a specific number of textbooks and have the teacher sign for them at the beginning of the year. At the end of the year, the teacher returns the textbooks to the principals, who compare the number of returned books to the beginning of the year assignments. Procedures also require teachers to perform textbook verifications at least once each six weeks.

HISD should develop written procedures for completing an annual inventory of textbooks and conduct an annual inventory of textbooks each summer. A complete textbook inventory should include the number of books at the beginning of the year, the number of books lost, the number of books replaced, and the ending inventory that should be on hand. Staff should be required to do a physical count of textbooks and they should annually compare this count with the ending inventory on the textbook report. A process should also be in place to investigate any differences in the textbook inventory balances.

The textbook coordinator should require at a minimum an annual physical count for each campus of their textbooks as compared to the number of books on the TEA report. Each school should complete a variance report that compares the numbers from the physical count to the TEA report, and the textbook coordinator should calculate the value of the variance and submit a variance report annually to the superintendent. The district should replace lost books as needed.

For background information on Chapter 8, Purchasing, see page 195 in the General Information section of the Appendices.

**FISCAL IMPACT**

<b>RECOMMENDATION</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>2010-11</b>	<b>TOTAL 5-YEAR (COSTS) SAVINGS</b>	<b>ONE-TIME (COSTS) SAVINGS</b>
<b>CHAPTER 8: PURCHASING</b>							
49. Develop written procedures and local board policy that set purchasing thresholds and ensures that the district receives the best overall value and most competitive price for goods and services.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
50. Establish purchasing procedures that ensure the district follows TEC guidelines in documenting bid requirements and vendor responses to bids and proposals.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
51. Implement the use of a purchasing card for key employees and specific areas of purchasing.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
52. Develop and distribute a textbook procedures manual and train district staff in proper textbook accounting.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
53. Develop written procedures for completing an annual inventory of textbooks and conduct an annual inventory of textbooks each summer.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>TOTALS-CHAPTER 8</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>





# Chapter 9

## Food Services

Hearne Independent School District



## CHAPTER 9. FOOD SERVICES

Hearne Independent School District (HISD) participates in the National School Lunch Program (NSLP) and the School Breakfast Program (SBP). Districts that participate in the NSLP and SBP must serve students meals that meet federal guidelines for nutritional value and offer free or reduced-price meals to eligible students. When districts participate in the NSLP and SBP, they receive cash subsidies and donated commodities from the United States Department of Agriculture (USDA) for each eligible meal served at schools.

The HISD Food Services Department served 87,967 breakfasts and 195,210 lunches and snacks during 2004–05. All HISD schools have cafeterias that prepare food for breakfast and lunch.

Meal participation rates are the number of students eating a meal at school compared to the average daily attendance. In May 2005, HISD's breakfast participation rate was 35.8 percent, and its lunch participation rate was 68.3 percent. Approximately 92 percent of HISD's students were economically disadvantaged in May 2005, qualifying them for free or reduced-price school meals.

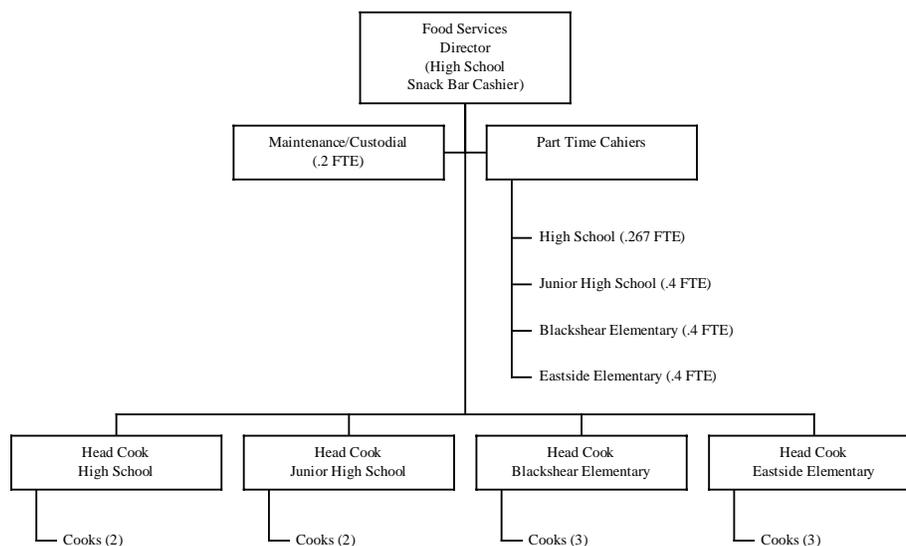
The district's audited financial statements report that in 2003–04, HISD Food Services revenues were \$503,317, and expenses were \$627,702. Of the total 2003–04 revenues, federal reimbursements were 92.6 percent, state reimbursements were 1 percent, and local sales were 6.4 percent.

HISD's Food Services Department has 15 full-time employees, including a director, four head cooks, and ten cafeteria workers as shown in **Exhibit 9–1**. HISD Food Services also employs four part-time cashiers and a part-time maintenance worker, totaling 1.67 FTE's. The director of Food Services has been managing the department since March 2004.

### ACCOMPLISHMENTS

- The HISD director of Food Services has improved meal participation in the program by emphasizing food quality and increasing menu choices.
- HISD is planning changes in school kitchen configurations designed to eliminate financial operating deficits due to the passage of the recent bond referendum.

**EXHIBIT 9–1**  
**HISD FOOD SERVICES DEPARTMENT ORGANIZATION**  
**2005–06**



SOURCE: Hearne ISD director of Food Services, September 2005.

## FINDINGS

- HISD does not use financial management tools to make decisions in managing the financial operations of the Food Services Department.
- HISD's Food Services Department does not use staffing formulas to determine the number of food services personnel at each campus cafeteria.
- HISD's free meal policy for staff members creates a large financial burden on the Food Services program by increasing subsidy funding from general operating funds.
- The Food Services Department lacks a written procedures manual that directly relates to the operations, practices, and procedures of the Food Services program.

## RECOMMENDATIONS

- **Recommendation 54: Implement the use of financial management tools to assist in managing the Food Services Department on a daily, weekly, and monthly basis.** The director of Food Services and the Business Department should work together to assess the tools available within the district's point of sale (POS) system to determine if the system is being used to its fullest capabilities, and ensure that all necessary operational data is input into the system for use in producing reports on the financial operations of the department. The use of financial management tools on a regular basis will assist in making the Food Services program less costly for the district.
- **Recommendation 55: Apply industry standards to Food Services Department staffing.** The district should use the food service industry established standards for meals per labor hour (MPLH) to determine productivity and develop staffing formulas for each campus cafeteria. In fall 2008, the new junior high and elementary campuses will both be open. The district should then re-evaluate MPLH, as the number of campus cafeterias will have decreased from four to two, and there may be opportunities to reduce costs.
- **Recommendation 56: Discontinue the free meal policy for staff members.** Eliminating free staff meals will save the district annually in food and additional labor costs.

- **Recommendation 57: Develop a procedures manual for the Food Services Department.** A comprehensive written procedures guide will ensure activities in the cafeterias are consistent and efficient. The director of Food Services should develop the manual and program staff should review it at least annually.

## DETAILED ACCOMPLISHMENTS

### MEAL PARTICIPATION

The Hearne ISD director of Food Services has improved meal participation in the program by emphasizing food quality and increasing menu choices.

According to the director of Food Services, several conditions affecting meal participation existed when the director started in this position in March 2004, including:

- The quality of food served needed improvement;
- HISD could not increase meal prices enough from a practical perspective to offset high food and personnel costs and make the program profitable; and
- The efficiency of HISD cafeterias needed improvement, especially at the Eastside campus.

The director met with the head cooks and discussed ways of improving the quality of food served. The staff concluded that the use of more spices and flavorings would help to vary the menus rather than serving the same thing week after week. To help increase meal participation, the director began adding foods to the menus that were not previously served, such as fajitas and non-processed chicken strips.

Also, the director implemented a self-serve salad bar at the high school and junior high school campuses with a wide variety of items for teachers and students. A baked potato bar for teachers and students was also added at these campuses two days a week in 2005–06.

The number of meals served for breakfast and lunch in HISD has increased 15.4 percent since 2002–03 (**Exhibit 9–2**). Federal and state meal reimbursements have also increased by 16.3 percent during this same period.

In comparison to state totals, HISD has a higher participation rate than the state in all measured areas of their food program (**Exhibit 9–3**). The district's participation data is for a three-year period which ended May 2005, while the state data is for the 2003–04 school year, the latest data available.

**EXHIBIT 9-2  
HISD INCREASE IN MEALS SERVED BY TYPE  
2002-03 THROUGH 2004-05**

MEAL TYPE	2002-03	2003-04	2004-05	PERCENTAGE INCREASE
Breakfast	80,019	82,867	87,967	9.9%
Lunch	165,474	186,984	195,210	18.0%
<b>TOTAL MEALS</b>	<b>245,493</b>	<b>269,851</b>	<b>283,177</b>	<b>15.4%</b>
Federal and state meal reimbursements	\$396,414	\$445,240	\$461,029	16.3%

SOURCE: Hearne ISD director of Food Services, audited financial reports for 2002-03 and 2003-04, and Hearne ISD Business manager for 2004-05 financial data, September 2005.

**EXHIBIT 9-3  
COMPARISON OF HISD AND STATE AVERAGE DAILY PARTICIPATION RATES  
2002-03 THROUGH 2004-05**

DESCRIPTION	AVERAGE DAILY ATTENDANCE (ADA)	AVERAGE DAILY PARTICIPATION (ADP)	ADP AS A PERCENTAGE OF ADA
<b>HISD - LUNCH</b>	<b>1,230</b>	<b>848</b>	<b>68.9%</b>
State - Lunch	4,156,321	2,552,833	61.4%
<b>HISD - SNACKS</b>	<b>1,230</b>	<b>154</b>	<b>12.5%</b>
State - Snacks	1,687,523	134,687	8.0%
<b>HISD - BREAKFASTS</b>	<b>1,230</b>	<b>409</b>	<b>33.3%</b>
State - Breakfasts	4,095,300	1,113,610	27.2%
<b>HISD - SEVERE NEED BREAKFASTS</b>	<b>1,230</b>	<b>388</b>	<b>31.5%</b>
State - Severe need breakfasts	2,998,895	811,932	27.1%

SOURCE: Texas Department of Agriculture, Child Nutrition Programs District profile, 2002-03 through 2004-05, and state data from Texas Department of Agriculture web site for 2003-04.

**SCHOOL KITCHEN CONFIGURATION CHANGES**

HISD is planning changes in school kitchen configurations designed to eliminate financial operating deficits due to the passage of the recent bond referendum.

The district's kitchen configuration plan calls for reducing the number of kitchens from four to two; HISD will make these changes along with construction of the new junior high school and elementary campuses. The planned changes call for one kitchen to serve the high school and junior high school and one kitchen to serve the new elementary school. Estimated savings from the new kitchen configuration is \$79,500 annually (Exhibit 9-4). Of this estimated savings, \$49,500 is for recurring operating costs of the program.

**DETAILED FINDINGS**

**FINANCIAL MANAGEMENT TOOLS (REC. 54)**

HISD does not use financial management tools to make decisions in managing the financial operations of the Food Services Department.

**EXHIBIT 9-4  
SAVINGS FOR CONSOLIDATION OF HISD KITCHENS  
UNDER NEW BOND REFERENDUM  
OCTOBER 2005**

COSTS	2005-06 BUDGET	2007-08 BUDGET	SAVINGS
Payroll	\$237,000	\$198,500	\$38,500
Professional services	13,000	12,000	1,000
Supplies & materials	320,000	310,000	10,000
Other operating	15,000	15,000	0
<b>SUB-TOTAL ROUTINE OPERATING</b>	<b>\$585,000</b>	<b>\$535,500</b>	<b>\$49,500</b>
Capital outlay	50,000	20,000	30,000
<b>TOTAL</b>	<b>\$635,000</b>	<b>\$555,500</b>	<b>\$79,500</b>

SOURCE: Hearne ISD superintendent, October 2005.

From 2001–02 to 2004–05, HISD lost \$495,901 in its food services operation (**Exhibit 9–5**). The deficit has been subsidized with funds from the district’s general fund, which has reduced the amount of funds available for other programs, such as instructional programs targeted to address gaps in student achievement.

**EXHIBIT 9–5  
HISD FOOD SERVICES  
OPERATIONS INFORMATION  
2001–02 THROUGH 2004–05**

FISCAL YEAR	FINANCIAL LOSS
2004-05	\$146,411
2003-04	124,385
2002-03	113,267
2001-02	111,838
<b>TOTAL</b>	<b>\$495,901</b>

SOURCE: Annual audited Texas Education Agency financial and compliance reports 2001-02 through 2003-04 and Business manager for 2004-05, September 2005.

To address the consistent deficit financial performance of the Food Services program, HISD hired a new director of Food Services in 2004. Additionally, in summer 2005, the district considered outsourcing the operation with a food services contract provider, but did not choose this option for the 2005–06 school year.

According to the superintendent and director of Food Services, some of the factors contributing to the poor financial performance of the department include:

- high percentage of free and reduced-price meals being served resulting in a low local funding component;
- existence of four separate kitchen locations for a small student population at each campus and in total for the district;
- free meal policy for district staff; and
- lack of meal equivalents for federal reimbursement on snack bar items.

At the time of the director’s hiring, the director noted the following issues that were affecting operating costs:

- morale and attitude of Food Services personnel;
- high food costs;
- high personnel costs;

- the need for improvements in the efficiency of the cafeterias, especially at the Eastside campus; and
- the need for improving the point of sale (POS) system and data collection and accountability issues of the cashiers.

According to the director, with changes in personnel and the addition of some new equipment, staff morale improved.

The head cooks at each school currently order their own groceries, which vendors deliver to each kitchen location. According to the director, this practice helps cut food costs by having each head cook determine exactly what supplies and groceries are needed before ordering. Prior to this method of procurement, HISD had a central warehouse and stockpiled food and supply items unnecessarily.

With this change, HISD has freed up a full-time delivery position for use in other operational areas.

HISD acquired a large freezer and cold storage unit from a local business that moved locations. This acquisition increased HISD’s capacity to store USDA commodities to assist in reducing overall food costs. HISD houses the large freezer and cold storage unit in the old high school cafeteria.

Other changes made by the new director designed to assist in reducing deficits included implementing ID cards at Eastside to speed up the serving process, encouraging the use of portion cups instead of serving each item separately, and instructing the staff to do more batch cooking. To create a more positive opinion of the cafeteria, the director spent time encouraging the staff to have a positive attitude toward the students, teachers, administrators, and parents.

The director also upgraded the POS system, adding a free and reduced module that has assisted in improving data accuracy, which had been questionable under the older system. The POS system has the capability of tracking meals per labor hour (MPLH), which is the food service industry’s standard for determining productivity, on a daily, weekly, and monthly basis for use in managing the Food Services operations. However, the director has not taken steps to ensure that required data for these calculations is included in the POS system. HISD’s business office handles all financial activities of the program, with no input from or collaboration with the director of Food Services.

Even with all of the changes already made, the Food Services Department continues to operate at a loss.

HISD does not use financial management tools to make decisions in managing the financial operations of the Food Services Department. The director of Food Services does not use tools such as menu cost reports and monthly financial reports to monitor the program’s financial performance.

The lack of use of financial management tools to make decisions in managing the Food Services program has contributed to the program’s poor performance in recent years. The use of these tools assists directors of Food Services programs by making them consistently

knowledgeable about financial information of the Food Services program.

The Bastrop ISD director of Food Services uses a number of financial management tools that have assisted in successful Food Services program operations. **Exhibit 9–6** shows the financial management tools used by the district and their frequency of use.

HISD should implement the use of financial management tools to assist in managing the Food Services Department on

**EXHIBIT 9–6  
FINANCIAL MANAGEMENT TOOLS USED BY BASTROP ISD**

REPORT/DESCRIPTION	USES	FOOD SERVICES PROGRAM GENERATION FREQUENCY
Budget: Illustrates a plan for financial management according to each account.	<ul style="list-style-type: none"> <li>Informed decisions and financial forecasts for the next year by using historical, economic, and demographic data, projected enrollment menu changes and changes in operational procedures.</li> <li>Forecast of financial performance for the next year.</li> <li>Comparisons between actual and forecasted performance.</li> </ul>	Annual with monthly monitoring
Costing Food & Service	<ul style="list-style-type: none"> <li>Informed decision-making regarding purchases and the continuation of products and services.</li> </ul>	Daily
Revenue Received from Lunch and Breakfast	<ul style="list-style-type: none"> <li>Identification of major sources of revenue such as free, reduced-price, paid, a la carte or other.</li> </ul>	Daily
Balance Sheet: Illustrates the financial position of the account at a point in time.	<ul style="list-style-type: none"> <li>Comparison of current balances with balances at the end of the month of the prior year.</li> </ul>	Monthly
Profit & Loss Statement	<ul style="list-style-type: none"> <li>Identification and analysis of increases or decreases in participation or expenses.</li> <li>Identification of schools making a profit or experiencing a loss.</li> <li>Allows administrators to determine where key issues/problems exist.</li> </ul>	Weekly or monthly
Statement of Changes: Show changes in working capital from year to year.	<ul style="list-style-type: none"> <li>Monitoring of net increases in working capital.</li> </ul>	Annually
Key Operating Percentages: Trends of expenditures and revenues over time	<ul style="list-style-type: none"> <li>Allows management and staff to monitor expenditures over time including:                             <ul style="list-style-type: none"> <li>Food cost %</li> <li>Labor cost %</li> <li>Other cost %</li> <li>Break-even point</li> <li>Inventory turnover</li> <li>Participation rates</li> <li>Average daily labor costs</li> <li>Average hourly labor costs</li> </ul> </li> </ul>	Weekly or monthly

SOURCE: Bastrop ISD School Review, August 2000.

a daily, weekly, and monthly basis. The director of Food Services and the Business Department should work together to assess the tools available within the district’s POS system to determine if the system is being used to its fullest capabilities, and ensure that all necessary operational data is input into the system for use in producing reports on the financial operations of the department. The use of financial management tools on a regular basis will assist in making the Food Services program less costly for the district.

**FOOD SERVICE OPERATIONS COSTS (REC. 55)**

HISD’s Food Services Department does not use staffing formulas to determine the number of food services personnel at each campus cafeteria.

In March 2004, HISD staffed the district’s Food Services Department as follows:

- four cooks each at the Eastside and Blackshear elementary campuses;
- three cooks at the Junior High School and four full-time cooks at the High School;
- a full-time cashier/clerical position responsible for menus, ordering, production records, and recipes;
- a secretary responsible for food service, transportation, and maintenance; and
- at each campus, the head cook also served as cashier.

The director of Food Services attempted to reduce operating costs in summer 2004 by reducing staff, redefining responsibilities of existing positions, and introducing new methods of operation.

Four cooks retired and one resigned due to health reasons. The director then hired two of the retirees to work part-time and did not replace the cook that resigned. The director eliminated a cashier/cook and a secretary position. After the reassignments, the staffing changes left four full-time cooks at both Eastside and Blackshear, which the director further reduced in 2005–06 to four full-time cooks at Eastside and three full-time cooks and one part-time cook at Blackshear. Two full-time cooks and one part-time cook are at both the junior high and high schools. Although the director used no staffing formulas, the director knew that personnel costs needed to be reduced to make the program more profitable.

The food service industry has standards for determining both productivity and required staffing levels, known as meals per labor hour (MPLH). MPLH is calculated by

dividing the number of meals served by the total number of hours worked over a given time period. **Exhibit 9–7** shows the recommended calculations for meal equivalents.

**EXHIBIT 9–7  
FORMULA FOR CALCULATING MEAL EQUIVALENTS**

MEAL	EQUIVALENT
Lunch meal equivalents	Number of lunches served
Breakfast meal equivalents	Number of breakfast meals divided by 2
A la carte meal equivalents	A la Carte Sales divided by free lunch reimbursement plus the commodity value of the meal.

SOURCE: “Managing Child Nutrition Programs,” Josephine M. Martin and Martha T. Conklin, 1998.

Food service industry established standards for MPLH include different amounts based on the number of meal and meal equivalents served (**Exhibit 9–8**). The more meals served, the higher the MPLH. Reducing labor costs can also increase MPLH.

Under industry standard MPLH calculations, HISD has campuses that are not efficiently staffed. MPLH for the two elementary schools indicate a slight understaffing, while the secondary schools show to be slightly overstaffed (**Exhibit 9–9**). The director of Food Services does not use the industry

**EXHIBIT 9–8  
MINIMUM STAFFING GUIDELINES  
FOR ON-SITE MEAL PRODUCTION**

NUMBER OF MEALS AND MEAL EQUIVALENTS	MINIMUM RECOMMENDED MEALS PER LABOR HOUR (MPLH)
Up to 100	8
101 to 150	9
151 to 200	10-11
201 to 250	12
251 to 300	13
301 to 400	14
401 to 500	14
501 to 600	15
601 to 700	16
701 to 800	17
801 to 900	18
901+	19

SOURCE: “Managing Child Nutrition Programs,” Josephine M. Martin and Martha T. Conklin, 1998.

**EXHIBIT 9-9  
HISD FOOD SERVICES, MPLH, AND STAFFING LEVELS  
2004-05**

SCHOOL	AVERAGE DAILY MEAL EQUIVALENTS	DAILY LABOR HOURS	ACTUAL MPLH	MINIMUM MPLH STANDARD	REC. LABOR HOURS	DAILY DIFFERENCE	STAFF VARIANCE + OR (-)
High School	243	24	10	12	20	4	0.5
Junior High School	207	23	9	12	17	6	0.7
Blackshear Elementary	572	31	18	15	38	(7)	(0.9)
Eastside Elementary	570	34	17	15	38	(4)	(0.5)
<b>TOTAL</b>	<b>1,592</b>	<b>112</b>					

SOURCE: Hearne ISD director of Food Services; Texas Department of Agriculture and United States Department of Agriculture (USDA) program reports for 2005.

standard MPLH for determining productivity and allocating food services personnel to campus cafeterias.

Under industry standard MPLH calculations, HISD has campuses that either serve more than enough meals or not enough meals based on current staffing. The two elementary schools are serving more than enough daily meals, while the secondary schools are serving fewer than enough daily meals based on MPLH standards (**Exhibit 9-10**).

HISD should apply industry standards to Food Services Department staffing. The district should use the food service industry established standards for MPLH to determine productivity and develop staffing formulas for each campus cafeteria.

In fall 2008, the new junior high and elementary campuses will both be open. The district should then re-evaluate MPLH, as the number of campus cafeterias will have

decreased from four to two, and there may be opportunities to reduce costs.

**EMPLOYEE FREE MEAL POLICY (REC. 56)**

HISD's free meal policy for staff members creates a large financial burden on the Food Services program by increasing subsidy funding from general operating funds.

HISD pays for breakfasts and lunches for all employees. From 2002-03 through 2004-05, HISD served 106,844 free meals to employees at a cost to the district of \$225,981 (**Exhibit 9-11**).

For 2004-05, the district served 32,209 free employee meals. **Exhibit 9-12** shows the number of staff meals served by school.

The district's policy of providing free meals for all employees has been in place for many years. The Board of Trustees

**EXHIBIT 9-10  
HISD FOOD SERVICES, MPLH, AND MEALS SERVED  
2004-05**

SCHOOL	AVERAGE DAILY MEAL EQUIVALENTS	DAILY LABOR HOURS	ACTUAL MPLH	MINIMUM MPLH STANDARD	RECOMMENDED DAILY MEAL EQUIVALENTS	DAILY MEAL EQUIVALENT VARIANCE + OR (-)
High School	243	24	10	12	288	(45)
Junior High School	207	23	9	12	276	(69)
Blackshear Elementary	572	31	18	15	465	107
Eastside Elementary	570	34	17	15	510	60
<b>TOTAL</b>	<b>1,592</b>	<b>112</b>				

SOURCE: Hearne ISD director of Food Services; Texas Department of Agriculture and USDA program reports for 2005.

**EXHIBIT 9-11  
HISD FREE STAFF MEALS AND COSTS  
2002-03 THROUGH 2004-05**

FISCAL YEAR	MEAL TYPE	NUMBER OF MEALS	PER MEAL PRICE	TOTAL PRICE
2004-05	Breakfast	10,036	\$1.50	\$15,054
2004-05	Lunch	22,173	\$2.50	55,433
<b>SUB-TOTAL</b>		<b>32,209</b>		<b>\$70,487</b>
2003-04	Breakfast	10,896	\$1.50	16,344
2003-04	Lunch	26,644	\$2.50	66,610
<b>SUB-TOTAL</b>		<b>37,540</b>		<b>\$82,954</b>
2002-03	Breakfast	10,924	\$1.25	13,655
2002-03	Lunch	26,171	\$2.25	58,885
<b>SUB-TOTAL</b>		<b>37,095</b>		<b>\$72,540</b>
<b>GRAND TOTAL</b>		<b>106,844</b>		<b>\$225,981</b>

SOURCE: Hearne ISD Business manager, September 2005.

**EXHIBIT 9-12  
HISD FREE STAFF MEALS BY SCHOOL  
2004-05**

SCHOOL	TOTAL	AVERAGE STAFF MEALS PER DAY
High School	2,962	16
Junior High School	11,066	62
Blackshear Elementary	8,122	45
Eastside Elementary	10,059	56
<b>TOTAL</b>	<b>32,209</b>	<b>179</b>

SOURCE: Hearne ISD director of Food Services, September 2005.

**EXHIBIT 9-13  
HISD FOOD SERVICES DEPARTMENT  
MPLH AND STAFFING LEVELS WITH STAFF MEALS EXCLUDED  
2004-05**

SCHOOL	AVERAGE DAILY MEAL EQUIVALENTS				MPLH		
	TOTAL	STAFF ONLY	NET TOTAL LESS STAFF	DAILY LABOR HOURS	TOTAL	EXCLUDING STAFF MEALS	ADDITIONAL STAFF OVERAGE
High School	243	16	227	24	10.1	9.5	0.6
Junior High School	207	62	145	23	9.0	6.3	2.7
Blackshear Elementary	572	45	527	31	18.5	17.0	1.5
Eastside Elementary	570	56	514	34	16.9	15.1	1.8
<b>TOTAL</b>	<b>1,592</b>	<b>179</b>	<b>1,413</b>	<b>112</b>	<b>54.5</b>	<b>47.9</b>	<b>6.6</b>

SOURCE: Hearne ISD director of Food Services; Texas Department of Agriculture and USDA program reports for 2005.

considers this both an employee recruiting and retention tool. The board has revisited this issue numerous times during the budgeting process, and the consensus has repeatedly been to continue the practice. The main factor influencing the board to continue the free meal policy is the dollar value for the employee and the district. The board and the superintendent believe this policy is an effective, affordable method of rewarding its employees.

However, in a written survey administered by the review team, 62 percent of teachers responding to the survey indicated that they would prefer salary increases rather than receive free meals.

Exhibit 9-13 shows that the district requires an additional 6.6 food service workers in HISD schools to serve free meals to the staff. The calculation uses HISD's daily meal equivalents after excluding employee free meals served by campus. Industry standard MPLH calculations show the additional staff overage.

The review team consulted a tax specialist concerning HISD's free meal policy. Based on the facts surrounding the district's policy, HISD's non-inclusion of the value of free meals in employees' annual IRS form W-2 wage reporting forms each year exposes HISD to the possibility of noncompliance with federal wage reporting guidelines. The district lacks records to support a wage component inclusion in employee W-2's for any year.

Beginning in 2006-07, HISD should discontinue the free meal policy for staff members. Eliminating free staff meals will save \$38,973 in food costs annually based on the current level of spending for food and supplies (2004-05 total food

and supply costs of  $\$342,914/283,177$  meals served =  $\$1.21$  per meal x 32,209 free staff meals in 2004–05 =  $\$38,973$ ).

In addition to the food costs, the district could also save additional labor costs by reducing staff not needed because staff meals would no longer be served or not served for free (**Exhibit 9–13**). Based upon HISD’s combined salary and benefits for food services staff of  $\$11,500$  per HISD food services staff position, a reduction of six positions would save the district  $\$69,000$  annually ( $\$11,500 \times 6 = \$69,000$ ).

The total savings from this recommendation is  $\$107,973$  annually ( $\$38,973$  in food costs +  $\$69,000$ , which is  $\$11,500$  for six food services staff salaries including benefits, =  $\$107,973$ ).

#### **OPERATING PROCEDURES MANUAL (REC. 57)**

The Food Services Department lacks a written procedures manual that directly relates to the operations, practices, and procedures of the Food Services program.

Currently, Hearne ISD food services employees have to rely on institutional knowledge to perform their jobs on a daily basis. Therefore if employees were to leave the district, that knowledge base would go with them. Written policies and procedures assist in transition in the event of staff turnover or the need for substitute employees.

Written procedures are important to districts for the reasons listed below:

- they are formal ways to ensure all employees are getting the same information;
- the director of Food Services can refer to the rules when an employee commits an infraction;
- the director of Food Services can document that all employees know the work rules and they can be required to document that they are provided a copy of them;
- procedures can ensure compliance with all Food Services guidelines; and
- procedures ensure that the quality and nutritional content of meals are consistent.

The lack of written procedures affects the efficiency and consistency of the program. Financial management techniques, menu planning, food preparation, serving styles, and health and sanitation techniques should be written in

such a manner that all cafeteria workers could follow the guide.

The director of Food Services for San Marcos CISD designed a detailed procedures manual for employees in the Food Services Department. The director of Food Services designs and implements an employee-training program focused on the procedures manual. The manual also provides an instrument for the director of Food Services to monitor employee performance.

HISD should develop a procedures manual for the Food Services Department. A comprehensive written procedures guide will ensure activities in the cafeterias are consistent and efficient. The director of Food Services should develop the manual and program staff should review it at least annually.

For background information on Chapter 9, Food Services, see page 195 in the General Information section of the Appendices.

**FISCAL IMPACT**

<b>RECOMMENDATION</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>2010-11</b>	<b>TOTAL 5-YEAR (COSTS) SAVINGS</b>	<b>ONE-TIME (COSTS) SAVINGS</b>
<b>CHAPTER 9: FOOD SERVICES</b>							
54. Implement the use of financial management tools to assist in managing the Food Services Department on a daily, weekly, and monthly basis.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
55. Apply industry standards to Food Services Department staffing.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
56. Discontinue the free meal policy for staff members.	\$107,973	\$107,973	\$107,973	\$107,973	\$107,973	\$539,865	\$0
57. Develop a procedures manual for the Food Services Department.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>TOTALS-CHAPTER 9</b>	<b>\$107,973</b>	<b>\$107,973</b>	<b>\$107,973</b>	<b>\$107,973</b>	<b>\$107,973</b>	<b>\$539,865</b>	<b>\$0</b>



# Chapter 10

## Transportation

Hearne Independent School District



## CHAPTER 10. TRANSPORTATION

Hearne Independent School District (HISD) encompasses 111.2 square miles in Hearne, Texas. The HISD pupil transportation fleet consists of 16 buses: nine regular program school buses, which are used on the district's daily regular program routes; one bus outfitted with a wheelchair lift available to transport special program students; three buses for activity trips; one bus for students in the parenting education program; one bus that serves as a spare; and one used for parts. The district also has one regular transit or coach bus for activity trips and one van used to transport materials and equipment around the district. **Exhibit 10-1** gives an overview of the district's bus fleet for 2004-05.

In 2003-04, the latest year for which data is available for student transportation in Texas, HISD transported 112 regular program students (students who live two miles or further from zoned school), 266 hazardous route students

(students who live within the two-mile limit), and 16 special education students.

The Transportation Department consists of 13 positions: the director of School Services, 10 drivers, and two substitute drivers (used on an as-needed basis).

The director of School Services, who reports to the superintendent, manages the school transportation function, vehicle maintenance, school maintenance, and grounds maintenance. The director's key transportation responsibilities include:

- approving and updating bus routes and schedules;
- approving and coordinating transportation for activity trips including reviewing rates charged for activity trips;
- enacting and enforcing safety standards and codes;

**EXHIBIT 10-1  
HISD BUS FLEET  
2004-05**

YEAR BUILT	BUS NUMBER	CAPACITY	ROUTE NUMBER	MODEL	MILEAGE	USE
2005	24	72		Thomas	3,895	Activity trips
2002	11	69		International	32,299	Activity trips
2002	12	69		International	29,214	Activity trips
2001	9	79	In-city route	Bluebird	N/A	Regular route
2001	10	69	In-city route	International	24,129	Regular route
1998	23	79		Bluebird	70,776	Spare
1998	22	79	In-city route	Bluebird	62,981	Regular route
1997	27	48		International	37,237	Parenting education program
1997	20	79	2	Bluebird	97,308	Regular route
1997	21	79	In-city route	Bluebird	90,040	Regular route
1996	8	79		Bluebird	57,885	Special education route
1995	6	79	1	Bluebird	88,900	Regular route
1993	5	79	In-city route	Bluebird	105,308	Regular route
1993	4	79		Bluebird	127,689	Parts
1992	3	79	In-city route	Bluebird	42,876	Regular route
1991	2	79	4	Bluebird	80,544	Regular route

\*N/A = Information not available.

SOURCE: Hearne ISD director of School Services, 2004-05.

- training, certification, and licensing of drivers and employees;
- providing for the day-to-day concerns of drivers, patrons, building staff, and community; and
- evaluating the 12 staff members in the Transportation Department and grounds maintenance areas.

The district does not have a transportation facility, leaving buses to be stored in the parking lot of the high school. A local service station provides regular vehicle service, tows buses that have broken down, provides regular maintenance (for example, lubrication and oil change), handles electronics, and does any needed bodywork. The director of School Services takes care of minor repairs, such as replacement of bus batteries. HISD takes buses to Temple when warranty work is required.

According to the Texas Education Agency's (TEA) 2003–04 Transportation Report, the district transported students a total of 99,441 miles at a cost of \$2.62 per mile for the regular program and a total of 5,836 miles at a cost of \$2.70 per mile for the special education program. Total mileage costs for 2003–04 were \$276,292: \$260,535 for the regular program and \$15,757 for the special education program.

## FINDINGS

- HISD's director of School Services lacks key management tools to effectively and efficiently oversee the district's transportation function.
- HISD's Transportation Department does not evaluate and adjust the district's bus routes based on management-level data.
- District bus drivers receive no formal training on the operation of a school bus and the transportation of students.
- HISD does not provide Transportation Department employees with an operations handbook.
- HISD's Transportation Department does not have written evaluation criteria to determine the cost-effectiveness of the vehicle maintenance contract with the local service station.
- The district does not have a two-way communication system that works throughout the district.
- HISD doesn't manage its current bus fleet to align with the number and type of students that ride the bus.
- The district has failed to develop a plan to address the deficiencies that impose safety, operational, and security risks to transportation employees using the high school parking lot as a bus storage facility.
- The district does not have a formalized safety program that provides information and instruction to student bus riders in the early elementary grades.
- HISD's school bus loading zones do not have a student walk zone that separates the buses from the pedestrian students.

## RECOMMENDATIONS

- **Recommendation 58: Join a pupil transportation association and have the director of School Services attend key training courses to enhance his ability to manage the transportation function.** The director of School Services should attend an annual convention and take at least three courses dealing with management of a pupil transportation function.
- **Recommendation 59: Purchase transportation software and attend training on the uses of the software in managing the transportation function.** The director should also visit districts that make use of multiple types of software to see how the districts use the information generated through the use of the software to manage routing, operations, and maintenance.
- **Recommendation 60: Send the director of School Services to bus operations training and train all HISD bus drivers in proper bus operations procedures.** The director should attend train-the-trainer sessions to ensure that he in turn can train all HISD bus drivers in proper bus operations procedures.
- **Recommendation 61: Provide an operations handbook to each Transportation Department employee.** The director should contact a transportation association and surrounding districts, such as Bryan and College Station, to obtain models of handbooks. Using these models, the director should customize the handbook to HISD policies and procedures, distribute the handbook to all employees, and annually review the handbook to ensure that all information is current.
- **Recommendation 62: Develop a set of criteria to use in evaluating the performance of, and level of satisfaction with, the current bus maintenance service provider prior to engaging in future**

**contracts with the provider.** The service provider should provide monthly reports to the district on the work completed, total cost, detailed breakdown of costs, and any other relevant evaluation information.

- **Recommendation 63: Install a two-way communication system on all buses.** The system should include installed vehicle radios, a base station, FCC license, and installation of antennas on the existing HISD tower.
- **Recommendation 64: Evaluate the current bus fleet, including the number and type of students that ride the bus, to determine the district's future bus needs.** As HISD considers replacing buses in the future, it should make purchases based on the unique needs of the district's students.
- **Recommendation 65: Develop an action plan to address the current bus storage facility and its deficiencies.** The plan should consider safety, operational, and security risks associated with the current storage location of buses and should assess the options for providing transportation employees with a facility that includes a ready room, restrooms, concrete paving on which to store the buses, parking areas for private automobiles, improved lighting, security, and a pressure wash area with a drain.
- **Recommendation 66: Form a team to provide safety training for early elementary students.** Two bus drivers who have been through bus operations training could serve as the safety team. This team would provide an hour of instruction and a bus demonstration for students in pre-kindergarten through third grade.
- **Recommendation 67: Paint a safety line indicating the school bus loading zone to assist the bus drivers and students to keep a safe distance while buses are loading and unloading.** The use of safety lines will assist the building staff and drivers to separate the students and moving buses and decrease the opportunity for accident or injury.

## DETAILED FINDINGS

### MANAGEMENT TOOLS (REC. 58)

HISD's director of School Services lacks key management tools to effectively and efficiently oversee the district's transportation function.

In 2004, when the previous director of School Services left, the administration promoted the current director to the position. According to the director, he has no prior transportation experience, has received no formal training in transportation management or logistics, and performs the function in addition to other non-related responsibilities. The district is not currently a member of any student transportation organization.

The review team noted several issues resulting from the lack of effective management oversight:

- The district's cost of operations was the third highest compared to its peer districts.
- Bus routes had not been reviewed in a number of years, buses were running routes at well below capacity, and no maps existed for any route.
- Vehicle maintenance records were not maintained by bus.
- Employee evaluations were not conducted on a periodic basis.
- There was no periodic training of bus drivers in bus operations and safety.

Many districts use associations like the Texas Association of Pupil Transportation (TAPT) to provide training in all aspects of school transportation operations. TAPT presents these courses prior to its annual convention and at various times throughout the year in different parts of the state. Each course is six hours in length and costs \$75. In order to participate, associate membership in the organization is required (annual cost: \$20).

Several of the courses address management of a pupil transportation function, including:

- Introduction to Transportation. Introduces duties of Transportation Director, including TEA rules and regulations, state reports, school bus and tire purchasing procedures, and bus driver requirements.
- Bus Inspection and Maintenance. Specifications and equipment for school buses, fleet replacement policies, preventive maintenance programs, parts inventory procedures, and cost analysis.
- Personnel management. Selection of staff, in-service training, job descriptions, wages and benefits, and employee award programs.

- Budgeting. Becoming familiar with all parts of an account code, assessing and prioritizing the needs of your department, establishing a procedure for managing funds on an annual basis, and protecting your investment.
- Emergency Preparedness. Crisis plan development, accident response plan, on-route conflict preparedness, dealing with the media, severe weather situations, facility and equipment preparedness, and response role in community disaster situations.
- Transportation: An Effective and Efficient Business. Takes the basic transportation management techniques and shows how to create and evaluate a super-efficient business focused on customer satisfaction.

As a result of key department management not having training, the director may not be managing the fleet in the most effective manner, and the district may not be maximizing its reimbursement from the state.

Clear Creek ISD sends its transportation management personnel to TAPT courses on a regular basis as a means of preparing them to carry out their responsibilities. These courses typically include management and supervisory training, personnel regulations compliance, and financial management and budgeting.

The district should join a pupil transportation association and have the director of School Services attend key training courses to enhance his ability to manage the transportation function. The director of School Services should attend an annual convention and take at least three courses dealing with management of a pupil transportation function. This will require the district to budget \$245 annually, for the director to attend three courses at \$75 each, or \$225 ( $\$75 \times 3 = \$225$ ), plus the annual \$20 cost of membership ( $\$225 + \$20 = \$245$ ).

#### **MANAGEMENT OPERATIONS (REC. 59)**

HISD's Transportation Department does not evaluate and adjust the district's bus routes based on management-level data.

The district currently relies on the historical knowledge of Transportation Department employees to make decisions regarding the management of district bus routes, rather than reports or other management-level data available with an automated transportation function.

The review team noted several areas of concern with regard to the Transportation Department, which follow:

- HISD's bus routes have not been reviewed in several years.
- There are no maps to document the routes.
- Monthly documentation of ridership necessary to file required reports with the Texas Education Agency was incomplete.
- HISD's cost to operate its bus fleet is the highest among the peer districts.
- The district does not have any fleet maintenance software and relies on a vendor to track all vehicle maintenance.

Many districts use transportation software to assist them in producing reports to better manage their department and bus routes. By automating the transportation function, these districts are able to store not only large amounts of information and documentation but also to use the information to determine trends, district needs, and future funding levels. Software functions include:

- driver personnel records (certification dates, license renewal, drug tests);
- routing/scheduling/passenger lists;
- preparation and documentation of the state reports;
- scheduled and unscheduled vehicle repairs with work order generation;
- engine diagnostics;
- activity trip generator and tracking;
- cost of vehicle use over time;
- inventory of parts and parts use;
- fuel accountability;
- payroll accountability;
- e-mail communications with vendors and information sources; and
- management report generation.

In addition to having software, many districts belong to transportation associations that provide courses designed to assist districts in using technology in their Transportation

Department. Transportation associations offer technology-gear classes that include:

- Awareness of Technology in Transportation, which acquaints students with components of the computer, types of storage drives, output devices, operating systems, and using application software;
- Documentation in Transportation;
- Technology for Competent Users;
- Computer equipment, routing and scheduling, fleet maintenance, payroll, inventory control, PowerPoint and Lotus Cam, GIS, TQM analysis/management tools, and Internet; and
- Routing and Scheduling, which covers requirements for establishing school bus routes, understanding computer programs, extra trip scheduling, and staggered school starting times for multiple bus runs.

As a result of relying on manually-created routes and not having management-level data available to evaluate bus routes for efficiency, the district may be incurring more costs than necessary due to inefficient routes and the use of more buses than are actually necessary.

Districts such as Round Rock ISD, Katy ISD, Waco ISD, and Bryan ISD make use of multiple types of software to analyze available information and generate reports to manage the transportation function, including the routing, operations, and maintenance areas.

The director of School Services should purchase transportation software and attend training on the uses of the software in managing the transportation function. This will assist the director in better managing not only the district's bus routes but also its entire transportation operation. The director should also visit districts that make use of multiple types of software to see how the districts use the information generated through the use of the software to manage routing, operations, and maintenance.

The one-time cost for the software is \$7,495 with an additional \$1,000 annually starting in 2007–08 to cover maintenance and licensing fees.

The director should be scheduled to attend two courses the first year and two the second year. These technology training courses, which could be provided by an association like TAPT, would cost the district approximately \$300 over two

years (2 courses at \$75 each = \$150 for 2006–07 and 2007–08, for a total of \$300 over two years).

#### **BUS DRIVER TRAINING (REC. 60)**

District bus drivers receive no formal training on the operation of a school bus and the transportation of students.

According to the director of School Services, HISD provides an in-service for bus drivers at the beginning of each school year, but the in-service is limited to required information only, such as drug use and testing and use of hazardous chemicals. According to the superintendent, the district has periodically sent bus drivers at the beginning of the school year to Regional Education Service Center VI (Region 6) for training; however, the review team received no information that identified which, if any, of the current drivers had attended such training or the date and nature of such training.

As a result of not having formal training on basic pupil transportation guidelines, HISD bus drivers may not be operating the buses in the safest manner.

To maintain the best possible driver pool, districts ensure that bus drivers attend training that is accessible through various associations or universities. Texas A&M University and TAPT provide a bus driver training program entitled "Train-the-Trainer" several times during the year. The course is six days of intensive, hands-on training, including the following: speed control, following distances, stopping for loading and unloading students, bus control in inclement weather, bus evacuation drills, making turns, and determining proper turning points.

The district should send the director of School Services to bus operations training and train all HISD bus drivers in proper bus operations procedures. The director should attend train-the-trainer sessions to ensure that he in turn can train all HISD bus drivers in proper bus operations procedures. The training will be a one-time cost to the district of \$535.

#### **OPERATIONS MANUAL (REC. 61)**

HISD does not provide Transportation Department employees with an operations handbook.

In the absence of a procedures manual, Transportation Department personnel must rely on institutional knowledge when making decisions about how to perform their job functions on a daily basis.

Typical transportation operations manuals include:

- bus rules of the road;
- best practices in bus driving, loading, and unloading;
- emergency procedures due to weather or a crisis;
- federal drug testing regulations;
- hazardous chemical use (fuels, acid);
- safety procedures (passenger unloading, fire, vehicle accident);
- accident procedures;
- student management; and
- child abuse.

Without an operations handbook, bus drivers are not aware of approved policies and procedures to follow should a problem arise.

The Hays Consolidated ISD Transportation Department has comprehensive policies and procedures in its department handbook, and it updates the handbook annually. The handbook contains clear expectations and evaluation procedures for employees, including bus drivers, bus attendants, dispatchers, and shop employees. Policies on dress code, absence reporting, accident reporting, and filing a complaint are clear. Sections on safety spell out specific general safety rules, such as applying the parking brake before loading or unloading students. The handbook also contains general procedures to follow during emergencies such as severe weather and school bus evacuations.

The director should provide an operations handbook to each Transportation Department employee. The director should contact a transportation association and surrounding districts, such as Bryan and College Station, to obtain models of handbooks. Using these models, the director should customize the handbook to HISD policies and procedures, distribute the handbook to all employees, and annually review the handbook to ensure that all information is current.

### **BUS MAINTENANCE (REC. 62)**

HISD's Transportation Department does not have written evaluation criteria to determine the cost-effectiveness of the vehicle maintenance contract with the local service station.

The district solicits formal bids for fuel and oil and for bus lubrication service. One service provider supplies all remaining bus maintenance at its standard rates. According

to the Business manager, other local area service providers do not pursue this work because they cannot easily get the school buses in and out of their facilities.

The service provider issues paper invoices for all work performed. The invoices identify the bus, the mileage on the bus at the time of the work, the cost of labor, and the cost of parts. However, HISD only maintains the aggregate invoice cost in its system and does not catalog and track work performed, parts, and cost by bus.

According to the director of School Services, the district is satisfied with the service provided. However, no formal information was provided to support this statement.

The director said that HISD had tried to hire a mechanic, but the district does not have any facilities or equipment and could not offer a salary to compete with larger districts or employers in Bryan and College Station.

Measurable criteria that a district can use to evaluate the effectiveness of the fleet maintenance contract include:

- Number of vehicles—If the number of district vehicles is declining, the service provider should need fewer hours of mechanics' time.
- Age of the fleet—If the district replaces a large number of older vehicles with new vehicles, the service provider should have to make fewer repairs and need fewer hours of mechanics' time.
- Parts and supply costs—If the service provider is not paying the lowest possible price for parts and supplies, it will pass the additional cost on to the district as a higher contract cost.
- Vehicle maintenance history—Monitoring criteria such as work orders per day, work orders per bus, repeat service for the same problems, driver complaints, and preventive maintenance performed on schedule can indicate if the contractor is not performing required maintenance tasks.

As a result of no written criteria to determine the cost-effectiveness of the vehicle maintenance contract with the local service station, the district may not be getting the quality of service that it expects for the price paid.

The director of Student Services should develop a set of criteria to use in evaluating the performance of, and level of satisfaction with, the current bus maintenance service provider prior to engaging in future contracts with the

provider. The service provider should provide monthly reports to the district on the work completed, total cost, detailed breakdown of costs, and any other relevant evaluation information.

### **COMMUNICATION (REC. 63)**

The district does not have a two-way communication system that works throughout the district.

HISD provides several drivers with cell phones; however, according to the director of School Services, “dead zones,” or areas where the cell phones do not work, preclude their universal use in HISD.

Section 545.424, Subchapter I of the Transportation Code was amended on September 1, 2005 to read as follows: *A person may not use a wireless device while operating a passenger bus with a minor passenger on the bus except in case of emergency or if the passenger bus is not in motion.* HISD might be unable to meet this requirement since cell phones are the only communication system available to them at the present time.

Bus drivers must have reliable two-way communication for the following reasons:

- changes in weather;
- unexpected road work;
- accident;
- injury to, or incapacity of, the driver;
- student discipline problem; and
- vehicle breakdown.

The district should install a two-way communication system on all buses. The system should include installed vehicle radios, a base station, FCC license, and installation of the antennas on the existing HISD tower. Based on an estimate from a Houston-based vendor, the approximate cost of establishing a two-way communication system on all district buses would be a one-time cost of \$17,700.

### **BUS PURCHASES (REC. 64)**

HISD doesn't manage its current bus fleet to align with the number and type of students that ride the bus.

Eleven of the sixteen HISD buses are Bluebird Corporation forward control buses. In a forward control bus, the engine is located under the floor in the front of the bus, as opposed to a conventional bus where the engine is forward of the driving compartment. Forward control buses can carry larger

passenger loads (79 passengers) than conventional buses that carry 69-71 passengers. None of the HISD routes has passenger loads requiring the larger passenger capacity (**Exhibit 10-1**).

The 2005 Texas Building and Procurement Commission bid price is \$67,542 for a forward control bus and \$55,141 for a conventional bus. The larger buses cost the district an additional \$12,401 per bus; from 1991 through 2002, the district purchased eleven of these buses, thus spending an additional \$136,411 (\$12,401 difference on buses x 11 buses) on larger buses.

As a result of purchasing the larger, extra-capacity passenger buses, the district has paid more per bus than it needed to pay based on its ridership numbers.

The district should evaluate the current bus fleet, including the number and type of students that ride the bus, to determine the district's future bus needs. As HISD considers replacing buses in the future, it should make purchases based on the unique needs of the district's students.

### **FACILITIES (REC. 65)**

The district has failed to develop a plan to address deficiencies that impose safety, operational, and security risks to transportation employees using the high school parking lot as a bus storage facility.

The review team assessed the conditions of the facility and noted the following:

- no perimeter security gate or fence (an invitation for theft and vandalism);
- limited lighting of the parking area (a security and safety risk);
- no operations building, so employees have no driver ready room, office, dispatch, telephone, running water, or restrooms available (operational risk);
- no inside, lighted area for “clock-in”; no opportunity to assess the physical, mental, and emotional state of the drivers before they drive the bus (safety and security risks);
- no fleet communication system at the facility (operational and security risks); and
- no bus wash capability (operational risk).

HISD should develop an action plan to address the current bus storage facility and its deficiencies. The plan should

consider safety, operational, and security risks associated with the current storage location of buses and should assess the options for providing transportation employees with a facility that includes a ready room, restrooms, concrete paving on which to store the buses, parking areas for private automobiles, improved lighting, security, and a pressure wash area with a drain.

### **SAFETY PROGRAM (REC. 66)**

The district does not have a formalized safety program that provides information and instruction to student bus riders in the early elementary grades.

In addition, the district does not provide bus safety instructions to students at any of the district campuses.

The lack of a safety program and safety procedures for younger students may endanger students when riding HISD school buses. The district cannot assume that young students have an understanding of the potential hazards associated with the loading, riding, and unloading of school buses.

Katy ISD has an extensive student rider instruction program. The program addresses proper loading, riding, unloading, and emergency practices and behaviors. The district uses less than one hour of class time to teach the program at the elementary schools for all riders and potential riders.

The district should form a team to provide safety training for early elementary students. Two bus drivers who have been through bus operations training could serve as the safety team. This team would provide an hour of instruction and a bus demonstration for students in pre-kindergarten through third grade. Katy ISD is able to provide this service for \$1 per student. In 2004–05, HISD has 456 students in pre-kindergarten through grade 3, which would mean a cost of \$456 (456 x \$1).

### **BUS LOADING ZONES (REC. 67)**

HISD's school bus loading zones do not have a student walk zone that separates the buses from the pedestrian students.

When boarding or exiting a school bus, students may not be aware of the danger of being close to the bus, and a monitor/teacher may not be observant or understanding of the risk. The likelihood of student injury by a moving bus increases the closer the students are to the buses during the loading and unloading process.

HISD's curbs do not provide an indication of where a student should stand before preparing to enter a bus. Yellow

lines six feet from the edge of a school building represent a safety line for students waiting to board a bus. The area between the yellow line and the bus represents a "danger zone." As a result, there is no way to indicate where a safe distance is from the bus, which may expose students to unsafe bus boarding conditions.

Round Rock Independent School District has similar conditions at some of its schools and paints four-inch wide, yellow safety lines at distances usually six feet from the edge of and parallel to the school building and requires students to vacate this zone as quickly as possible when loading and unloading.

The district should paint a safety line indicating the school bus loading zone to assist the bus drivers and students to keep a safe distance while buses are loading and unloading. The use of safety lines will assist the building staff and drivers to separate the students and moving buses and decrease the opportunity for accident or injury.

HISD should paint the safety line on the road surface approximately six feet from the school building or curb. Buses would load and unload outside the yellow safety line. Students would stay between the yellow line and the building, except when immediately loading and unloading.

HISD could use existing employees to paint the stripes. A portable sprayer and paint would approximate \$150. Repainting the lines every three years would cost approximately \$50 each time for paint.

For background information on Chapter 10, Transportation, see page 196 in the General Information section of the Appendices.

**FISCAL IMPACT**

<b>RECOMMENDATION</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>2010-11</b>	<b>TOTAL 5-YEAR (COSTS) SAVINGS</b>	<b>ONE-TIME (COSTS) SAVINGS</b>
<b>CHAPTER 10: TRANSPORTATION</b>							
58. Join a pupil transportation association and have the director of School Services attend key training courses to enhance his ability to manage the transportation function.	(\$245)	(\$245)	(\$245)	(\$245)	(\$245)	(\$1,225)	\$0
59. Purchase transportation software and attend training on the uses of the software in managing the transportation function.	(\$150)	(\$1,150)	(\$1,000)	(\$1,000)	(\$1,000)	(\$4,300)	(\$7,495)
60. Send the director of School Services to bus operations training and train all HISD bus drivers in proper bus operations procedures.	\$0	\$0	\$0	\$0	\$0	\$0	(\$535)
61. Provide an operations handbook to each Transportation Department employee.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
62. Develop a set of criteria to use in evaluating the performance of, and level of satisfaction with, the current bus maintenance service provider prior to engaging in future contracts with the provider.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
63. Install a two-way communication system on all buses.	\$0	\$0	\$0	\$0	\$0	\$0	(\$17,700)
64. Evaluate the current bus fleet, including the number and type of students that ride the bus, to determine the district's future bus needs.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
65. Develop an action plan to address the current bus storage facility and its deficiencies.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
66. Form a team to provide safety training for early elementary students.	(\$456)	(\$456)	(\$456)	(\$456)	(\$456)	(\$2,280)	\$0
67. Paint a safety line on the school bus loading zone to assist the bus drivers and students to keep a safe distance while buses are loading and unloading.	(\$150)	\$0	\$0	(\$50)	\$0	(\$200)	\$0
<b>TOTALS-CHAPTER 10</b>	<b>(\$1,001)</b>	<b>(\$1,851)</b>	<b>(\$1,701)</b>	<b>(\$1,751)</b>	<b>(\$1,701)</b>	<b>(\$8,005)</b>	<b>(\$25,730)</b>





# Chapter 11

## Computers and Technology

Hearne Independent School District



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## CHAPTER 11. COMPUTERS AND TECHNOLOGY

The Hearne Independent School District (HISD) Technology Department consists of a director of Technology and Administrative Services, who is responsible for technology and data collection and conversion related to the Public Education Information Management System (PEIMS) and one assistant. The department is responsible for the following functions:

- management and oversight of the entire district's instructional and administrative applications;
- hardware and software maintenance of these applications;
- planning, implementation, and oversight of local area networks and the wide area network; and
- training and technical support for computer applications and networks.

### ACCOMPLISHMENTS

- HISD uses wireless bridges to connect the district's data network to two outlying schools, resulting in costs savings for the district.
- HISD maximizes its technical support by using remote desktop management software which allows the director and his assistant to install and uninstall software on any computer on the network, eliminating the need to physically go to the school site and locate the actual computer(s).

### FINDINGS

- HISD lacks a comprehensive technology staff development program.
- HISD lacks a written curriculum for addressing the Technology Applications objectives in the Texas Essential Knowledge and Skills (TEKS).
- HISD lacks a technology position focused on instructional technology that can assist teachers in integrating technology into the classroom and provide staff development.
- HISD lacks a formal disaster recovery plan that would allow the district to recover crucial data in the event of a catastrophe.

- HISD lacks an automated work order process for teachers and staff to request technology repairs.
- HISD has not implemented a district software adoption process.

### RECOMMENDATIONS

- **Recommendation 68: Develop a comprehensive technology staff development program that addresses technology competencies and integration of technology into the core and enrichment curriculum.** The program should be part of the district's overall staff development plan and should be articulated in the district's annual technology plan. The district should use the annual STaR Chart assessment as the basis for designing the staff development program and the resources to be used.
- **Recommendation 69: Develop a plan to integrate the Technology Applications TEKS objectives at the primary, elementary, junior high, and high school campuses.** Plan components should include: Technology Applications TEKS scope and sequence, aligned with the district's curriculum; computer access and support for students and teachers; and a plan to purchase additional equipment needed to support the integration of the Technology Applications TEKS.
- **Recommendation 70: Create an instructional technology specialist position.** Responsibilities of the specialist should include: conducting the annual STaR Chart assessment of each teacher's technology integration proficiency, assisting in the identification of a technology staff development program, participating in the development of the annual technology plan, providing training for teachers, primarily in the use of technology in the classroom (for example, modeling lessons), and assisting with the selection and proper implementation of instructional software.
- **Recommendation 71: Develop and implement a comprehensive disaster recovery plan for handling the loss of crucial data and information systems.** The plan should include emergency contacts for the Technology Department staff, district administrators, hardware and software vendors; protocols for both

incremental and full recoveries to ensure the technology staff are knowledgeable in every aspect of recovery and restoration; designated alternate sites dependent upon the type of outage that occurs; system redundancy and fault protection protocols; and a tape backup plan.

- **Recommendation 72: Purchase web-based technology work order software to collect, track, and analyze technology maintenance data.** Initially, the technology staff will learn to use the software and generate management reports. When they are comfortable with the application, school users will receive training to enter their technology work orders online.
- **Recommendation 73: Implement a district software adoption process for all program areas to ensure that purchased programs align with district curriculum objectives and TEKS.** The director of Technology and Administrative Services should work with the director of Curriculum and Federal Programs to study best practices in other school districts and develop a draft proposal for a software adoption process for HISD. The draft should be presented to the technology committee, district and campus administrators, and teachers for feedback and necessary revisions. The final draft should be presented to, and approved by, the superintendent. Once approved, the director of Technology and Administrative Services should work with district and campus administrators and the technology committee to implement the software adoption process.

## DETAILED ACCOMPLISHMENTS

### NETWORK INFRASTRUCTURE

HISD uses wireless bridges to connect the district's data network to two outlying schools, resulting in cost savings for the district. By setting up a wireless bridge to the district's network, which can be installed by district employees with an installation time of less than one day, the district saves time and money.

Wireless bridges connect district sites into a single local area network (LAN), even when they are separated by obstacles such as freeways, railroads, and bodies of water that are difficult to span with copper and fiber-optic cable. At 11 Megabits per second, the high-speed links between wireless bridges deliver data several times faster than T1 lines for a fraction of the cost, thereby eliminating the need for

expensive leased lines or difficult-to-install fiber-optic cable. Because bridges have no recurring charges and the district does not have to pay for leased lines, HISD quickly recovers the initial hardware investment.

Having a fast outside network connection also means increased mobility and productivity. When the district needs to set up a temporary building, such as those for classrooms, it must apply to the local phone company to install a wired connection. This requirement often means waiting days or weeks for installation and paying monthly installation and access fees. With a wireless bridge, a school can connect its remote facilities to their wide area network using several methods, and each method varies in data transmission speeds, or bandwidth. Fiber-optic cable can provide up to one Gigabit in bandwidth. Twisted pair cables can provide from 10 to 100 Megabits, but is limited in distance. T-1 lines are leased from the phone companies and only provide about 1.4 Megabits of bandwidth. Wireless bridges can connect at 11 Megabits and do not require cabling.

### REMOTE TECHNICAL SUPPORT

HISD maximizes its technical support by using remote desktop management software which allows the director and his assistant to install and uninstall software on any computer on the network, eliminating the need to physically go to the school site and locate the actual computer(s). Likewise, if a teacher is having a problem on their computer, the director or his assistant can view the user's computer screen remotely and solve the problem. Computers can be accessed remotely at any time with this software, both from within and outside the network.

By using this software, HISD can:

- detect and remove non-approved software that users bring from home and attempt to load on their school computers;
- maintain the most current software version and ensure proper licensing requirements;
- access district computers remotely before, during, and after normal school hours;
- remotely restore data and files on computers that crash;
- collect data from remote systems, including the amount of memory and type of processor; and
- minimize the risk of software virus attacks to the district's network.

## DETAILED FINDINGS

### TECHNOLOGY PROFESSIONAL DEVELOPMENT (REC. 68)

HISD lacks a comprehensive technology staff development program.

According to the director of Technology and Administrative Services, the primary responsibilities of the district technology staff are technical and include maintaining a distributed network for each campus, installing new computers and software, and maintaining existing computers and software applications for the campuses. The district's 2005–06 Technology Plan makes only general references to teacher training. For example, Objective 4.2 of the plan states, *Teachers will be provided with staff development opportunities to master the technologies and tools that aid their professional work.* Although a budget of \$42,000 is noted for technology staff development, the review team could find no specific documentation of courses or training for which these funds were used.

In response to a written survey administered by the review team, only 60 percent of the teachers responding said that teachers were proficient in the use of computers in their classroom. During visits by the review team to each school and interviews with the director of Curriculum and Federal Programs, the math and reading coaches, principals, and teachers, the following examples of situations involving both lack of technology and lack of understanding of how to use technology in the classroom were noted:

- The math coach said that there was no technology used for math classes at the high school other than the overhead projector, white board, and textbook materials.
- High school teachers reported that there is a general lack of fully equipped computer labs, so it is difficult to meet the TEKS requirements with the district's lack of fully equipped technology labs.
- Teachers at all grade levels expressed frustration over the absence of computer availability for students.

The Texas Education Agency (TEA) recognizes that teacher proficiency in the use of technology is important in not only presenting classroom materials but also increasing students' proficiency in the use of computers. As a result, beginning in 2005–06, all teachers on all Texas campuses must complete an online survey relating to their ability to use technology in the classroom. This survey is part of the *Texas School Technology and Readiness (STaR) Chart*, which incorporates State Board

for Educator Certification (SBEC) standards for all teachers as well as National Staff Development Council standards. The results of the assessments from the STaR chart will be used annually by the district to gauge progress towards integrating technology into the instructional program and aligning with national and state standards. The survey evaluates individual skills in each area and categorizes results into four levels of progress:

- **Early Tech.** In this stage, the teacher is reluctant to use technology or may see it strictly as an administrative requirement. Student use of technology is either very limited or non-existent.
- **Developing Tech.** Here, the teacher is more confident in the use of technology and may use it in presentations but still sees its use as an "event". Student use is infrequent.
- **Advanced Tech.** The teacher is competent and uses technology as a tool to enhance the curriculum. Student products are expected; curriculum software is used with clear tie-ins to instruction.
- **Target Tech.** In this stage, the teacher is innovative in the use of technology and may even serve as a mentor or model for other teachers. Students are frequently using technology, and it is viewed as an essential tool for learning.

All campuses in HISD completed the technology survey in 2004–05. **Exhibit 11–1** shows the four categories of proficiency of the STaR Chart and the scoring rubric used to determine the levels of progress. Scores in each area determine the level of proficiency. For example, a score of 10 in Teaching and Learning would mean the campus is in the Developing Tech stage; while a score of 13 in Administration and Support would mean the campus is in the Advanced Tech stage.

**Exhibit 11–2** summarizes the district's 2004–05 results for each of the four areas of evaluation at each campus and shows the teacher scoring average by school in parentheses in each of the four key areas of the state's long-range technology plan. Of the 28 total areas, teachers see their skill level as Developing Tech in all four areas with very little variation among campuses.

The process of integrating technology into the instructional programs of a school district involves providing the infrastructure and technology hardware, training the staff on technology systems, establishing curriculum for technology,

**EXHIBIT 11-1  
AREAS OF EVALUATION, PROGRESS LEVELS, AND RUBRIC SCORES FOR  
THE TEXAS STAR CHART**

PROGRESS LEVELS	TEACHING AND LEARNING	EDUCATOR PERSPECTIVE	ADMINISTRATION AND SUPPORT	INFRASTRUCTURE FOR TECHNOLOGY
Early Tech	6-8	6-8	5-7	5-7
Developing Tech	9-14	9-14	8-12	8-12
Advanced Tech	15-20	15-20	13-17	13-17
Target Tech	21-24	21-24	18-20	18-20

SOURCE: Texas STaR Chart.

**EXHIBIT 11-2  
HISD CAMPUS RESULTS OF TEACHER PROFICIENCIES ON  
THE TEXAS STAR CHART  
2004-05**

CAMPUS	TEACHING AND LEARNING	EDUCATOR PERSPECTIVE	ADMINISTRATION AND SUPPORT	INFRASTRUCTURE FOR TECHNOLOGY
Eastside Elementary	Developing (12)	Developing (12)	Developing (11)	Developing (9)
Blackshear Elementary	Developing (12)	Developing (12)	Developing (12)	Developing (9)
Hearne Junior High	Developing (13)	Developing (12)	Developing (11)	Developing (10)
Hearne High School	Developing (12)	Developing (12)	Developing (12)	Developing (12)

SOURCE: Texas STaR Charts, 2004-05; Hearne ISD director of Technology and Administrative Services.

training staff on curriculum standards, and monitoring implementation of the curriculum. Implementation strategies should focus on helping teachers acquire necessary knowledge and skills for using technology as a tool to enhance teaching and learning and as a means of accomplishing familiar educational goals.

Because the district does not have a staff development plan, teachers may lack sufficient skills in teaching and applying technology applications to ensure that HISD students are mastering the Technology Applications objectives of the TEKS. Also, grant funds obtained by the district that have portions that can be used for technology staff development may not be used to meet key instructional needs.

The director of Curriculum and Federal Programs and the director of Technology and Administrative Services should develop a comprehensive technology staff development program that addresses technology competencies and integration of technology into the core and enrichment curriculum. The program should be part of the district's overall staff development plan and should be articulated in the district's annual technology plan. The district should use the annual STaR Chart assessment as the basis for designing the staff development program and the resources to be used.

**TECHNOLOGY APPLICATIONS REQUIREMENTS (REC. 69)**

HISD lacks a written curriculum for addressing the Technology Applications objectives in the TEKS.

Teachers are required to integrate the required Technology Applications TEKS objectives involving foundation, information acquisition, problem solving, and communication skill through the use of a variety of technology tools (for example, word processing, desktop publishing, presentation, database, spreadsheet, Internet) into their respective core and enrichment lesson plans.

The district's 2005-06 Technology Plan has general allusions to technology skills for students. For example, Objective 1.1 of the plan states, *Grades PK-12 technology skills will be integrated into the curriculum* and budgets \$52,000 to accomplish this objective. However, the lone strategy identified to implement this objective demonstrates little connection to the Technology Applications TEKS: *Benchmark Math and Science with TAKS for grades K-12 to improve teaching strategies and improve TAKS test scores.* The only measures of success are: *Sign in sheets for instruction on benchmarking. Timesheets from teachers working on benchmarking. Distribution of benchmarked materials to other teachers.*

According to the director of Curriculum and Federal Programs, principals, and the director of Technology and

Administrative Services, there is no evidence of the Technology Applications TEKS being systematically addressed at the elementary and junior high campuses.

The high school has one Technology Applications course as well as four courses that students can take to earn the technology requirement, but these latter courses are actually coded as Career and Technology Education (CTE) courses.

Without a written curriculum for the Technology Applications TEKS, the district is unable to guarantee that teachers are integrating technology into the curriculum content areas so that students are mastering required technology objectives.

The director of Curriculum and Federal Programs, in concert with the director of Technology and Administrative Services, should develop a plan to integrate the Technology Applications TEKS objectives at the primary, elementary, junior high, and high school campuses. Plan components should include the following:

- Development of Technology Applications TEKS K–12 scope and sequence.
- Alignment of grades K–12 Technology Applications TEKS scope and sequence with the district's TEKS K–12 curriculum once it is developed.
- A plan developed by the director of Technology and Administrative Services to provide support for teachers to use current computer labs and classroom computers.
- Adequate computers provided in the libraries for students to use for the purpose of increasing the integration focus.
- A plan developed by the director of Technology and Administrative Services to purchase additional equipment to support integration of Technology Applications TEKS across the curriculum content areas and various grade levels. This plan should be presented to the superintendent and the Board of Trustees to receive adequate funding resources.

#### **INSTRUCTIONAL TECHNOLOGY STAFFING (REC. 70)**

HISD lacks a technology position focused on instructional technology that can assist teachers in integrating technology into the classroom and provide staff development.

The district has only two full-time staff dedicated to technology, and both of those positions are assigned to technical needs, that is, administration of the network,

replacing or repairing hardware, installing software, and the like. Also, the incumbents in these positions are not former teachers, and as a result, they are limited in their ability to assist teachers in how to use technology in the classroom as part of their delivery of instruction to students.

Without such assistance, teachers will neither increase their current proficiency, noted as Developing Tech in the state's STaR Chart (**Exhibit 11–2**), nor achieve higher proficiency standards, and students will not master Technology Applications objectives required by the TEKS.

Cypress-Fairbanks ISD has one instructional technology specialist for elementary schools and one for secondary schools. The positions are filled by former teachers, and the role includes: modeling lesson plans for teachers, modeling the use of grade-level or subject-specific software for teachers, and assisting with developing and using technology resources from the Internet.

HISD should create an instructional technology specialist position. Included should be the following responsibilities:

- conducting the annual STaR Chart assessment of each teacher's technology integration proficiency;
- assisting in the identification of a technology staff development program;
- participating in the development of the annual technology plan;
- providing training for teachers, primarily in the use of technology in the classroom (for example, modeling lessons); and
- assisting with the selection and proper implementation of instructional software.

The position should be filled by a current or former teacher with technology skills equivalent to a Target Tech in the STaR Chart. Assuming the position is paid at the average salary of an HISD teacher, the total annual cost to the district would be \$40,960 (average teacher salary of \$35,617 + benefits at 15 percent of salary, or \$5,343).

#### **DISASTER RECOVERY PLAN (REC. 71)**

HISD lacks a formal disaster recovery plan that would allow the district to recover crucial data in the event of a catastrophe.

The director or his assistant backs up the student and financial data nightly, and these tapes are stored in the

director's office. The director feels confident that the data could be reconstructed in the event of a catastrophe. However, the director has not documented any formal plan that details who is responsible, what steps would be taken, when the steps would be done, where technology operations will be housed, and what equipment is needed. In addition, the district has not simulated a disaster to test the plan.

If a catastrophic event occurs, such as a tornado, flood, fire, or vandalism, the district's student and financial data could be lost. In addition to the loss of data, the district might not be able to perform important operational and reporting functions, such as payroll, accounts payable, or timely PEIMS reporting until the district could restore the original systems.

The National Center for Educational Statistics (NCES) offers the following as key elements of a disaster recovery plan (**Exhibit 11-3**):

Another element of a disaster recovery plan would be to determine a remote location to work from in the event the actual computer room is destroyed or seriously damaged.

The Glen Rose Independent School District (GRISD) developed a comprehensive disaster recovery plan for handling the loss of its information systems. GRISD's plan includes emergency contacts for the Technology Department staff, the district, and software and hardware vendors. The plan includes protocols for both incremental and full recoveries to ensure that the technology staff is knowledgeable in every aspect of the recovery and restoration process. The plan outlines designated alternate sites dependent upon the type of outage that occurs. The plan also includes system redundancy and fault protection protocols, as well as a tape backup plan.

HISD should develop and implement a comprehensive disaster recovery plan for handling the loss of crucial data and information systems. The plan should include emergency contacts for the Technology Department staff, district administrators, hardware and software vendors; protocols for both incremental and full recoveries to ensure the technology staff are knowledgeable in every aspect of recovery and restoration; designated alternate sites dependent upon the type of outage that occurs; system redundancy and fault protection protocols; and a tape backup plan.

#### **TECHNOLOGY SUPPORT PROCESS (REC. 72)**

HISD lacks an automated work order process for teachers and staff to request technology repairs.

When a user needs a computer repaired, the user calls the director or his assistant and one of them takes care of the problem when they can get to it. As a result, the district is unable to track the status of technology requests or analyze and quantify technology maintenance data. This maintenance data could identify information such as:

- the number of work requests per school and per year;
- which computers are breaking down more frequently;
- which computers are scheduled for replacement;
- which parts appear to be causing the most maintenance problems; and
- the average turn-around time for computer repairs.

The teacher survey showed that 44 percent agreed or strongly agreed that the technology staff responds quickly to requests for service or support, while 32 percent disagreed or strongly disagreed.

Historical service request data can be an invaluable tool for efficient and effective delivery of technology support services. For example, technology departments use service request data as a tool in determining the training needs of district and school users by identifying trends in service request frequency and type. In turn, district administrators use service performance baselines and associated measurements to determine service delivery efficiency and quality. Currently, the district has no way to track the status of technology requests or to analyze and quantify technology maintenance data.

To assist districts in managing and supporting their technology assets, some districts have created help desk positions and/or purchased technology work order software applications. This type of software automates repetitive activities such as logging and tracking work orders, tracking technology inventory, auditing systems, and reporting maintenance statistics, which gives technicians more time to meet the users' and the district's technology needs.

Lyford Consolidated ISD (LCISD) has a web-based technology work order application that has streamlined operations and improved management's effectiveness. The Technology facilitator developed this system during 2001, and linked it to the district website. Previously, district staff submitted all technical support and help desk requests through phone calls to the technology staff. This required technology staff to spend an inordinate amount of time on the phone, as opposed to diagnosing or fixing problems. The

**EXHIBIT 11-3  
KEY ELEMENTS OF A DISASTER RECOVERY PLAN**

ELEMENT	DESCRIPTION
Build the disaster recovery team.	Identify a disaster recovery team that includes key policy makers, building management, end-users, key outside contractors, and technical staff.
Obtain and/or approximate key information.	<p>Develop an exhaustive list of critical activities performed within the district.</p> <p>Develop an estimate of the minimum space and equipment necessary for restoring essential operations.</p> <p>Develop a time frame for starting initial operations after a security incident.</p> <p>Develop a list of key personnel and their responsibilities.</p>
Perform and/or delegate key duties.	<p>Develop an inventory of all computer technology assets, including data, software, hardware, documentation, and supplies.</p> <p>Set up a reciprocal agreement with comparable organizations to share equipment or lease backup equipment to allow the district to operate critical functions in the event of a disaster.</p> <p>Make plans to procure hardware, software, and other equipment as necessary to ensure that critical operations are resumed as soon as possible.</p> <p>Establish procedures for obtaining off-site backup records.</p> <p>Locate support resources that might be needed, such as equipment repair, and trucking and cleaning companies.</p> <p>Arrange for priority delivery with vendors for emergency orders.</p> <p>Identify data recovery specialists and establish emergency agreements.</p>
Specify details within the plan.	<p>Identify individual roles and responsibilities by name and job title.</p> <p>Define actions to be taken in advance of an occurrence or undesirable event.</p> <p>Define actions to be taken at the onset of an undesirable event to limit damage, loss, and compromised data integrity.</p> <p>Identify actions to be taken to restore critical functions.</p> <p>Define actions to be taken to re-establish normal operations.</p>
Test the plan.	<p>Test the plan frequently and completely.</p> <p>Analyze the results to improve the plan and identify further needs.</p>
Deal with damage.	<p>If a disaster occurs, document all costs and video tape the damage.</p> <p>Be prepared to overcome downtime on your own as insurance settlements take time to resolve.</p>
Give consideration to other significant issues.	<p>Do not make a plan unnecessarily complicated.</p> <p>Make one individual responsible for maintaining the plan, but have it structured so that others are authorized and prepared to implement it if needed.</p> <p>Update the plan regularly and whenever changes are made to your system.</p>

SOURCE: National Center for Educational Statistics, "Safeguarding Your Technology" (modified by review team).

automated system reduces phone requests, allows many problems to be resolved through email, and reduces the need for the technician to visit a campus a second time to gather additional information to solve problems since the problems are completely detailed in the request.

HISD should purchase web-based technology work order software to collect, track, and analyze technology maintenance data. Initially, the technology staff will learn to use the software and generate management reports. When they are comfortable with the application, school users will receive training to enter their technology work orders online.

The cost to purchase web-based technology work order software is a one-time cost of \$2,100, plus \$950 in maintenance costs per year for a five-user license, beginning in 2007–08. The five-user license represents each school and the central location for technology.

**SOFTWARE ADOPTION (REC. 73)**

HISD has not implemented a district software adoption process. Through site-based decision-making, HISD campuses have the ability to purchase software to meet individual campus needs. For example, elementary teachers participating in a focus group indicated that they are given \$100 at the beginning of the year to purchase whatever software they feel is necessary. While some instructional software is standardized for the district, software programs vary among campuses, creating gaps and inconsistencies in student learning. As a result, in the instructional area there is no assurance that the TEKS Technology Applications objectives are being met, no continuity in software used to support curriculum, and inconsistency with software programs available to teachers and students. From an operational perspective, potential problems exist in either using software that is not compatible with district hardware and network standards, and/or providing technical support for the software.

The lack of implementation of a defined software adoption process creates inconsistencies with software programs available to teachers and students. **Exhibit 11–4** shows the various software applications that each campus uses as reported by the director of Technology and Administrative Services. This list is not extensive and indicates that there is not a districtwide inventory of software applications to support the curriculum.

Lewisville and Plano ISDs have software adoption policies and procedures in order to ensure that the requested software

**EXHIBIT 11–4  
HISD SOFTWARE PROGRAMS AT EACH CAMPUS**

CAMPUS	SOFTWARE TITLE
Eastside Elementary	Microsoft Office Pro Tango
Blackshear Elementary	Microsoft Office Pro Compass
Hearne Junior High	Microsoft Office Pro NovaNet
Hearne High School	Microsoft Office Pro Read 180 NovaNet Tech Lab Microsoft Office Pro v2003 Creative Suites Premium Video Collection Premier Pro Brice

SOURCE: Hearne ISD director of Technology and Administrative Services.

both aligns with instructional goals and is compatible with technology systems. The policies and procedures clearly define the process for teacher preview, the criteria that teachers must apply in software selection, and the points of contact for curriculum, technology systems, and campus instructional support. To aid in planning and decision-making, some districts have implemented technology steering committees to carry out software adoption policies and procedures and to assure that technology decisions are made only after establishing an educational need and an alignment to the district’s overall goals and objectives for instructional technology. At the campus level, any individual requesting evaluation and/or purchase of software must submit a request to the site steering committee for approval. If approved at this level, the request is submitted to the district steering committee where consideration is given to both curriculum content and system compatibility. If approved at the district level, the teacher is notified, and the purchase is made. The process may also be reversed where the request originates with the district steering committee and seeks approval from the site committee.

HISD should implement a district software adoption process for all program areas to ensure that purchased programs align with the district curriculum objectives and TEKS.

The director of Technology and Administrative Services should work with the director of Curriculum and Federal Programs to study best practices in other school districts and develop a draft proposal for a software adoption process for HISD. The draft should be presented to the technology

committee, district and campus administrators, and teachers for feedback and necessary revisions. The final draft should be presented to, and approved by, the superintendent. Once approved, the director of Technology and Administrative Services should work with district and campus administrators and the technology committee to implement the software adoption process.

For background information on Chapter 11, Computers and Technology, see page 200 in the General Information section of the Appendices.

**FISCAL IMPACT**

RECOMMENDATION		2006-07	2007-08	2008-09	2009-10	2010-11	TOTAL 5-YEAR (COSTS) SAVINGS	ONE-TIME (COSTS) SAVINGS
<b>CHAPTER 11: COMPUTERS AND TECHNOLOGY</b>								
68.	Develop a comprehensive technology staff development program that addresses technology competencies and integration of technology into the core and enrichment curriculum.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
69.	Develop a plan to integrate the Technology Applications TEKS objectives at the primary, elementary, junior high, and high school campuses.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
70.	Create an instructional technology specialist position.	(\$40,960)	(\$40,960)	(\$40,960)	(\$40,960)	(\$40,960)	(\$204,800)	\$0
71.	Develop and implement a comprehensive disaster recovery plan for handling the loss of crucial data and information systems.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
72.	Purchase web-based technology work order software to collect, track, and analyze technology maintenance data.	\$0	(\$950)	(\$950)	(\$950)	(\$950)	(\$3,800)	(\$2,100)
73.	Implement a district software adoption process for all program areas to ensure that purchased programs align with district curriculum objectives and TEKS.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>TOTALS-CHAPTER 11</b>		<b>(\$40,960)</b>	<b>(\$41,910)</b>	<b>(\$41,910)</b>	<b>(\$41,910)</b>	<b>(\$41,910)</b>	<b>(\$208,600)</b>	<b>(\$2,100)</b>





# Chapter 12

## Safety and Security



## CHAPTER 12. SAFETY AND SECURITY

In a safe district, schools identify potential threats or hazards and have mechanisms to respond as necessary. Some districts employ police departments to assist in the security of the district and its stakeholders, as well as use security equipment for the monitoring of potential security hazards. Other districts use contract officers or district staff to implement safety and security measures.

Hearne Independent School District (HISD) has a memorandum of understanding (MOU) with the city of Hearne for police assistance and one School Resource Officer (SRO). The SRO, assigned one-half of the day to Hearne High School and one-half of the day to Hearne Junior High School, is available to assist at other district locations when needed. The SRO is a fully commissioned police officer. As an employee of the Hearne Police Department, the officer is subject to their policies and supervision and to other assignments within the city. Based on interviews conducted by the review team with the superintendent and principals, the SRO has a good relationship with the administration and students, and in addition to the duties outlined in the MOU, assists the district by checking on students who are truant for two to three days.

The city of Hearne police chief assisted the district this year by introducing them to the Robertson County district attorney's office that in turn placed a Drug Abuse Resistance Education (D.A.R.E.) officer in the district free of charge. The D.A.R.E. officer works primarily with students at Blackshear Elementary School.

The district has a contract with Interquest Detection Canines for 2005–06 to provide 10 one-half day visits for contraband inspection services utilizing non-aggressive contraband detection canines. The inspections may be unannounced and target communal areas, lockers, gym areas, automobiles, grounds, and other areas requested by the district. A handheld metal detector identifies knives, weapons, and other prohibited objects. Since the start of the 2005–06 school year, the detection canines have been at the high school campus twice and found no drug-related substances. They did get a “hit” on empty shell casings and empty beer cans left in the backs of pickup trucks. When this type of situation occurs, the SRO requests the vehicle driver to open the door for the dog to conduct a thorough search.

The district participates in random drug testing through Compliance Consortium Corporation for grades seven through 12 and suspends students who test positive from participation in extracurricular and co-curricular activities until their completion of a drug-counseling program.

**Exhibit 12–1** lists HISD's safety and security expenditures for 2003–04 and planned expenditures from the 2004–05 budget. The district pays a 68 percent charge of the total salary (minus insurance and benefits) to the City of Hearne for the SRO's base salary, medical insurance, vehicle maintenance, fuel and repairs, and SRO Training. In 2004–05 the district pro-rated the SRO officer salary and paid the city \$20,711.

### EXHIBIT 12–1 HISD SAFETY AND SECURITY EXPENDITURES 2003–04 THROUGH 2004–05

CATEGORY	ACCOUNT	EXPENDITURES 2003–04	PLANNED EXPENDITURES 2004–05
Professional Services	175	\$5,970	\$5,480
Professional Services: SRO Officer	199	\$6,001	\$12,901
Professional Services: Drug Dogs	204	\$1,643	\$6,045
Professional Services: SRO	211		\$4,000
Cameras	199		\$8,552
<b>TOTAL</b>		<b>\$13,614</b>	<b>\$36,978</b>

Key: 175=security-football games; 199=operating budget; 204=drug-free schools; 211=title/federal programs  
SOURCE: Hearne ISD General Ledger.

## ACCOMPLISHMENTS

- HISD consolidates data for emergencies and speeds communication with parents through an innovative hand-held Personal Digital Assistant (PDA)/cell phone.
- HISD has implemented a new drug policy, applicable to students that participate in extracurricular and co-curricular activities, including athletic and academic activities, which has been effective in reducing the trend of drug use incidents in the district.

## FINDINGS

- HISD campuses have unrestricted access, creating the opportunity for unwanted visitors to enter the facilities and endanger students.
- HISD's safety and security functions are not organized, lack sufficient training for students and staff, and overlook critical functions.
- HISD has not assessed and corrected existing safety and security hazards, or planned for the construction of safe and secure future buildings.
- HISD lacks written procedures and training on the proper handling and storage of hazardous materials.
- HISD lacks an up-to-date, written, emergency operations plan that is communicated to and practiced at the district and campus levels.
- HISD places students in all disciplinary programs together in the same facility in violation of the Texas Education Code (TEC) § 37.008.
- HISD lacks one standard to manage discipline throughout the district.

## RECOMMENDATIONS

- **Recommendation 74: Control access to existing facilities and mandate enforcement of policies by administration, teachers, and staff.** The district can accomplish this recommendation by taking the following actions: enhancing signage directing visitors where to go when entering the building; reinforcing the importance of teacher intervention with visitors; closing gates and locking doors wherever possible; using parent volunteers to assist in monitoring open areas of campuses; enforcing the existing district policies that require visitors to sign in at the front offices; and

implementing training for these policies at the district level.

- **Recommendation 75: Centralize safety and security under one position.** Designating one position to administer all safety and security programs would ensure coordination among campuses, training of staff, and implementation of existing policies.
- **Recommendation 76: Conduct a comprehensive assessment of each current campus, correct existing safety and security hazards, and develop a plan to review the assessments annually along with plans for future construction.** The district should develop a plan to safeguard the students and property by correcting existing safety and security hazards and cleaning unsafe areas. All employees should be responsible for immediately reporting unsafe conditions and acknowledged for their proactive communication.
- **Recommendation 77: Develop written procedures, implement an information program, and conduct ongoing training for all employees to ensure district staff understands the proper handling and storage of hazardous materials.** The district should work to correct hazardous situations and secure hazardous materials on all campuses to provide for the safety of employees and students.
- **Recommendation 78: Develop written, up-to-date, emergency operations plans for all district facilities, and provide training on the plans to all district staff.** The district should train campus staff on the use of alert levels and the commands or signals associated with each level. At the district level, the district should mandate and monitor periodic drills for all facilities and create an emergency kit for each classroom.
- **Recommendation 79: Separate the district disciplinary programs by age and type.** This separation will prevent students in each program from mingling and ensure that the district provides a safe school environment and complies with the TEC requirements.
- **Recommendation 80: Develop and maintain one standard documented matrix for student discipline.** The district should use one standard to administer student disciplinary penalties consistently across the district. The discipline matrix currently in use at the high school should be used as a starting point, and

developed, with input from stakeholders, as a standard instrument that can be implemented at all campuses districtwide. All district teachers and administrators should be trained to adhere to standard practices.

## DETAILED ACCOMPLISHMENTS

### ACCESS TO KEY INFORMATION

HISD consolidates data for emergencies and speeds communication with parents through an innovative handheld PDA/cell phone. All units have cellular service allowing the principals the ability to access student contact information and make a call on the spot. By highlighting the phone number and entering it, the user can place a telephone call via the unit's integrated cell phone. Each principal receives a Treo 650 with Principalm software containing all pertinent data regarding each student in his/her school. This information includes a photo, class schedule, grades, field trip permission, confirmation of code of conduct receipt signature, discipline file, personal contact information for parents/guardians including language preference, and photo release for use in student of the month, press, and other possible internal uses. The superintendent's unit contains information about all students and staff districtwide.

HISD first tried to use the PDA as a grade book, but it did not seem to be worth the effort. Then, the Technology director's assistant came up with the idea for using the PDA to house student information. The Technology director chose the junior high school principal to pilot the program in 2004–05 with the belief that if it made information access easy for this administrator, it would be good for the others as well. When the new PDA/cell phone came out in January 2005, the district used local funds to pay for five units. After a successful pilot program, the superintendent and the remaining principals received a smart phone unit at the start of the 2005–06 school year.

According to the Technology director, the software interfaces with the district's Chancery Winschool student information system to export needed data and add the student pictures. The software then encrypts all of the information and downloads it to a Secure Digital (SD) expansion card for access with password authentication. The PEIMS coordinator on each campus is responsible for updating the information on the PDA on a regular basis.

The junior high school principal reported that he was the only one at the school who had the unit and access to the information other than the counselor who maintains the

original files and enters the data in the PDA/cell phone. All principals gave positive reports on the software and demonstrated its ease of use on their units. Training occurs on an individual basis and no written guidelines for the use of the device are in place.

The website at [www.principalm.com](http://www.principalm.com) indicates that the company secures all data with bank-strength 128-bit encryption. Without the password, someone finding the device cannot retrieve data. They also mention the added benefit that the device is always available even during power failures, fires or other emergency evacuations, and field trips.

The junior high school principal believes having access to the information included in the PDA/phone improves his ability to ensure that students were where they needed to be, to quickly access information regardless of his whereabouts (either in school or at extracurricular activities), and to rapidly locate parents when needed. He also said parents were pleased to share concerns with him about their children even away from the school since the specifics about grades and classes were immediately available. He also noted that during field trips and sporting events, it is very helpful for immediately accessing students' emergency contact information when time was critical.

The superintendent noted that this device is really helpful for quick information about students, staff, and schedules, and that the district plans to give the SRO a unit. The SRO believed this tool would assist in confirming individuals he did not know to be students and streamline the process of contacting truants and their parents/guardians.

### DRUG POLICY

HISD has implemented a new drug policy, applicable to students that participate in extracurricular and co-curricular activities, including athletic and academic activities. Although it has only been in effect since the 2004–05 school year and it is too early to have written data, the district believes the trends show that the policy has been successful in reducing the incidence of drug use by students.

According to interviews with the superintendent and board members, the new drug policy has been very successful in reducing the incidence of drug use by students. The policy is designed to give students an out from peer pressure to do drugs. Because students know they stand a good chance of getting caught, students can blame not doing drugs on required drug testing instead of telling peers they are afraid

to do drugs. The superintendent feels adoption of the policy is one of the best things HISD has ever done.

The policy's statement of need and purpose is:

"Hearne ISD, has a vital interest in maintaining a safe and healthy environment for all of its students. Being under the influence of drugs and alcohol poses a serious health and safety risk to both the user and all those associated with the user. Likewise, maintaining a drug free school is crucial to preserving a positive learning environment. To fulfill this purpose, the District has implemented a random drug testing policy."

Objectives of the policy include:

- A. To provide a deterrent to drug use for grades seven to 12 students.
- B. To provide drug education for those students who test positive for drug use and those students who are at risk for drug use.
- C. To provide for the health and safety of all students in all school sponsored extracurricular activities and University Interscholastic League (UIL) academics and athletics.
- D. To undermine the effects of peer pressure by providing a legitimate reason for students to refuse to use illegal drugs.

The policy plan includes the following elements:

- A. All students in all school-sponsored extracurricular activities, UIL athletics, and UIL academics will be subject to testing at least once yearly upon entering into the extracurricular programs. Random testing will be conducted on at least 10 students from grades seven and eight and at least 12 students from grades nine to 12, a minimum of twice per year for grades seven and eight and six times per year for grades nine to 12 on random dates after the initial testing.
- B. Students will be selected at random by a representative from the testing laboratory from a computer-generated pool of all extracurricular students.
- C. All students in all school sponsored extracurricular activities, UIL athletics, and UIL academics at Hearne ISD grades seven to 12 will be subject to testing.
- D. Testing will be conducted through accepted scientific means using approved practices and procedures established by the testing laboratory selected by the

District. The testing parameters shall be set at industry standards as defined by the National Institute for Drug Abuse.

The policy also provides for specific testing administration as well as parental consent and student consent forms. The testing entity will provide a Medical Resource Officer (MRO) to interpret and verify results. The MRO will determine if there is a medical explanation for the student's drug report. If the parent can provide a medical excuse with documentation, the MRO will report the test results as negative. However, without medical information, the MRO will report to the school-designated representative a positive drug screen.

Students that test positive for drug usage may request a second test. They must make a written request to the campus principal within 48 hours from the first notification of a positive test result.

Upon the first confirmed positive test result, the parent/guardian and the student meet the principal, athletic director and/or sponsor, and counselor to discuss the test results and the consequences. The student is required to attend and successfully complete a drug education program approved by the district. The student and parent/guardian are responsible for the cost of the drug education program. The student must be tested at the next testing date that might be at an unannounced random interval. The student is not allowed to participate in any extracurricular activities, UIL athletics, or UIL academics until the successful completion of the drug education program.

Upon the second confirmed positive test result, the student is suspended from participation in all extracurricular activities, UIL athletics, and UIL academics for 30 calendar days. At the end of the suspension, the student must submit to a drug test by a nationally certified drug-testing laboratory. The student is subjected to testing on each district test date, within the school calendar year, and on each district test date for the remainder of the student's participation in all school sponsored extracurricular activities, UIL athletics, and UIL academics while enrolled in the district.

Upon the third confirmed positive test result the student is suspended from participation in all extracurricular activities, UIL athletics, and UIL academics for one calendar year from the point of the third confirmation. At the end of the suspension, the student must submit to a drug test by a nationally certified drug-testing laboratory. The student is subjected to testing on each district test date, within the

school calendar year, and on each district test date for the remainder of the student's participation in the listed activities.

Upon the fourth confirmed positive test result, the student is suspended from participation in all extracurricular activities, UIL athletics, and UIL academics for the rest of the student's high school career.

If a student refuses any test as required or authorized by this policy, the student receives the same consequences for each refusal as set out for a positive test result.

## DETAILED FINDINGS

### ACCESS TO FACILITIES (REC. 74)

HISD campuses have unrestricted access, creating the opportunity for unwanted visitors to enter the facilities and endanger students.

School handbooks and signage on buildings clearly indicate that visitors should report to the office. However, the district does not enforce this policy or reinforce it during the training of teachers and staff.

During site visits to the campuses by the review team, the following observations were made:

The Hearne Junior High School, Blackshear Elementary, Eastside Elementary, and Hearne Eagle Academy campuses have multiple buildings with doors open to the street. There are no cameras or other security devices, police presence, or visibility by the main office of persons entering the buildings. Playgrounds are open and accessible to outsiders. Interior doors are unlocked.

*Hearne High School:* Multiple classrooms were unlocked; some of these contained handbags, briefcases, books, and equipment available for anyone to take. The library did not have an adult present; one student waiting in the room offered to try to locate the librarian. Also, a mobile cart filled with laptop computers was in plain view of an exit door not visible to anyone in the main office. The parking lot at the front of the building had two large entrance gates that permitted unrestricted access to the property. During the school day, external doors remain locked except for the front door and one door to the cafeteria on the east side of the building. The principal indicated that the door to the cafeteria was open only to permit deliveries. There is a taped security camera system that is monitored only when someone is at the front desk. It has no controlling effect on access to the

building and the tape is only reviewed when it is necessary to investigate an incident.

*Hearne Junior High School:* All outside doors were unlocked as were doors to unoccupied classrooms. Access by the review team was possible for quite a while without anyone requesting the reason for the visit. A group of students outside the building without supervision during lunch stated to review team members, "We just have to stay on the school grounds." Other students entered and exited from all sides of the building and roamed freely during the lunch period. Some stood by the bus pickup area adjacent to the street. Numerous alcoves and alleyways on the campus created limited visibility for students in those areas. A locked field house located next to the junior high school classroom building also restricted vision to the other side, where the football field is located. Signage at the junior high school does not indicate the main entrance. The main door was not near the parking lot, but at the end of a path that extended from the bus exchange stop across the front lawn. The main entrance was not evident to the review team even after walking around the building. One parking lot filled with delivery trucks and cars blocked visibility to one entrance of the building.

*Blackshear Elementary:* The campus is composed of eight buildings that are open to the surrounding area. Separate buildings contained the auditorium, cafeteria, and gymnasium. Two open doors to one building had fans blocking the doorway. A door sign asked visitors to go to the office without stating the office location, which was around the corner in the same building. The playgrounds, surrounded by trees, were behind the school, and were accessible to visitors; there were no fences. Students use a playground across the street for extra recess time rewards or special treats. Doors were unlocked to several areas including special education classrooms and to all street-side doors. It was possible to access multiple buildings and classroom with no questions. Children from classrooms adjacent to the street walked alone on the street side, going to the restroom immediately next to an open gate accessible to the street. Children entering those restrooms would not be aware if someone walked in from the street and was already inside.

*Eastside Elementary:* Although there are large open fields and unrestricted access to the campus from many sides, teachers in the multi-purpose room diligently stopped visitors attempting to enter the campus through that location. Teachers appeared to provide close supervision to students while walking around the campus, but large bushes restrict vision. There was a large hole in the fence by one playground,

and the other playground, located by an open field, had access from all sides.

*Hearne Eagle Academy:* The campus is located on the campus of the junior high school. There was no signage indicating the building entrance or that the building had occupants.

During group interviews, teachers and staff mentioned several examples of vandalism during the past few years including window breakage and purse thefts. In a survey conducted by the review team, 42 percent of the teachers disagreed with the statement “Vandalism is not a problem in this district.”

Kerrville ISD (KISD) sixth grade school has a unique method to direct visitors to its main office. While all KISD schools have signs that refer visitors to the office, the sixth grade school has painted sidewalk markings that lead visitors to the office. Painted paw prints and an occasional painted sign indicate the way to the office to ensure that unidentified guests have no excuse for wandering into various areas of the school. Painting the paw prints is a community service project refreshed at least once a year by the Parent Teacher Organization (PTO). The use of paw prints for directions gives the impression that the school is not only fun and inviting, but that signing in is also important to the administration.

Katy ISD uses volunteers to sit at the front door and key access points, requesting signatures of visitors and issuing 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.

HISD should control access to existing facilities and mandate enforcement of policies by administration, teachers, and staff. The district can accomplish this control by taking the following actions: enhancing signage directing visitors where to go when entering the building; reinforcing the importance of teacher intervention with visitors; closing gates and locking doors wherever possible; using parent volunteers to assist in monitoring open areas of campuses; enforcing the existing district policies that require visitors to sign in at the front offices; and implementing training for these policies at the district level.

### **SAFETY AND SECURITY OVERSIGHT (REC. 75)**

HISD’s safety and security functions are not organized, lack sufficient training for students and staff, and overlook critical functions.

When asked why incident numbers are rising, none of the principals knew the reason, or had reviewed the data. The superintendent theorized that this rise could either be because the district has been tightening up and counting minor infractions that do not necessarily warrant reporting due to a change in administration at the high school, or simply due to general coding errors. It was unclear if all of the items coded were part of the HISD student code of conduct.

HISD’s superintendent is responsible for the oversight of safety and security areas in the district, but relies on principals to handle their own fire drills, emergency procedures, crisis plan training, and safety training. The district does not require safety coordination among campuses and there is no review process in place to determine if each principal is effectively handling this responsibility.

During on-site interviews, the review team discussed the following issues with the superintendent and principals:

- Visitors are supposed to sign in at the principal’s office, get a badge, and receive an escort to their destination. Signs posted on the campuses display the alert to report to the office, but the superintendent is not clear if this procedure is in the district code of conduct or consistently enforced by each principal.
- Principals reported they each have a code which is used for problems such as intruders on campus. It is unclear how this code is communicated to staff, and the code is not the same for each campus. Therefore, it is important that the district informs the teachers and staff moving from one school to another on the differences immediately upon arrival at their new location. This communication does not occur.
- Neither school administrators nor the SRO has seen an actual scope of responsibilities for the SRO. The job description appears in an exhibit attached to the “Police/school resource officer contract,” but the district has not circulated it among staff. As a result there is confusion about the role of the SRO.
- The memorandum of understanding (MOU) on the SRO agreement with City of Hearne was not easy to

locate. The City did eventually provide the review team with an undated copy.

- The School Resource Grant Resolution dated January 13, 2003 did not have complete signatures. This deficiency did not affect the agreement since neither party knew and did sign the document in August 2005 following a request by the review team to locate the signed copy. The current funding for the SRO ends in March 2006, and the district has not followed up with the city regarding its continuation of this program. The city grant writer told the review team that the city would continue to fund the program, although it is less clear whether the district's 68 percent portion for payment purposes will increase. No one in the district is monitoring this situation and its associated budgetary impact.
- The MOU indicates that the SRO is responsible to the assistant superintendent, but the superintendent is taking that role, as the assistant superintendent position does not exist at the current time.
- There is no communication between the superintendent and the police chief or any other police supervisor regarding the SRO.
- Safety and security issues mentioned in the Campus Improvement Plans receive no follow up to ensure they are being addressed.
- Programs for drug, alcohol, and bullying or gang prevention are not coordinated. Principals refer to Red Ribbon and their plans to implement programs such as DARE, but nothing is strategically designed to address the actual needs of the district or measure the success of the programs.
- Safety and security training varies with the level of experience and background of the individual principal, which can result in inconsistencies and omissions in training. These inconsistencies and omissions include understanding the entire scope of training topics to cover and failing to ensure that all staff knows their roles and responsibilities during an emergency.
- There are no assistant principals at this time, but the high school principal indicated there is an open position at that campus. In the meantime, various coaches act in the assistant principal role; when there is a disciplinary action at the high school, the student typically meets with a coach or the principal.

- A city sign on a public street still indicates the high school to be at its former location. No one from the district has requested that the city correct this signage error.
- The review team had difficulty collecting all budgetary information regarding safety and security; what was collected is incomplete and it appears that no one has reviewed the data since it is the collective responsibility of numerous staffers.
- School districts are required to consider the proximity of a bus stop to the residence of a sex offender. Schools are required to attempt to locate each bus stop at least 1,500 feet from the residence of a sex offender as measured by a straight line from the nearest property line of the residence to the bus stop. HISD provides documentation of sex offender addresses to principals who are responsible for monitoring this, but it is not evident that any use of this information for monitoring actually occurs.

**Exhibit 12–2** shows the safety and security responsibilities on an organization chart.

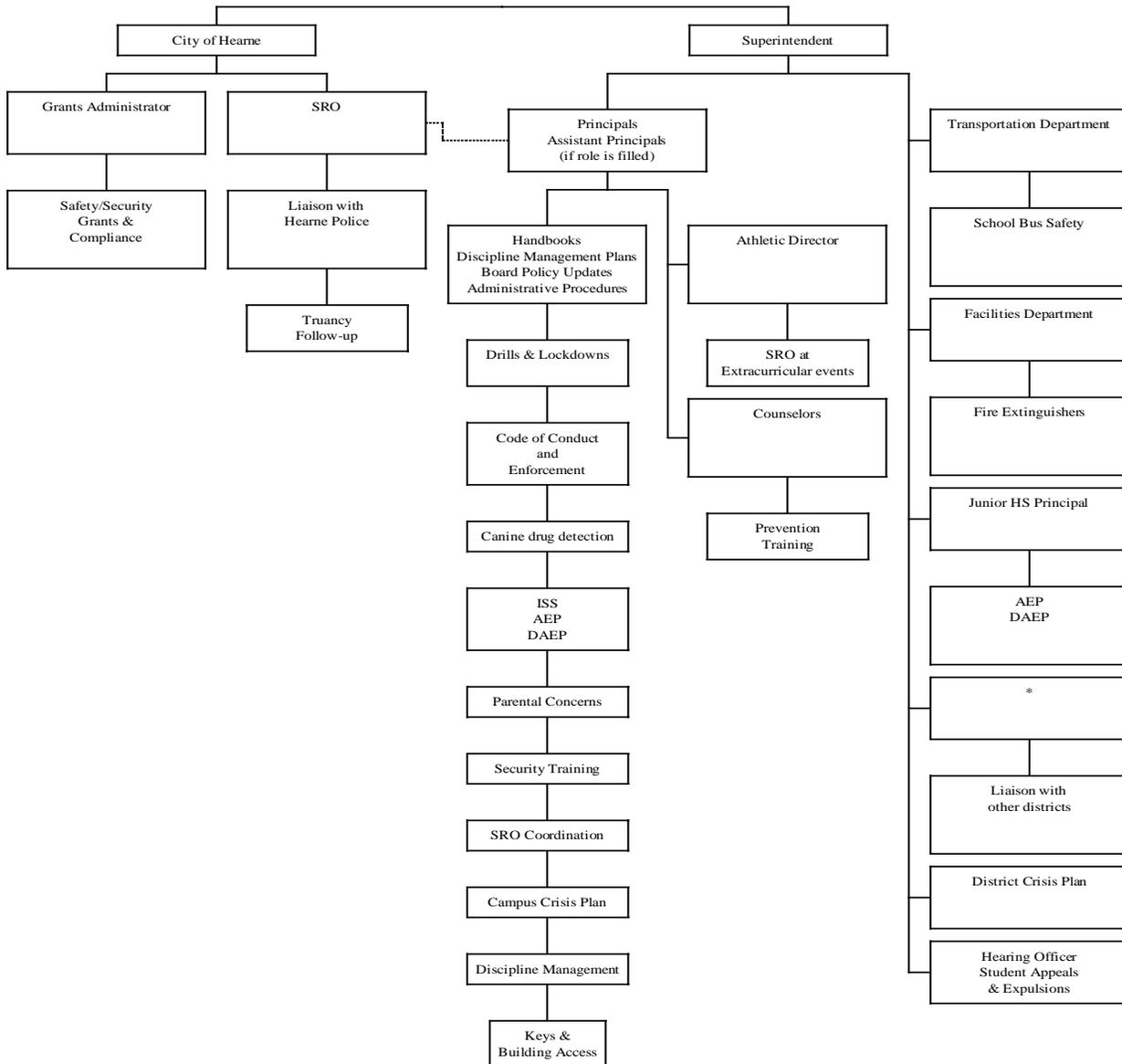
**Exhibit 12–3** shows the safety and security responsibilities by position.

Cedar Hill Independent School District (CHISD) is able to locate gaps and duplication of effort regarding safety and security with a designated coordinator of Safety and Security with oversight from the associate superintendent of Support Services. The district is paying a \$1,000 annual stipend for these duties.

In order to provide proper safety planning, training, and protection for students and staff, Spring ISD combines the functions of maintaining emergency procedures, scheduling practice drills, and investigating injury accidents in one office.

The district should centralize safety and security under one position. Designating one position to administer all safety and security programs would ensure coordination among campuses, training of staff, and implementation of existing policies. The fiscal impact is based on providing a \$1000 stipend each year for extra duties for an annual cost to the district of \$1,150 (\$1000 stipend + 15 percent benefits, or \$150 = \$1,150). Given the focus on the junior high and high schools, the principals of these schools should be considered as candidates for this position.

**EXHIBIT 12-2  
HISD SAFETY AND SECURITY RESPONSIBILITIES  
2005-06**



\*There is no position in HISD that serves as a safety/security liaison with other districts.  
SOURCE: Review team interviews, July and September 2005.

**EXISTING FACILITY SAFETY AND SECURITY (REC. 76)**

HISD has not assessed and corrected existing safety and security hazards, or planned for the construction of safe and secure future buildings.

A review of district facilities revealed the following:

*Hearne High School:* There were maps located throughout the building that showed names of teachers in each room, and

signs on the classroom doors showed door numbers but no teacher names. To determine current location and exit paths, it was necessary to count classrooms on the map; school personnel assured the review team that they had just ordered new signs for the classrooms. A television at the front desk in the main office monitored security cameras in the halls. The principal believed this was the only monitoring location and was not sure about the number of cameras throughout the building. It was stated that, “If someone remembers to

**EXHIBIT 12-3**  
**SAFETY AND SECURITY**  
**RESPONSIBILITY BY POSITION**  
**2005-06**

POSITION	RESPONSIBILITY
Superintendent	District Crisis Plan; Hearing officer for student appeals and expulsions
Superintendent, principals	Develop Student Handbook, Code of Conduct, and Discipline Management Plan; develop and update board policies, administrative procedures and address concerns in these areas
Principals	Safety, security and prevention training, coordinate of SRO, campus crisis plans; drills and lockdowns; discipline management; code of conduct and enforcement; approving keys and access to building; truancy; address parent concerns for safety and security; canine drug detection contract
No HISD position City of Hearne grants administrator	Safety/security related grants and compliance
SRO	Liaison with police department; truancy follow-up
Counselors	Prevention and awareness classes
Junior high school principal, principals, superintendent	Alternative Education Program and Disciplinary Alternative Education Program
Athletic director	Scheduling SRO at extracurricular events
Custodians, outside contract	Fire extinguisher inspection
Transportation Department	School bus safety
No HISD position	Liaison with other districts on safety and security

SOURCE: Review team interviews, September 2005.

turn the video off at night, searches for specific days were easy.” If not, it is necessary to review “a lot of tape” to locate the place to review.

Fire extinguishers were all up-to-date but not easy to locate. There was no fire detection or suppressant system visible in the high school gymnasium building, nor were there any visible fire extinguishers.

A riding lawnmower used on the field next to the building threw loose gravel, hitting a moving car approximately 20 feet away. Shortly after, students walked across the field past the mower. The concrete and gravel road surrounding the building was full of holes and a large mechanical supply building next to the gym had open doors with machines in view.

*Hearne Junior High School:* In the main hall, there was a step across the entire hall between the principal’s office and main office, which creates a tripping hazard, and there was no caution sign. On the second floor of the building, the circuit breaker panel controlling the building lights was open and accessible to students. A student stood alone in the hallway outside an upstairs classroom for disciplinary reasons.

*Hearne Eagle Academy:* At this facility, the air conditioning system could not handle the volume of the room, and a large fan on the floor was being used to move the stale air. Electrical panels and wires were all unlocked and accessible to students. The air conditioner temperature gauge hung from the ceiling on a wire approximately six feet from the ground. A closet next to the entrance contained unlocked lockers and cleaning equipment. Tables containing computers had boxes on them, which restricted movement. Extension cords and wires connected to computers wrapped through chair legs, and there was little space for students to work.

There were no reportable facility safety or security issues at either of the elementary campuses.

Failure to correct things such as tripping hazards, exposed electrical wires, and lack of emergency evacuation maps can lead to accidents and concern by students and parents.

During a meeting with the Hearne ISD superintendent in July 2005, the review team asked whether the district had already asked for assistance from the police in identifying safety and security issues, especially considering that the district is in the planning stages for new facilities. The superintendent said the district had not done so, but thought

this was a good idea and agreed they would pursue it. As of October 2005 the district had made no contact with the police chief, but has mentioned wanting to set up a meeting with the architect and the police department.

The Hearne police chief confirmed that his department could provide a complete safety and security survey for the district. The SRO is also the Assistant Chief in the Hearne Fire Department and is contacting the Fire Marshal to get specific forms to use in inspection should the district request police or fire department assistance with the safety and security assessment.

By conducting a comprehensive security assessment of each campus, Fort Bend ISD (FBISD) improved security for the district and community. The FBISD Police Department conducted a comprehensive security assessment of each campus and delivered a written report with recommendations for improvement. The security assessment reviewed perimeter barriers such as fencing and lighting; exterior barriers such as locked doors, windows, and landscaping; internal controls such as key controls; and a process for the monitoring of visitors. Each school received a list of recommendations with specific campus needs such as a code system for intruder alerts. Repeat visits made to each campus assessed the campus's compliance with Police Department recommendations.

HISD's new facilities will not be available until 2007–08; therefore, there is an opportunity to plan for and build their new facilities with safety and security as a high priority. Planning prior to construction saves money for the district if they anticipate issues that it would need to correct after completing the project.

HISD should conduct a comprehensive assessment of each current campus, correct existing safety and security hazards, and develop a plan to review the assessments annually along with plans for future construction. The district should develop a plan to safeguard the students and property by correcting existing safety and security hazards and cleaning unsafe areas. All employees should be responsible for immediately reporting unsafe conditions and acknowledged for their proactive communication.

#### **HAZARDOUS MATERIALS HANDLING (REC. 77)**

HISD lacks written procedures and training on the proper handling and storage of hazardous materials.

Occupational Safety and Health Administration (OSHA)'s Hazard Communication Standard (HCS) requires all

employers with hazardous chemicals in their workplaces to prepare labels and material safety data sheets (MSDSs), train the workers about the availability of protective equipment, and how to handle chemicals appropriately. Personnel on all campuses were not aware of the location of an MSDS book.

At the high school, an unmarked copy of the MSDS book was in a locked custodial room. The room contained high shelves filled with chemicals, supplies, vacuums, and miscellaneous materials immediately next to the water heater, and electric panels were open with wires exposed. There was no MSDS book available at any other campus.

Inside the junior high school classroom building, a small, unlocked closet next to an unlocked door to the street contained cleaning supplies, including a bleach bottle, plastic containers, cardboard boxes, and other debris.

In the middle of a sidewalk path outside of Blackshear Elementary, a cleaning bucket with chemicals created a safety hazard.

District custodians have no procedures manual and receive no training to deal with the chemicals they use in their everyday course of work, creating the potential for serious accidents and violation of the law.

The Texas Hazard Communication Act, revised in 1993 and codified as Chapter 502 of the Texas Health and Safety Code, "requires public employers to provide employees with specific information on the hazards of chemicals to which employees may be exposed in the workplace." Employers must provide employees with information and training.

By this act, employees have rights to:

- access copies of MSDSs;
- information on their chemical exposures;
- receive training on chemical hazards;
- receive appropriate protective equipment; and
- file complaints, assist inspectors, or testify against their employer.

Eanes ISD has, in accordance with the Texas Hazard Communication Act, created the "Your Right to Know" 1999–2000 Information and Training Manual to provide students, staff, and faculty with information and annual training on hazardous chemicals which they may come upon in their daily routine.

HISD should develop written procedures, implement an information program, and conduct ongoing training for all employees to ensure district staff understands the proper handling and storage of hazardous materials. The district should work to correct hazardous situations and secure hazardous materials on all campuses to provide for the safety of employees and students.

### **CRISIS PLAN (REC. 78)**

HISD lacks an up-to-date, written, emergency operations plan that is communicated to and practiced at the district and campus levels.

During a spot check of classrooms at all schools by the review team in September 2005, teachers did not know about written emergency procedures document. Fire drills were pending in most schools, but there had been no lock-down drills or evacuation drills, and no plans were in place to conduct them.

HISD and the city of Hearne Police Department have each individually created an emergency response plan, but neither entity has communicated their plan to the other one. For example, the Hearne police chief said the city sent officers for training in the active shooter threat program designed for the street-level officer, and hoped to have their written procedures in place by December 2005, but the district was not aware of this plan. The police did not know about any alternative evacuation-site or of any special codes the district uses at the campus levels to initiate an emergency alert. As of October 2005, no meeting had taken place to initiate coordination.

Crisis management and emergency procedures documents were difficult to locate throughout the district. After a search, the superintendent located a copy of an “Emergency Procedures” flip chart which he obtained from and was the only copy at one of the elementary schools. This document and the student handbooks do indicate what the bell signals stand for, such as three bells are for fire and one bell is for disaster.

At Hearne High School, a 2001 version of a “Crisis Management Plan” was located after a lengthy search. Included in it is a map of the high school, which at that time was located in a different building than it is now. The principal was not aware of any other crisis or emergency operations documents.

Only the principal at the junior high school had the plan and the flip chart for emergency procedures posted; however, the

document was the old, undated version and there was no concrete understanding by anyone else at the junior high school about the contents of any plan.

Teachers were familiar with fire drills and bad weather drills but could not articulate what they would do in any other type of emergency. Their expectation was that administration would tell them the proper procedures. One teacher indicated knowledge of how to exit the building and where to go for a disaster drill based on what was done in drills the previous year. Written procedures and fire exit maps were not available in most classrooms, which pose a problem not only for the campus staff and students, but also for any substitute personnel in the building.

All Hays Consolidated ISD campuses have an up-to-date comprehensive crisis management plan specifically designed for their facility. Each teacher receives a copy of the plan and receives yearly training on implementation of the plan.

Cedar Hill ISD created a comprehensive crisis plan in cooperation with the Cedar Hill Police Department. 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.” The plan clearly defines the responsibilities of school and district staff and ensures that all team members know their individual roles during the four levels of heightened alert: Shelter in Place, Alternative Shelter, Building Evacuation, and Site Evacuation. 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.

Schools in Texas routinely practice drill procedures for fires, crises, and other emergencies. Any crisis commonly causes confusion that can disrupt even the most carefully written plan. Practice leads to automatic, orderly, and rational responses in critical situations. Schools are required to conduct a minimum of nine drills and to evacuate the school buildings in approximately three minutes. The Texas School Safety Center and the Federal Emergency Management Agency (FEMA) recommend that all classrooms have an emergency CLASSROOM GO KIT. FEMA suggests a bright-colored bucket with lid stenciled with the classroom number for visual identification and should include a first aid kit, a hat, vest, or other unique identifier for the teacher (and aide), a whistle, student accounting paperwork for student accountability (class list, contact information, and so forth),

tarp or ground cover, and age-appropriate time-passers (cards, crayons, and so forth).

HISD should develop written, up-to-date, emergency operations plans for all district facilities, and provide training on the plans to all district staff. The district should train campus staff on the use of alert levels and the commands or signals associated with each level. At the district level, the district should mandate and monitor periodic drills for all facilities and create an emergency kit for each classroom.

### **DISCIPLINARY PROGRAMS (REC. 79)**

HISD places students in all disciplinary programs together in the same facility in violation of the Texas Education Code (TEC) § 37.008.

HISD operates an In-School Suspension (ISS) program, an Alternative Education Program (AEP) that includes a credit recovery opportunity, and a Disciplinary Alternative Education Program (DAEP), all located in a former shop building at the junior high school campus under the name Hearne Eagle Academy. The TEC § 37.008 states that each school shall provide a DAEP program with students “to be separated from students who are not assigned to the program.” Given the configuration of this room, students who are requiring ISS or an AEP program are housed with students requiring an AEP or DAEP program.

At Hearne Eagle Academy, students in grade levels four through 12 are together in an open room, seated in three areas of the room. With the exception of some file cabinets and bookcases, there are no partitions between the areas. It is impossible to keep the students apart since they walk through the room to use the water fountain and the restrooms.

The junior high school principal provides oversight of the entire facility for ISS, DAEP, AEP, and credit recovery, and visits the facility regularly and when called. The junior high school principal provided the title “director/teacher” as no job description could be located; this position and one full-time aide are present each day. During the site visit, the director was the only person present and attempted to keep students quietly in their seats. The students work independently on assignments provided by their regular classroom teachers, and when they return to their schools from the AEP and DAEP, no additional assistance is required from the teachers since their academics are current.

When asked about the difference between the district’s AEP and DAEP, the director/teacher of Hearne Eagle Academy

stated that the AEP is “supposed to be” used when a student needs an alternative academic approach or setting, and the DAEP is “supposed to be” used when a student has committed some type of disciplinary infraction that warrants their placement in the program. The staff did not provide any evidence showing that the AEP and DAEP in Hearne are operating in this manner or that they are appropriately classifying students when they enter the academy.

Although students from ISS, AEP, and DAEP are housed together, the school day is staggered with ISS from 8:00 a.m. to 3:10 p.m. and AEP and DAEP from 8:15 a.m. to 3:45 p.m. All students go to the cafeteria at 8:15 a.m. for breakfast and at noon for lunch; they are not in the cafeteria for any meals with the rest of the student population.

For students who commit serious offenses or have persistent misbehavior at the Hearne High School, Hearne Junior High School, and Blackshear Elementary, assignments to the DAEP are for a minimum of five days to a maximum of three six-week periods. Assignments are reviewed at the end of thirty school days; the student must meet district requirements regarding attendance and complete their work assignments to return to the regular campus environment.

The district notifies parents of any actions that require it to place their child in the Eagle Academy and the requirements and responsibilities associated with this action. Both the junior high school and high school campuses follow state policy for mandatory placements in DAEP and JJAEP programs.

While in the DAEP, students wear overalls for identification, and parents are required to drive the students to class unless there is an issue with transportation. Their physical exercise is in the form of campus clean up in the morning and afternoon. Either the director and other full-time staff member on-site, or one of the coaches takes the students out to the campus for this work. This supervision does seem more extensive than what they receive in the classroom, but there was no indication whether this practice provides any other positive outcome in addition to the physical exercise.

The district’s AEP program provides a credit recovery opportunity for students who need credits for specific classes, or for those wishing to graduate early. This is an independent, self-paced program that students participate in as a supplement to their regular school classes.

In January 2006 the superintendent indicated that secondary ISS programs are held at respective campuses, and that

secondary ISS programs are either after school or Saturday School and the AEP is housed at the high school using a Nova Net Program.

The TEC mandates each school district to provide a disciplinary alternative education program that is in a setting other than a student's regular classroom; located on or off of a regular school campus; and, provides for separation of students assigned to the disciplinary alternative education program from those who are not. The legal requirement for school districts to separate students in AEP from those in DAEP also has positive implications for the quality of education, supervision, and discipline. Students do not receive the services they need when they are misclassified. When school districts have a false sense of the skills required to teach in specific programs, they staff incorrectly or inadequately.

Ingram ISD's Alternative Education Program is actually a DAEP that resides in a separate building adjacent to the district administration office. The DAEP uses a nontraditional classroom setting for students working independently in multiple grade levels. The physical classroom layout is spacious, allowing distance between students. Elementary students assigned to the DAEP are in a separate room. The teacher works one-on-one with students on assignments for each subject that are completed on a daily basis. The teacher helps the students set their schedules so they can move from subject to subject and complete the assigned work at the expected level of quality. DAEP teachers monitor students' performance daily and prepare weekly reports.

As part of the district's facilities construction plans for 2007–08, the superintendent noted, "The AEP will continue to be housed in the new high school as it has for the past two years. The DAEP will be housed in half of the old Vocational Ag complex. We will use one of the classrooms for the high school DAEP and build new classrooms (2 to 3) in one of the old shop areas, thereby affording us an additional DAEP for junior high or elementary and classrooms for ISS. This location will make it easier for our teachers and counselors to visit their students. Additionally, we will continue to offer GED through Region VI." The review team was not shown any documentation regarding these plans.

HISD should separate the district disciplinary programs by age and type. This separation will prevent students in each program from mingling and ensure that the district provides a safe school environment and complies with the TEC requirements.

### **INCONSISTENT DISCIPLINE (REC. 80)**

HISD lacks one standard to manage discipline throughout the district.

When determining the appropriate consequence for a disciplinary infraction, the high school uses a standard matrix and the junior high school deals with students on more of a case-by-case basis, which results in students across the district receiving different treatment for committing the same infraction. No uniform disciplinary standard, as from the Student Code of Conduct, is routinely followed and applied. This creates confusion among parents and teachers regarding the lack of an equitable approach to the delivery of consequences to students.

All schools in Hearne use the same Student Code of Conduct, which is a separate document from the student handbooks that reference it. The Code of Conduct, from the 2003 TASB Policy Service outlines the standards for student conduct and cites expected behaviors and the consequences of noncompliance with the standards. The date on the copy submitted to the review team was 2004–05 and the document was found to be the same as the 2003–04 version.

According to the high school principal, he uses the Hearne High School Student Handbook discipline matrix and never deviates from this matrix. This is not part of the district's code of conduct, but appears to be consistent with it. This document preceded the current principal, and is used only at the high school. The 180 junior high students received a planner at the start of the year containing the student code of conduct, and the elementary schools aim at dealing with discipline issues at their own campuses.

The components of the Hearne High School Discipline Matrix can be found in **Exhibit 12–4**.

The Hearne High School Student Handbook does not mention ISS, but does indicate that a teacher may assign after-school detention.

The junior high school students remain in ISS for one period, one day, or more for minor or repeat offenses and students may receive additional days of ISS for rules violations while assigned there. The elementary school has the option to use the center at the junior high school location, but they have not done so this year.

The junior high school principal does not use the same discipline matrix as the high school. He believes that "every kid is different" and you need to "deal with the situation"

**EXHIBIT 12-4**  
**HEARNE HIGH SCHOOL DISCIPLINE MATRIX**

OFFENSE	1ST	2ND	3RD	4TH
Tardy	Teacher	Teacher	Teacher	Teacher
Truancy - 1 period	3 ASD	SS	PW	AEP
Truancy - 2+ periods*	SS	PW	AEP	
*Inappropriate/disruptive behavior	2 ASD	SS	PW	AEP
Throwing Objects	ASD	SS	PW	AEP
Missing After School Detention	SS	2 SS	PW	AEP
Profanity	SS	2 SS	PW	AEP
Parking lot violation	SS	2 SS	PW	AEP
Dress code violation	Fix/ASD	SS	PW	AEP
Racial Slurs	ASD	SS	PW	AEP
Public Display of Affection	ASD	SS	PW	AEP
Harassing sexual comment	3 ASD	PW	AEP	
Forgery on School Documents	3 ASD	PW	AEP	
Tobacco (RTP)	3 ASD	PW	AEP	
Gang signs and identification	ASD	SS	PW	AEP
Cheating	Zero/Parent	Parent	AEP	
Prohibited weapon	Board Policy			
Stealing (RTP)	PW	AEP		
Vandalism non felony (RTP)	PW	AEP		
Fighting (RTP)	PW	AEP		
Physical/Verbal Aggression	PW	AEP		
Drug Paraphernalia	SS	PW	AEP	
*Disrespectful and argumentative	3 ASD	SS	PW	AEP
*Refusing to do as directed (insubordination)	3 ASD	SS	PW	AEP
*Aggressive/Intimidating to staff	SS	PW	AEP	
*Profane/Vulgar to staff	3 SS	PW	AEP	
*Threatening staff	AEP	EXP		
*Retaliation toward staff	EXP			
Possess, sell, deliver, UIO illegal substance	AEP			
Assault or Possess illegal weapon (RTP)	AEP	EXP		
Continued misbehavior in After School Detention	AEP			
Public lewdness (RTP)	AEP	EXP		
Sexual Assault (RTP)	EXP			
Off Campus Felony	AEP			
On campus Felony (RTP)	EXP			
Terrorist Threat (RTP)	EXP			
Child Indecency Kidnapping (RTP)	EXP			
Arson/Murder (RTP)	EXP			

\*Respect for teachers and staff is critical to education. These disrespectful actions will not be tolerated.

RTP=Refer to Police; ASD=After School Detention; EXP=Expulsion; SS=Saturday School; PW=Prevent Week. The principal has the right to bypass any step for a serious violation.

SOURCE: Hearne High School Student Handbook, 2005-06.

and makes these determinations based upon his many years of experience. If a student thinks their treatment is unfair compared with that of another student in the same circumstances, that student “probably just doesn’t have all the facts.” After three warnings, or quicker if the situation or law demands, the junior high school principal determines which program to send the student to and for what duration. The junior high school principal said he wants to be more flexible based upon the situation and does deliver discipline, but in a more subjective manner and is not following the matrix used at the high school. This results in inconsistencies between the junior high school and high school in their applications of discipline.

While a student from the high school is on the junior high school campus for another activity (such as band), the junior high school principal is responsible for their discipline and also communicates any other issues to the high school principal. On the occasions that a parent is not available to come to the school and a probation officer or other official requires a meeting with the student, he takes on the responsibility to act in loco parentis (“in the place of a parent”).

The Hearne Eagle Academy requires students to sign an “Agreement Contract” indicating the “Rules in Force” that are in effect at their facility. These include all federal, state, and local laws, HISD Discipline Management Plan Guidelines, and the HISD Student Handbook rules. The director/teacher and the junior high school principal believe they work well together as a team, especially when dealing with discipline issues at the academy. They are often able to work out situations on campus without “writing things down” for the record. Since students sign the agreement to follow the rules, documentation by the school district serves to reinforce the standards agreed upon and avoids any perception by students or parents that their treatment is unfair.

Follow up with students who no longer wish to attend Eagle Academy is inconsistent. Attendance sheets reviewed showed a number of absences of students in the program. For some of these students, the director/teacher contacts people at her church or in the neighborhood who are able to make personal contact with the families. She said the teachers in this district “care and try to do things on a personal basis because they care.” While this approach shows initiative on the part of district staff, it is an informal and inconsistently applied method to deal with absences from the program rather than standard, formal follow-up. There is no

disciplinary penalty for students who choose not to attend school. When staff single out some students for a personal visit, other students who do not receive a personal intervention may believe the district is not interested in their return to the program.

HISD should develop and maintain one standard documented matrix for student discipline. The district should use one standard to administer student disciplinary penalties consistently across the district. The discipline matrix currently in use at the high school should be used as a starting point, and developed, with input from stakeholders and taking into consideration legal requirements and best practices, as a standard instrument that can be implemented at all campuses districtwide. All district teachers and administrators should be trained to adhere to standard practices.

For background information on Chapter 12, Safety and Security, see page 204 in the General Information section of the Appendices.

**FISCAL IMPACT**

<b>RECOMMENDATION</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>2010-11</b>	<b>TOTAL 5-YEAR (COSTS) SAVINGS</b>	<b>ONE-TIME (COSTS) SAVINGS</b>
<b>CHAPTER 12: SAFETY AND SECURITY</b>							
74. Control access to existing facilities and mandate enforcement of policies by administration, teachers, and staff.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
75. Centralize safety and security under one position.	(\$1,150)	(\$1,150)	(\$1,150)	(\$1,150)	(\$1,150)	(\$5,750)	\$0
76. Conduct a comprehensive assessment of each current campus, correct existing safety and security hazards, and develop a plan to review the assessments annually along with plans for future construction.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
77. Develop written procedures, implement an information program, and conduct ongoing training for all employees to ensure district staff understands the proper handling and storage of hazardous materials.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
78. Develop written, up-to-date, emergency operations plans for all district facilities, and provide training on the plans to all district staff.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
79. Separate the district disciplinary programs by age and type.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
80. Develop and maintain one standard documented matrix for student discipline.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>TOTALS-CHAPTER 12</b>	<b>(\$1,150)</b>	<b>(\$1,150)</b>	<b>(\$1,150)</b>	<b>(\$1,150)</b>	<b>(\$1,150)</b>	<b>(\$5,750)</b>	<b>\$0</b>



# Appendices

Hearne Independent School District



# GENERAL INFORMATION

## CHAPTER 1 EDUCATIONAL SERVICE DELIVERY

### STUDENT DEMOGRAPHICS

HISD serves its students in four schools located on two elementary campuses, one junior high school, and one high school.

**Exhibit A-1** shows the schools and students by ethnicity and economically disadvantaged percentages, as compared to Region 6 and the State.

The ethnic composition of the students in HISD changed from 1999–2000 to 2003–04 (**Exhibit A-2**). HISD's African American population remained stable from 1999 through 2004 and dominates the student population at 56 percent. Hispanic student population increased slightly from 28 percent to 31 percent, and White student population

decreased from 17 percent of all district students to 13 percent.

From 1999–2000 through 2003–04, HISD's student population decreased by 10.2 percent (**Exhibit A-3**). This decline in growth contrasts the region, which grew in student population by 9.1 percent, and the state, which grew in student population by 8.0 percent.

Rosebud-Lott, Rice Consolidated, Calvert, and Corrigan-Camden Independent School Districts were selected to serve as peer districts for comparison purposes with Hearne ISD.

**Exhibit A-4** compares 2003–04 enrollment and demographics of HISD with its peer districts, Region 6, and the state. HISD's African American student population is about four times the region and state averages. The 30.8 percent Hispanic student population is lower than the state

### EXHIBIT A-1 HISD CAMPUSES, STUDENT ETHNICITY, AND ECONOMICALLY DISADVANTAGED 2003-04

CAMPUS	GRADE SPAN	ENROLLMENT	AFRICAN AMERICAN	HISPANIC	WHITE	ASIAN/PACIFIC ISLANDER	NATIVE AMERICAN	ECONOMICALLY DISADVANTAGED
Hearne High School	9-12	285	59%	26%	14%	0%	0%	77%
Hearne Junior High	7-8	183	58%	33%	8%	0%	1%	82%
Blackshear Elementary	3-6	323	55%	31%	14%	0%	0%	89%
Eastside Elementary	Pre-K-2	369	54%	33%	13%	1%	0%	92%
<b>HISD TOTALS</b>		<b>1160</b>	<b>56%</b>	<b>31%</b>	<b>13%</b>	<b>0%</b>	<b>0%</b>	<b>86%</b>
<b>REGION 6</b>			<b>14%</b>	<b>21%</b>	<b>64%</b>	<b>2%</b>	<b>0%</b>	<b>43%</b>
<b>STATE</b>			<b>14%</b>	<b>44%</b>	<b>39%</b>	<b>3%</b>	<b>0%</b>	<b>53%</b>

\*All numbers in this exhibit have been rounded.

SOURCE: Texas Education Agency, Public Education Information Management System (PEIMS), 2003-04.

### EXHIBIT A-2 CHANGES IN ETHNICITY OF HISD STUDENT POPULATION 1999-2000 AND 2003-04

ETHNIC GROUP	1999-2000	2003-04
African American	55%	56%
Hispanic	28%	31%
White	17%	13%
Asian/Pacific Islander	0%	0%
Native American	0%	0%

\*All numbers in this exhibit have been rounded.

SOURCE: Texas Education Agency, PEIMS, 1999-2000 and 2003-04.

**EXHIBIT A-3  
STUDENT ENROLLMENT GROWTH RATES  
HISD, REGION 6, AND STATE AVERAGES  
1999-2000 THROUGH 2003-04**

ENTITY	1999-2000	2000-01	2001-02	2002-03	2003-04	PERCENTAGE CHANGE
<b>HISD</b>	<b>1,292</b>	<b>1,192</b>	<b>1,119</b>	<b>1,159</b>	<b>1,160</b>	<b>(10.2%)</b>
Region 6	132,934	135,913	138,605	142,153	145,080	9.1%
State	3,991,783	4,059,619	4,146,653	4,239,911	4,311,502	8.0%

SOURCE: Texas Education Agency, PEIMS, 1999-2000 through 2003-04.

**EXHIBIT A-4  
STUDENT ENROLLMENT DEMOGRAPHICS  
HISD, PEER DISTRICTS, REGION 6, AND THE STATE  
2003-04**

DISTRICT	AFRICAN AMERICAN	HISPANIC	WHITE	ASIAN/PACIFIC ISLANDER	NATIVE AMERICAN	ECONOMICALLY DISADVANTAGED
<b>HISD</b>	<b>56.1%</b>	<b>30.8%</b>	<b>12.7%</b>	<b>0.3%</b>	<b>0.1%</b>	<b>85.9%</b>
Rosebud-Lott	19.3%	22.1%	58.1%	0.0%	0.5%	51.5%
Rice Consolidated	21.9%	43.0%	34.7%	0.1%	0.2%	65.6%
Calvert	84.7%	11.3%	4.0%	0.0%	0.0%	93.1%
Corrigan-Camden	23.8%	31.5%	43.8%	0.8%	0.1%	66.5%
<b>REGION 6</b>	<b>13.5%</b>	<b>20.5%</b>	<b>64.0%</b>	<b>1.5%</b>	<b>0.4%</b>	<b>42.9%</b>
<b>STATE</b>	<b>14.3%</b>	<b>43.8%</b>	<b>38.7%</b>	<b>2.9%</b>	<b>0.3%</b>	<b>52.8%</b>

SOURCE: Texas Education Agency, PEIMS, 2003-04.

average and larger than the region average of 20.5 percent. Compared to its peer districts, HISD’s White population is the second lowest and its African American population is the second largest. HISD’s number of economically disadvantaged students is much higher at 85.9 percent than both the state and region averages, as well as all but one peer district.

Beyond the composition of the students by ethnicity, there are several other valuable comparative populations: English Language Learner (ELL), economically disadvantaged, Career and Technology Education (CTE), and special populations such as gifted and talented (G/T), English as a Second Language (ESL)/bilingual, and special education.

With regard to English Language Learners (ELL), the percentage of ELL students in HISD has been somewhat stable since 1999-2000, but is higher than all of the peer districts for 2003-04 except for Corrigan-Camden (**Exhibit A-5**).

Among the other special student populations, the percentage of students in Career and Technology Education is lower than the state average and peer districts (**Exhibit A-6**). HISD has an average percentage of G/T students (7.0%)

**EXHIBIT A-5  
HISD, PEER DISTRICTS, REGION 6, AND STATE  
ELL STUDENTS AS A PERCENTAGE OF TOTAL STUDENT  
POPULATION  
1999-2000 AND 2003-04**

ENTITY	1999-2000	2003-04
<b>HISD</b>	<b>8.7%</b>	<b>9.6%</b>
Rosebud-Lott	2.8%	4.0%
Rice Consolidated	9.7%	8.4%
Calvert	3.5%	2.6%
Corrigan-Camden	10.6%	10.5%
<b>REGION 6</b>	<b>6.1%</b>	<b>7.6%</b>
<b>STATE</b>	<b>13.9%</b>	<b>15.3%</b>

SOURCE: Texas Education Agency, AEIS, 1999-2000 and 2003-04.

compared to the state, and the lowest percentage of special education students (13.9%) when compared to the peer districts.

**STUDENT ATTENDANCE AND DROPOUT RATES**

Additional measures of the effectiveness of the educational delivery system include student attendance and the number of students who drop out of school. HISD’s overall student

**EXHIBIT A-6**  
**HISD, PEER DISTRICTS, AND STATE STUDENTS IN SPECIAL PROGRAMS PERCENTAGE OF TOTAL ENROLLMENT**  
**2003-04**

PROGRAM	HISD	ROSEBUD-LOTT	RICE CONSOLIDATED	CALVERT	CORRIGAN-CAMDEN	STATE
Bilingual/ESL Education	9.4%	3.7%	5.8%	2.6%	10.4%	14.1%
Career and Technology Education	17.2%	30.3%	28.2%	40.1%	29.3%	20.1%
G/T Education	7.0%	8.5%	8.1%	3.3%	8.1%	7.8%
Special Education	13.9%	17.9%	18.1%	17.9%	17.1%	11.6%

SOURCE: Texas Education Agency, PEIMS, 2003-04.

attendance rates from 1998-99 through 2002-03 were among the lowest compared to peer districts, but slightly higher than regional and state averages (Exhibit A-7).

HISD reduced its dropout rate from 1.8 percent in 1998-99 to 0.0 percent dropout rate reported in 2002-03 (Exhibit A-8). All dropout rates for the peer districts were reduced to zero percent in 2002-03.

**EXHIBIT A-7**  
**ATTENDANCE RATE OF HISD STUDENTS COMPARED TO PEER DISTRICTS, REGION 6, AND THE STATE**  
**1998-99 AND 2002-03**

ENTITY	1998-99	2002-03	PERCENT CHANGE
HISD	95.6%	96%	0.4%
Rosebud-Lott	96.2%	96.0%	(0.2%)
Rice Consolidated	95.5%	96.4%	0.9%
Calvert	96.1%	96.4%	0.3%
Corrigan-Camden	96.3%	96.3%	0.0%
REGION 6	95.5%	95.5%	0.0%
STATE	95.4%	95.6%	0.2%

SOURCE: Texas Education Agency, AEIS, 1999-2000 and 2002-03.

**EXHIBIT A-8**  
**DROPOUT RATE FOR HISD, PEER DISTRICTS, REGION 6, AND THE STATE**  
**1998-99 AND 2002-03**

ENTITY	1998-99	2002-03	PERCENT CHANGE
HISD	1.8%	0.0%	(1.8%)
Rosebud-Lott	0.8%	0.0%	(0.8%)
Rice Consolidated	0.9%	0.0%	(0.9%)
Calvert	2.9%	0.0%	(2.9%)
Corrigan-Camden	0.4%	0.0%	(0.4%)
REGION 6	1.1%	0.1%	(1.0%)
STATE	1.6%	0.9%	(0.7%)

SOURCE: Texas Education Agency, AEIS, 1999-2000 and 2002-03.

Exhibit A-9 shows the mobility rates of HISD students as compared to peer districts, Region 6, and the state. In 2001-02 two peer districts had a higher mobility rate and two had lower rates than HISD. In 2002-03 only one of the four peer districts had a higher rate. HISD's mobility rate was less than the region and state averages for both years.

Only the performance of students enrolled on the PEIMS fall "as-of" date of the last Friday in October is considered in the accountability ratings. An adjustment for mobility has existed in the Texas accountability system since 1994. Mobile student results are removed from the accountability results for campuses and districts if the student moves across district boundaries between the fall and the time of spring state tests. The purpose of this adjustment is to acknowledge the fact that districts cannot be held accountable for the quality of instruction received by students prior to moving to their district. This adjustment was designed to eliminate mobility as a factor in the accountability rating system.

**PROGRAM EXPENDITURES**

The overall educational service delivery system can be evaluated by looking at several variables, such as how a

**EXHIBIT A-9**  
**MOBILITY RATE OF HISD STUDENTS COMPARED TO PEER DISTRICTS, REGION 6, AND THE STATE**  
**2001-02 AND 2002-03**

ENTITY	2001-02	2002-03
HISD	3.8%	4.5%
Rosebud-Lott	5.1%	4.3%
Rice Consolidated	2.6%	3.0%
Calvert	3.7%	7.0%
Corrigan-Camden	4.5%	4.3%
REGION 6	4.9%	5.0%
STATE	4.5%	4.9%

SOURCE: Texas Education Agency, AEIS, 2001-02 and 2002-03.

district divides its funds among programs, allocation of teaching positions among types of educational programs, and class size. HISD spent \$11,120,736 in total expenditures in 2003–04. Of that total, \$5,895,157, or 53.0 percent, was spent on direct classroom instruction and other activities that deliver, enhance, or direct the delivery of learning to students (**Exhibit A–10**). The state average was 51.8 percent.

Actual Instructional Operating Expenditures for instructional programs for 2003–04 shows 63.8 percent spent on regular education (**Exhibit A–11**). Over 11 percent was spent for special education services, and nineteen percent was spent on at-risk students served by compensatory education. Athletics-related activities totaled \$278,707 for the 2003–04 school year.

**STUDENT-TEACHER RATIO AND CLASS SIZE INFORMATION**

Since 1999–2000, the student-teacher ratio in HISD decreased at a rate of 14.6 percent to 11.1 students per teacher (**Exhibit A–12**). The current ratio is significantly lower than the state average of 14.9 students per teacher. The student-teacher ratio declined in all peer districts over the same time period except for Rice Consolidated.

From 1999–2000 through 2003–04, HISD elementary class sizes have remained smaller than the peer districts and state averages (**Exhibit A–13**). Districts do not report actual class size averages; instead, a TEA-developed methodology is applied to the teacher class schedule information reported by districts. The numbers shown in the exhibit indicate the smallest to largest class size averages for elementary schools.

**EXHIBIT A–10  
HISD, PEER DISTRICTS, AND STATE  
BUDGETED CLASSROOM TEACHING EXPENDITURES AS A PERCENTAGE OF TOTAL EXPENDITURES  
2003–04**

ENTITY	INSTRUCTIONAL EXPENDITURES	TOTAL EXPENDITURES	TOTAL EXPENDITURES PER STUDENT	INSTRUCTIONAL EXPENDITURES AS A PERCENTAGE OF TOTAL EXPENDITURES
<b>HISD</b>	<b>\$5,895,157</b>	<b>\$11,120,736</b>	<b>\$9,595</b>	<b>53.0%</b>
Rosebud-Lott	\$3,905,532	\$7,264,344	\$7,623	53.8%
Rice Consolidated	\$6,290,791	\$11,744,437	\$8,190	53.6%
Calvert	\$1,740,229	\$2,817,767	\$9,818	61.8%
Corrigan-Camden	\$4,906,906	\$9,797,723	\$8,579	50.1%
<b>STATE</b>	<b>\$17,171,134,976</b>	<b>\$33,164,345,212</b>	<b>\$7,708</b>	<b>51.8%</b>

SOURCE: Texas Education Agency, AEIS, 2003-04.

**EXHIBIT A–11  
HISD ACTUAL INSTRUCTIONAL OPERATING EXPENDITURES BY PROGRAM  
2003–04**

INSTRUCTIONAL PROGRAM	2003–04	PERCENTAGE OF TOTAL OPERATING EXPENDITURES
Special Education	\$659,120	11.2%
G/T Education	\$43,973	0.7%
Regular Education	\$3,763,724	63.8%
Compensatory Education	\$1,120,822	19.0%
CTE	\$231,278	3.9%
Bilingual/ESL Education	\$52,298	0.9%
Other	\$23,942	0.4%
<b>TOTAL</b>	<b>\$5,895,157</b>	<b>100%</b>
Athletics-Related Activities	\$278,707	

SOURCE: Texas Education Agency, PEIMS, 2003-04.

**EXHIBIT A-12**  
**HISD, PEER DISTRICTS, AND STATE**  
**STUDENT-TEACHER RATIO**  
**1999-2000 AND 2003-04**

ENTITY	1999-2000	2003-04	PERCENTAGE CHANGE
Rice Consolidated	13.2	13.9	5.3%
Rosebud-Lott	12.9	12.4	(3.9%)
Corrigan-Camden	13.1	11.9	(9.1%)
Calvert	12.3	11.1	(9.8%)
<b>HISD</b>	<b>13.0</b>	<b>11.1</b>	<b>(14.6%)</b>
<b>STATE</b>	<b>14.9</b>	<b>14.9</b>	<b>0.0%</b>

SOURCE: Texas Education Agency, AEIS, 1999-2000 and 2003-04.

**EXHIBIT A-13**  
**HISD, PEER DISTRICTS, AND STATE**  
**AVERAGE ELEMENTARY SCHOOL CLASS SIZE**  
**1999-2000 AND 2003-04**

ENTITY	1999-2000	2003-04
<b>HISD</b>	<b>13.7 TO 20.0</b>	<b>11.8 TO 18.2</b>
Rosebud-Lott	14.2 to 18.8	12.8 to 18.4
Rice Consolidated	16.0 to 29.7	13.8 to 18.4
Calvert	11.0 to 22.0	10.0 to 23.0
Corrigan-Camden	15.6 to 21.3	15.8 to 24.3
<b>STATE</b>	<b>18.4 TO 24.9</b>	<b>18.6 TO 22.4</b>

SOURCE: Texas Education Agency, AEIS, 1999-2000 and 2003-04.

From 1999-2000 through 2003-04, average HISD secondary class sizes decreased significantly in all areas (**Exhibit A-14**).

Compared to the state, HISD secondary class sizes are smaller in all subjects (**Exhibit A-15**). HISD's peers tend to have smaller secondary class sizes than HISD in English/Language Arts and mathematics, but numbers vary in science and social studies class sizes.

**EXHIBIT A-14**  
**HISD AVERAGE SECONDARY SCHOOL CLASS SIZE**  
**1999-2000 AND 2003-04**

SUBJECT	1999-2000	2003-04	PERCENTAGE CHANGE
English/Language Arts	16.2	12.9	(20.4%)
Science	16.1	14.6	(9.3%)
Math	14.7	12.9	(12.2%)
Foreign Language	N/A	19.4	N/A
Social Studies	18.6	15.4	(17.2%)

\*N/A = not available.

SOURCE: Texas Education Agency, AEIS 1999-2000 and 2003-04.

**TEXAS ASSESSMENT OF KNOWLEDGE AND SKILLS (TAKS) EXEMPTIONS**

Every student enrolled in a Texas public school in grades 3 through 11 must be given the opportunity to take the state curriculum test called the Texas Assessment of Knowledge and Skills (TAKS). Circumstances exist under which districts do not test some students. Of the students who are tested, the state does not consider all students' test performances for a school or district's accountability ratings. The reasons for exclusion are as follows:

- Students may take the test, but be excluded because they were not enrolled in that district by the last Friday in the previous October.
- Students may be absent during every test administration.
- Students may receive a special education Admission, Review, and Dismissal (ARD) exemption for every test.
- Students may receive an ELL exemption for every test.

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

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

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

**Exhibit A-16** shows the exemptions from TAKS for Hearne ISD and the state for 2003-04. HISD's total exemptions are currently higher than the state in all categories.

In 2003-04, HISD exempted fewer students than state averages in all areas (**Exhibit A-17**). Decisions on exempting students from TAKS are specific to each individual student

**EXHIBIT A-15  
HISD, PEER DISTRICTS, AND THE STATE  
AVERAGE SECONDARY SCHOOL CLASS SIZE  
2003-04**

SUBJECT	HISD	ROSEBUD-LOTT	RICE CONSOLIDATED	CALVERT	CORRIGAN-CAMDEN	STATE
English/Language Arts	12.9	14.8	15.9	12.5	14.4	20.4
Foreign language	19.4	15.7	18.2	7.8	18.2	21.5
Math	12.9	13.6	12.2	10.6	13.2	20.5
Science	14.6	17.0	14.1	12.0	14.9	21.6
Social Studies	15.4	19.4	25.3	12.7	16.4	22.6

SOURCE: Texas Education Agency, AEIS, 2003-04.

**EXHIBIT A-16  
HISD, PEER DISTRICTS, AND THE STATE  
PERCENTAGES OF STUDENTS EXEMPTED FROM TAKS  
2003-04**

CATEGORY	HISD	ROSEBUD-LOTT	RICE CONSOLIDATED	CALVERT	CORRIGAN-CAMDEN	STATE
Absent	0.3%	0.0%	0.1%	0.0%	0.3%	0.2%
ARD Exempted	4.6%	3.6%	4.9%	3.7%	3.4%	2.1%
ELL Exempted	1.7%	0.9%	0.6%	0.5%	0.7%	1.2%
Other	1.7%	0.5%	1.1%	4.7%	2.2%	1.2%
Not Tested - All	8.3%	5.0%	6.7%	8.9%	6.5%	4.6%

SOURCE: Texas Education Agency, AEIS, 2003-04.

**EXHIBIT A-17  
HISD AND STATE PERCENTAGE OF STUDENTS EXEMPTED FROM TAKS BY ETHNICITY  
2003-04**

CATEGORY	AFRICAN AMERICAN	HISPANIC	WHITE	ECONOMICALLY DISADVANTAGED	SPECIAL EDUCATION
Absent	0.2%	0.4%	0.0%	0.3%	0.0%
ARD Exempted	6.7%	1.3%	2.3%	5.1%	21.3%
ELL Exempted	0.0%	5.8%	0.0%	1.7%	0.0%
Other	2.0%	0.4%	3.5%	1.6%	6.7%
<b>TOTAL NOT TESTED</b>	<b>9.0%</b>	<b>8.0%</b>	<b>5.8%</b>	<b>8.7%</b>	<b>28.0%</b>
<b>STATE</b>	<b>5.1%</b>	<b>6.2%</b>	<b>2.8%</b>	<b>6.2%</b>	<b>20.6%</b>

SOURCE: Texas Education Agency, AEIS, 2003-04.

and the specific needs of those students as determined by the ARD and LPAC committees.

Beginning in 2000-01, districts tested special education students whom the ARD committee exempted from Texas Assessment of Academic Skills (TAAS) but received instruction in the Texas Essential Knowledge and Skills (TEKS); these students were assessed using the State Developed Alternative Assessment (SDAA). Students in grades 3 through 8 who receive instruction in the state-mandated curriculum in an area tested by TEKS, but for whom TEKS is not an appropriate measure of academic

progress, even with allowable accommodations, are required to participate in the SDAA. SDAA includes the instructional levels of kindergarten through grade 8 and is based on the TEKS curriculum. Students enrolled in grades 3 through 8 are assessed in reading and mathematics at their appropriate instructional levels. Students enrolled in grades 4 and 7 are assessed in writing at their appropriate instructional levels. Some students enrolled in special education classes are allowed to take the SDAA. In HISD, 11.7 percent of the total enrollment took the SDAA in 2004 instead of TAKS.

Beginning in the fall of 2002, public school districts began preparing students for the TAKS to be administered in spring 2003. The new assessment is a completely redesigned testing program from the previous state assessment. It includes more of the TEKS than the TAAS did, and attempts to ask questions in more authentic ways. TAKS has been developed to better reflect good instructional practices and more accurately measure student learning.

The first administration of TAKS was in February 2003 when grade 3 students were tested on the reading portion of the test. Also tested were students in grades 4 and 7 on the writing test and students in grades 9 and 10 on the English/Language Arts test. Grade 3 results were reported immediately back to districts by the middle of March 2003. Grade 3 students who did not pass TAKS the first time were given two more chances to pass it. If they failed the test the second time, districts were required by law to convene a grade placement committee (GPC). The GPC consisted of the principal, the student's parent or guardian, and the student's reading teacher. Between each administration date, students who failed the test received reading instruction prescribed by the GPC in order to help them accelerate their reading ability.

Upon a student's failure to pass TAKS the second time, the parent had the right to waive a third assessment opportunity and retain the child in grade 3. If a child took and passed the third assessment, the child was promoted to grade 4. If the child failed the third administration, the child was retained in 3rd grade. The GPC convened to make promotion decisions for those students whose parents appealed the retention decision based on the student's failure on the third administration of the test.

### **ORGANIZATIONAL STRUCTURE**

**Exhibit A-18** displays HISD's organization for 2005-06.

**Exhibit A-19** defines the major responsibilities for each position associated with the Curriculum and Federal Programs Department. According to the superintendent, reorganization and a realignment of duties is expected to occur when several key administrators retire.

### **GIFTED AND TALENTED (G/T) EDUCATION**

A critical component of a coordinated G/T program is a systematic process for identifying G/T students. The Texas Education Agency (TEA) issues guidelines for the identification of G/T 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 G/T students and programs is available through the Texas Foundation School Program. G/T programs are designed to provide more challenging curriculum for qualified students from various cultural, linguistic, and socioeconomic backgrounds.

Teachers, parents, peers, counselors, administrators, the students themselves, or other interested persons nominate students for the gifted program. HISD annually distributes G/T program announcements at the campus level to the parents of each HISD student not currently identified in the gifted program. Nomination procedures and forms for the assessment of G/T students are communicated to families in a language and form that they understand, or a translator is provided. The director of Curriculum and Federal Programs is responsible for coordinating the district's G/T program. **Exhibit A-20** shows the assessment instruments that are used in HISD to identify and qualify students for G/T services.

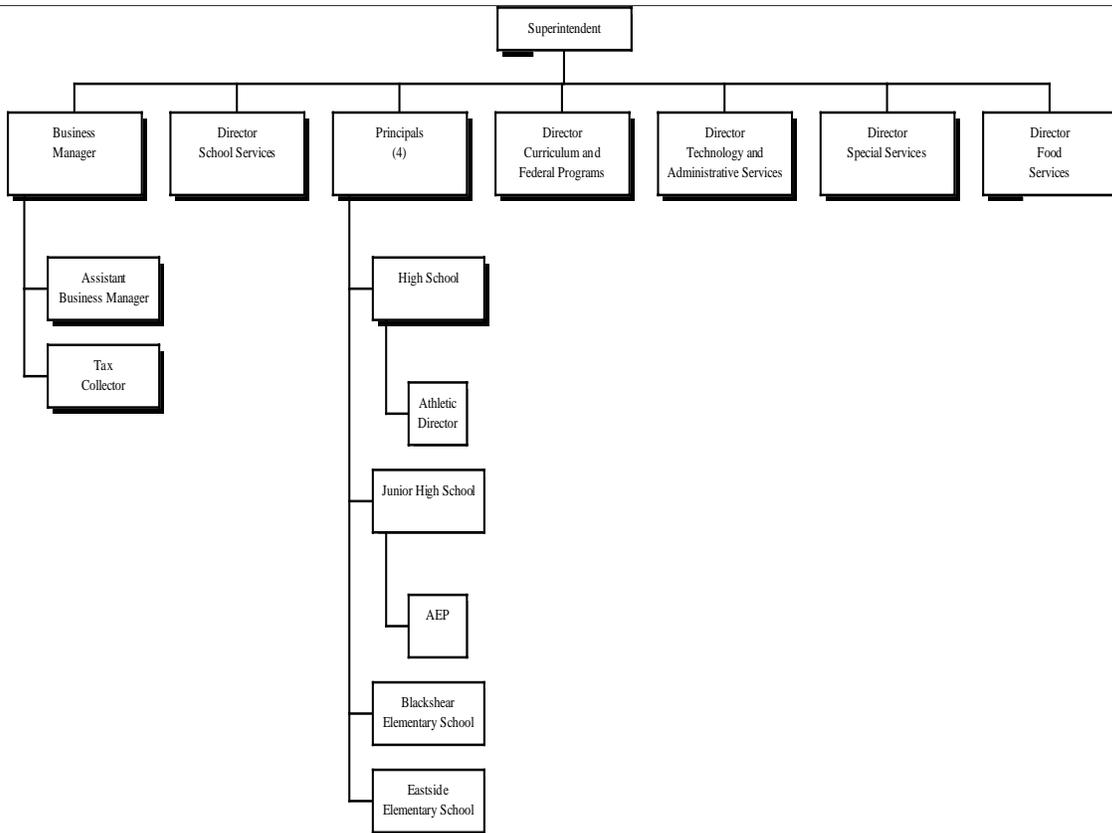
**Exhibit A-21** shows HISD identified 7 percent of its total enrollment as qualifying for its G/T program in 2003-04. This percentage is lower than the state average and all of the peer districts, except for Calvert. HISD's G/T expenditures per G/T student exceed the G/T expenditures per student of all peer districts except for Corrigan-Camden.

### **SPECIAL EDUCATION**

HISD is a member of a five district Special Education Shared Services Arrangement. From 1973 until 2002 HISD served as the fiscal agent for the Robertson County Shared Services Arrangement (RCSSA). In 2002 Franklin ISD became the fiscal agent. The superintendent of schools for Franklin ISD serves as the governing board for the RCSSA. HISD's director of Special Services provides leadership in programming and compliance for the RCSSA.

Through the RCSSA, HISD receives support services from a supervisor, educational diagnostician, speech language pathologist, licensed specialist in school psychology, and doctorate psychologist. Physical and occupational therapy is provided by therapists employed by the RCSSA. The district employs 14 special education teachers and 12 special education instructional aides. The director of Special Services stated that the district is sufficiently staffed to meet the program needs of students and special education compliance requirements.

**EXHIBIT A-18  
HISD ORGANIZATION  
2005-06**



SOURCE: Hearne ISD superintendent.

HISD provides special education services to students through a variety of instructional settings; mainstream, resource, vocational adjustment class, life skills classes, self-contained classes, homebound, and Preschool Programs for Children with Disabilities (PPCD) (**Exhibit A-22**).

From 1999–2000 through 2003–04, total expenditures for special education increased 5.9 percent while the percent of students enrolled in special education decreased. HISD’s expenditure per special education student increased 15.1 percent over this five year period (**Exhibit A-23**).

The federal Individuals with Disabilities Education Improvement Act (IDEA) requires all public school districts that receive federal funds to provide a free and appropriate education for all children with disabilities regardless of the severity of their disabilities in the least restrictive environment. The act also requires that students with disabilities be included in state and district assessment programs. Districts must develop an Individual Educational Plan (IEP) for each

child receiving special education services. The plan must include input from regular education teachers and must provide special education students with the greatest possible access to the regular curriculum and regular education classes.

IDEA defines an effective special education program designed to serve the diverse needs of all students with disabilities and comply with all requirements as stated in the act as having the following components:

- *Pre-referral intervention in regular education.* When a student experiences an academic problem in the regular education program, pre-referral intervention strategies are provided to resolve the problem. If the intervention strategies do not yield satisfactory results, the student is referred to special education for a full individual evaluation.
- *Referral to special education for evaluation.* The referral to special education includes academic, behavioral,

**EXHIBIT A-19**  
**EXAMPLES OF RESPONSIBILITIES OF HISD CURRICULUM AND FEDERAL PROGRAMS DEPARTMENT PERSONNEL**  
**2005-06**

POSITION	KEY AREAS OF RESPONSIBILITY
Director of Curriculum and Federal Programs	<p>Serve as a support to campuses and has responsibility for Federal and State Programs as well as grant initiatives.</p> <p>Assume major responsibility for developing district improvement plan.</p> <p>Work with principals in the planning and development of campus improvement plans for instructional program improvement and increased student achievement.</p> <p>Monitor application of regular education curriculum.</p> <p>District test coordinator.</p> <p>Disaggregate student test data and provide to principals and teachers to use in designing effective programs.</p> <p>Supervise state compensatory education and federal title programs to ensure effective delivery models for students.</p>
Director of Special Services	<p>Supervise county co-op for special education programs to ensure effective delivery models for students.</p> <p>Work with campus teams to support campus level staff in carrying out the individual educational plans of students.</p> <p>Ensure program compliance with state and federal regulations.</p> <p>Develop and oversee budgets for all programs.</p>
Director of Technology and Administrative Services	<p>Work with principals and teachers to provide instructional technology equipment, software, and training.</p> <p>Submit PEIMS reports to TEA.</p> <p>Oversee the district network and technological services throughout the district.</p>

SOURCE: Hearne ISD superintendent.

**EXHIBIT A-20**  
**HISD G/T SELECTION INSTRUMENTS**  
**2005-06**

ASSESSMENT	MEASURE
Ravens	Nonverbal reasoning abilities
Sages - Primary (Kindergarten) ITBS Language Arts ITBS Math	Test of concrete abilities
Parent and Teacher Checklist	Test of creative abilities
TAAS recognition (Not updated to TAKS)	GPA/TAAS Recognition for academic excellence
*	Specific activity or product that demonstrates talent
Teacher Checklist	Behavioral observation
Parent Checklist	Behavioral observations

\* Subjective determination made by evaluator.

SOURCE: Hearne ISD director of Curriculum and Federal Programs.

**EXHIBIT A-21  
HISD, PEER DISTRICTS, AND THE STATE  
GIFTED/TALENTED BUDGETED EDUCATION EXPENDITURES AS A PERCENTAGE OF TOTAL BUDGETED INSTRUCTIONAL  
OPERATING EXPENDITURES  
2003-04**

ENTITY	TOTAL ACTUAL INSTRUCTIONAL OPERATING EXPENDITURES	ACTUAL G/T EXPENDITURES	G/T EXPENDITURES AS A PERCENTAGE OF TOTAL INSTRUCTIONAL OPERATING EXPENDITURES	TOTAL NUMBER OF STUDENTS ENROLLED	NUMBER OF G/T STUDENTS	G/T AS A PERCENTAGE OF TOTAL OF TOTAL ENROLLMENT	G/T EXPENDITURES PER STUDENT
Corrigan-Camden	\$9,797,723	\$87,798	1.8%	1,123	91	8.1%	\$965
<b>HISD</b>	<b>\$11,120,736</b>	<b>\$43,973</b>	<b>0.7%</b>	<b>1,160</b>	<b>81</b>	<b>7.0%</b>	<b>\$543</b>
Calvert	\$2,817,767	\$3,811	0.2%	274	9	3.3%	\$423
Rosebud-Lott	\$7,264,344	\$16,448	0.4%	924	79	8.5%	\$208
Rice Consolidated	\$11,744,437	\$18,503	0.3%	1,473	120	8.1%	\$154
<b>STATE</b>	<b>\$33,164,345,212</b>	<b>\$285,876,980</b>	<b>1.7%</b>	<b>4,311,502</b>	<b>335,805</b>	<b>7.8%</b>	<b>\$851</b>

SOURCE: Texas Education Agency, PEIMS, 2003-04.

**EXHIBIT A-22  
HISD SPECIAL EDUCATION INSTRUCTIONAL ARRANGEMENTS AND CAMPUS LOCATION  
2005-06**

INSTRUCTIONAL ARRANGEMENT	DESCRIPTION	CAMPUS
Mainstream	Students are served in regular classes with modifications and accommodations to meet individual needs. The least restrictive environment.	All
Resource (Less than 50 percent of the instructional day in special education)	For students who are removed from the general education program for intensive instruction in content areas where students are identified as working significantly below their grade level; they continue to be served in mainstream for all areas where they are working near their grade level and/or where accommodations can meet individual needs.	All
Vocational Adjustment Class	A high school program that provides students in-class and community based instruction in order to learn vocational skills that will lead to employability or supported employment.	High School
Life Skills Classes	For students needing to learn everyday living skills to succeed as much as possible within the community as adults.	All
Self-Contained (50 percent or more of the instructional day in special education)	For students who require a greater level of special education services than can be provided in the general education classroom and resource setting.	All
Content Mastery	A pull out service to support students receiving direct instruction in the general education classroom by providing accommodations to students that cannot be provided in the general education class.	All
Homebound	Students are not able to attend school due to health issues and are served in the home by an itinerant teacher.	All
Preschool Program for Children with Disabilities	For students three to five years of age who have been evaluated and determined to have a disability requiring special education services.	Eastside

SOURCE: Hearne ISD director of Special Services.

**EXHIBIT A-23  
HISD SPECIAL EDUCATION EXPENDITURES AND ENROLLMENT  
1999-2000 THROUGH 2003-04**

CATEGORY	1999-2000 ACTUAL	2000-01 ACTUAL	2001-02 ACTUAL	2002-03 ACTUAL	2003-04 BUDGETED	PERCENTAGE CHANGE, 1999-2000 THROUGH 2003-04
Special Education expenditures	\$622,600	\$503,600	\$557,600	\$598,800	\$659,120	5.9%
Special Education enrollment	175	161	162	170	161	(8.0%)
Special Education expenditures per student	\$3,558	\$3,128	\$3,442	\$3,422	\$4,094	15.1%

SOURCE: Texas Education Agency, AEIS, 1999-2000 through 2001-03 and PEIMS, 1999-2000 through 2003-04.

sociological, medical, physical, and family information that assists in the evaluation of the student.

- *Nondiscriminatory full individual evaluation.* After a student has been referred to special education, the district must provide a comprehensive nondiscriminatory evaluation within a prescribed amount of time.
- *Initial placement through an ARD committee.* After the evaluation is complete, an ARD committee meets to discuss the results and determine whether the student qualifies for special educational services in one of 13 categories. If the student qualifies, members of the ARD committee develop an IEP.
- *Provision of educational services and support according to a written IEP.* The ARD committee must develop an IEP specifying the special education services and related services that will be provided to the student and in what instructional setting. The IEP is developed based on evaluation data, input from instructional and related service personnel, and the parents.
- *Annual program review.* Each year after a student’s initial placement, the ARD committee conducts a review to ensure that the student’s IEP is appropriate.
- *Three-year re-evaluation.* Every three years, re-evaluation must be conducted. An ARD committee meets to discuss the results of the re-evaluation to determine whether the student continues to qualify for special education and revise the IEP.
- *Dismissal from the special education program.* When a student no longer meets the criteria for eligibility, the student is dismissed from special education. The ARD committee makes the decision to dismiss the student based evaluation data.

**GRANTS**

HISD has actively sought and received a number of competitive grants that provided needed resources to the district and campuses. These resources have provided extensive staff development and consultant support as the district has started to implement instructional changes and programming for at-risk students. These grants include the following:

- Restructuring grant through the Accelerated Schools program. This grant has helped the high school to begin to restructure and redesign the instructional delivery system. Primarily, teachers had the opportunity to collaborate and problem-solve and explore instructional delivery models. One model “*Powerful Teaching Activities*”, included strategies to more actively engage reluctant learners. Other changes have included classes for TAKS remediation and instructional support.
- The district has also used the 21st Century Grant to provide after school tutoring, staff development, and the implementation of a reading program at K-3.

**COLLEGE PREPARATORY COURSEWORK**

Dual credit courses and Tech Prep programs provide opportunities for students to fulfill high school graduation requirements and complete college credits simultaneously. Dual credit courses are college-level academic or technical courses taken by high school students at the high school campus or a college campus for which the student receives high school credit and college credit at the same time.

School districts enter into articulation agreements with colleges for specific courses offerings at the high school that align with similar courses in college such as hospitality, culinary arts, criminal justice, computer science technology, accounting, office administration, health occupations, and emergency medical services. Students receive high school

credit upon course completion and college credit upon enrollment at the college.

Tech Prep is a program that leads students toward associate or baccalaureate degree programs and helps students prepare for high skill, high wage jobs. Tech Prep offers two kinds of articulated credit: local and statewide. Local articulation is for credit to a specifically designated community college and statewide articulation is a program that provides college credit for technical courses taken in high school to students who continue technical programs at any community college. Students who successfully complete courses listed for statewide articulation at any public secondary school in Texas may present their transcripts to any public two-year associate degree-granting institution in the state that offers the corresponding college course(s). The courses are identified on the student transcript with the letter "A".

According to the high school counselor, HISD has an articulated agreement with Blinn Community College and is currently investigating other options with Navarro College, Temple College, and several trade schools. Presently, the district is paying for an online dual credit course (English 1301) provided through Texas Tech University. The counselor also reports that the articulation agreement was accepted by the district prior to her tenure and that she does not know the details. The prior director of Administrative Services is not certain about the Tech Prep programs and the review team was not presented any plan that provided details regarding an articulated agreement.

### **STUDENT CONCERNS**

During interviews, HISD counselors identified two particular areas of student concern in the district. First, there are an increasing number of young teenage girls that are pregnant. The counselors stated that the district must take definitive action to implement a human sexuality program that promotes abstinence as a preferred lifestyle. The counselors feel that curricular areas, such as science or health, do not adequately cover student human sexuality and abstinence. Additionally, counselors noted that health education is taught at the junior high school for high school credit. The district has adopted an option that allows parents to sign a waiver to prevent their student from attending class during the human sexuality unit. There is no data to evaluate the effectiveness of this program.

The second major concern counselors noted is the number of students with anger management issues. The secondary counselors reported that they spend a great deal of their

time dealing with individual students with anger management problems.

## **CHAPTER 2 DISTRICT LEADERSHIP, ORGANIZATION, AND MANAGEMENT**

### **BOARD MISSION AND VISION STATEMENTS**

A district's school board develops mission and vision statements and goals. It then defines and prioritizes annual objectives to achieve the goals associated with the mission or vision of the district.

Hearne ISD's mission statement is:

"Hearne ISD is committed to academic, personal, and social excellence for all students."

HISD has six goals associated with this mission, which form the basis for annual district and campus improvement plans that include objectives and strategies designed to achieve the goals (**Exhibit A-24**).

### **LEGAL SERVICES**

HISD uses three law firms for differing services. The firms are shown in **Exhibit A-25**. Legal services are evaluated annually and contracts are amended and approved by the board when necessary.

The Hearne ISD board was recently involved in a lawsuit with neighboring Mumford ISD regarding student transfers. Henslee, Fowler, Hepworth & Schwartz represented the district in this lawsuit. A U.S. District Judge ruled that Mumford's transfers violated federal desegregation laws by significantly altering the racial makeup of the two school districts. HISD officials have estimated that the district has lost over \$16 million in state funding since Mumford began accepting the mostly White student transfers. The estimate includes an average loss of 291 students at the annual state reimbursement rate of \$5,500 over a ten-year period. In addition, Hearne ISD officials felt they should be entitled to the facilities that Mumford built during the period and also asked for Mumford's consolidation with HISD in the future. Hearne ISD filed the federal lawsuit on July 25, 2003 in U.S. District Court in Tyler. The opposing parties tried the suit in January 2005. On August 9, 2005, the district court issued an order in favor of Hearne ISD.

The court's decision requires Mumford to stop granting transfers to HISD students, resulting in the return of students to HISD. The decision should result in improved

**EXHIBIT A–24**  
**HISD GOALS**  
**SEPTEMBER 2005**

GOAL	DESCRIPTION
1	Student Learning - All students will achieve their full educational potential.
2	Parent Responsibility - Parents will be full partners in the education of their children.
3	Personnel - Qualified and highly effective personnel will be recruited, developed, and retained.
4	Communications - Effective school/community communication will be established to instill pride and improve HISD's image.
5	Facilities - Facilities will be upgraded to enhance the educational program.
6	Discipline and Safety - The discipline plan will be equitably enforced throughout the schools.

SOURCE: Hearne ISD superintendent, September 2005.

**EXHIBIT A–25**  
**HISD LEGAL SERVICE PROVIDERS**  
**SEPTEMBER 2005**

FIRM	SERVICE	CONTRACT AMOUNT
Linebarger Goggan Blair & Sampson, LLP	Delinquent tax collection	20% of Collections
Henslee, Fowler, Hepworth & Schwartz	Mumford lawsuit	Hourly
Walsh, Anderson, Brown, Schulze & Aldridge. P.C.	General counsel services	Retainer and hourly

SOURCE: Hearne ISD legal contracts, September 2005.

state funding for HISD due to regaining some of the students lost since the mid 1990's. The August 9, 2005 order did not grant the consolidation of the districts or award the Mumford ISD facilities to HISD. The TEA assigned a conservator to Mumford ISD to ensure compliance with the court order. Mumford received a temporary stay in appeal of the court's August 9, 2005 order just before the start of the 2005–06 school year, pending a decision by the court after final arguments of both districts as to compliance with the order. The legal fees associated with this lawsuit amounted to approximately \$250,000.

Based on discussions with board members, district officials are satisfied with all legal representation received from the three law firms with which they have contracts.

**BOARD MEETINGS**

HISD maintains agendas and minutes of board meetings in accordance with board policy and state law. Agendas include public input opportunities, although board members interviewed indicated that the public rarely attends meetings.

HISD distributes board packet information to board members in advance of meetings to allow for review of agenda item support prior to scheduled board meetings. Board packet items from the August 2005 meeting included the items listed below:

- Agenda
- Minutes from July 12, 2005 and July 25, 2005 School Board Meetings
- Tax Collector's Report
- Region VI School Board Training: Level Two
- Background Information
- 2005–06 Campus Action Plans
- 2005–06 Student Handbooks
- 2005–06 Hearne ISD Student Code of Conduct
- Fuel Bids
- Bread Bids
- 2005–06 TASB Risk Management Fund for Unemployment Compensation Program
- Walsh, Anderson, Brown, Schulze, & Aldridge, P. C. Renewal of Membership in Independent Retainer Program
- T-Shirt Information
- Bills
- Teacher Recommendations

- Teacher Applications
- Employee Resignations
- Athletic Passes
- 2005 District Accountability Summary
- Texas Association of School Boards (TASB)/Texas Association of School Administrators (TASA) Personal Convention Scheduler
- Hearne High School Service & Learning Newsletter
- Family & Consumer Science Hearne High School 2004–05
- Mumford ISD's Motion for Emergency Stay
- Commissioner Neeley's Letter Appointing a Conservator for Mumford ISD
- Mail

### **SUPERINTENDENT EVALUATION**

The Hearne school board evaluates the superintendent annually in January of each year. Board members interviewed indicated that they were very satisfied with the superintendent's performance. The HISD board uses the Texas Association of School Board's recommended performance appraisal document. This document divides the evaluations into nine different areas shown below:

- Instructional Management
- School/Organizational Climate
- School/Organizational Improvement
- Personnel Management
- Administrative, Fiscal, and Facilities Management
- Student Management
- School/Community Relations
- Professional Growth and Development
- Board Relations

The evaluation instrument provides a rating scale for evaluation of each factor included in the evaluation areas. The scale is shown below:

- 5 Clearly Outstanding: Performance is consistently far superior to what is normally expected.

- 4 Exceeds Expectations: Performance demonstrates increased proficiency and is consistently above expectations.
- 3 Meets Expectations: Performance meets expectations and presents no significant problems.
- 2 Below Expectations: Performance is consistently below expectations and significant problems exist.
- 1 Unsatisfactory: Performance is consistently unacceptable.

Board members interviewed indicated they were in the process of adopting a new evaluation instrument that had indicators that were more definitive as to performance in each of the areas evaluated.

## **CHAPTER 3 COMMUNITY INVOLVEMENT**

### **COMMUNITY AND BUSINESS PARTNERSHIPS**

HISD has partnerships with several community groups in the Hearne area (**Exhibit A–26**).

In addition to the community partnerships, **Exhibit A–27** lists the scholarships that HISD students received in 2004–05. The scholarships awarded totaled \$16,550.

## **CHAPTER 4 HUMAN RESOURCES MANAGEMENT**

No general information is provided for this chapter.

## **CHAPTER 5 FACILITIES CONSTRUCTION, USE, AND MANAGEMENT**

No general information is provided for this chapter.

## **CHAPTER 6 ASSET AND RISK MANAGEMENT**

Effective risk management involves identification of risk exposures; classification of identified risk exposures; evaluation of identified risk exposures in terms of frequency and severity; management of risk exposure through avoidance, reduction, deductibles, or insurance; and development, maintenance, and monitoring of loss prevention programs and practices.

Asset and risk management programs also protect the district against significant financial loss by ensuring the lowest

**EXHIBIT A-26**  
**HISD COMMUNITY PARTNERSHIPS**  
**2005**

ORGANIZATION	PARTNERSHIP
City of Hearne	Partnership on two Texas Parks and Wildlife Grants, as well as the cooperative services of the School Resource Officer with the Hearne Police Department, in which HISD and the city share the funding.
Chamber of Commerce	The Chamber, City, and Hearne ISD team together to promote the area for future growth. Improvement is the key to attracting new businesses and families into the service area.
Health Department	The Director of the Texas Health Department serves on several committees with the school district, such as the Emergency Response Team, Hearne Even Start, and the Health Fair.
Texas A&M University	Involvement in the Texas Parks and Wildlife Grant, Learn and Serve, and the Junior High Science Team; A&M students provide tutorials to HISD students across the district and during the summer and serve as student teachers.
STAR Counseling	Assists HISD with counseling services for unwed mothers, substance abuse, catastrophic occurrences, and other activities.
Blinn College	Serves as the Consortium Chair of Tech Prep, of which HISD is a member.
Lion's Club	Hosts an annual Chili Supper prior to Homecoming game in the junior high cafeteria. This helps fund a scholarship each year to a graduating senior and helps needy students with glasses. The club also hosts children attending their various summer camps.

SOURCE: Hearne ISD superintendent, September 2005.

**EXHIBIT A-27**  
**HISD STUDENT SCHOLARSHIPS**  
**2005**

ORGANIZATION	SCHOLARSHIP AMOUNT	ORGANIZATION	SCHOLARSHIP AMOUNT
Blinn College	\$2,000	Hearne FFA	\$500
Blinn College	\$2,000	Blackshear Alumni Scholarship	\$500
Blinn College	\$2,000	Norris McDaniel	\$500
First National Bank	\$1,000	Judge Fred Elliott	\$400
GATX	\$1,000	Farm Bureau	\$300
Navasota Valley Electric	\$1,000	Chums Scholarship	\$250
Robertson County Fair	\$1,000	Gladys Davis	\$250
Coca-Cola	\$1,000	Minister's Wives	\$250
Wal-Nut Creek Mining	\$500	R.C. Byrd	\$250
Lion's Club	\$500	Derwin Hammond	\$250
American Legion	\$500	Eastern Star	\$100
NHS	\$500	<b>TOTAL</b>	<b>\$16,550</b>

SOURCE: Hearne ISD superintendent, October 2005.

possible insurance premiums while providing adequate, affordable health and workers' compensation insurance for employees.

**EMPLOYEE BENEFITS**

HISD provides a variety of benefits to its employees. Employees earn five state personal leave days per year and three local personal leave days per year for use in the event of illness. Local personal leave may accumulate to a maximum

of 30 days while state personal leave has no limit on accumulation. Employees may also take 10 additional days of extended leave per year for illness in the event that they have exhausted all their available leave. HISD offers employees other benefits to protect their health and livelihood as well as that of their families, including medical, life, disability, dental, and cancer insurance.

HISD uses a broker to procure supplemental insurance policies for its employees. All benefits are currently

administered by the assistant business manager and, with the exception of the Teacher Retirement System (TRS) Active Care health program, are managed by the district’s insurance agent.

As the district hires new employees, the assistant Business manager informs them of their options for insurance and directs them to the website to enroll. HISD covers employees under the state’s health care program. All of the health plans available to the employees offer comprehensive coverage including preventive care, prescription drugs, vision exams, maternity coverage, and many other benefits as illustrated in **Exhibit A–28**.

Employees enroll in insurance using the agent’s proprietary online enrollment software. The agent compiles the data and reports all additions, deletions, and changes to each of the district’s insurance providers. The agent periodically reviews the policies in place and secures new pricing.

**WORKERS’ COMPENSATION**

HISD participates in an interlocal agreement for workers’ compensation insurance with other districts in Texas that a Third-Party plan Administrator (TPA) manages. The fund pays for bodily injury due to accident or disease (work-related) to a maximum of \$500,000 for each category.

HISD had had 52 paid workers’ compensation claims since 2001. According to board Policy DEC (LOCAL), employees eligible for workers’ compensation benefits must indicate

whether they choose to receive workers’ compensation benefits or use available paid leave.

An HISD school or department designee at each individual site manages workers’ compensation. The TPA periodically reviews the workers’ compensation claims data and provides training as necessary. **Exhibit A–29** illustrates workers’ compensation claims.

**PROPERTY CASUALTY INSURANCE**

The district secures property casualty insurance through an interlocal agreement with other Texas schools. HISD has had several catastrophic claims due to a traffic fatality that included other catastrophic injuries and damage to buildings from a flood in the Hearne area. Another carrier provides student athletic coverage, required under University Interscholastic League (UIL) guidelines. **Exhibit A–30** illustrates coverage limits and premiums.

**CASH MANAGEMENT SERVICES**

HISD maintains 15 individual bank accounts on deposit at the local depository that have balances as of June 30, 2005, as illustrated in **Exhibit A–31**. The depository does not charge the district a fee for banking services.

Information about the status of each account is available online with the district’s depository.

With the exception of activity funds, which the campuses manage and disburse, the district staff writes checks from

**EXHIBIT A–28  
SUMMARY OF HISD EMPLOYEE BENEFITS**

BENEFIT DESCRIPTION	EXPLANATION	PAYMENT
Medical	Employee selects from one of three plans: <ul style="list-style-type: none"> <li>• ActiveCare 1</li> <li>• ActiveCare 2</li> <li>• ActiveCare 3</li> </ul>	The state and district contribute \$75 and \$150 per month respectively toward employee coverage. The state also provides \$41.66 in health care reimbursement for all full-time non-administrative TRS eligible employees.
Dental	Indemnity plan	Employees electing dental coverage have premiums of \$23.78 per month.
Income Protection	Optional ancillary insurance that provides income protection in the event an employee is sick or disabled for a long-term basis.	Rates vary with age and income.
Cancer	Optional ancillary insurance, which provides a prescriptive benefit to individuals who are suffering from cancer.	Rates vary depending on options selected.
Permanent Life	Optional ancillary life insurance with guaranteed issue of \$80,000 or four times annual salary. District also provides \$20,000 term life for all employees upon hire.	Rates dependent on age and level selected.

SOURCE: Hearne ISD records, 2004-05, business manager.

**EXHIBIT A-29  
WORKERS' COMPENSATION CLAIMS  
2000 THROUGH 2004**

TYPE OF INJURY	2000	2001	2002	2003	2004
Falls	43%	33%	36%	33%	78%
Strains	14%	11%	9%	22%	11%
Discipline	14%	11%	*	*	*
Inhalation	*	22%	*	44%	*
Other	29%	11%	55%	*	11%
<b>TOTAL CLAIMS</b>	<b>14</b>	<b>9</b>	<b>11</b>	<b>9</b>	<b>9</b>

\*Not applicable.

SOURCE: Hearne ISD workers' compensation report, 1999-2000 through 2004-05, Business manager.

**EXHIBIT A-30  
SCHEDULE OF INSURANCE COVERAGE  
POLICY YEAR 2003 THROUGH JUNE 29, 2005**

CARRIER	COVERAGE TYPE	LIMITS OF COVERAGE	DEDUCTIBLE	PREMIUM
Monarch	Interschool Athletics & Activities/Middle & High Schools	\$25,000	*	\$12,055
AI&G Life	Student Catastrophic Coverage	\$5,000,000	\$25,000	\$1,405
Texas Association of School Boards	Buildings, Personal Property, Auxiliary Structures	\$26,118,909	\$1,000	\$63,082
	Band Uniforms and Equipment	\$175,000	\$250	\$490
	General Liability	\$1,000,000	\$1,000	\$950
	School Professional Legal Liability	\$1,000,000	\$1,000	\$5,106
	Sexual Misconduct Claims Endorsement	\$1,000,000	\$1,000	\$900
	Vehicle Fleet Liability	\$1,000,000	\$500	\$9,956
	Physical Damage	Specified Perils	\$250-\$500	\$4,522

\*Not Applicable.

SOURCE: Hearne ISD records, schedule of insurance coverage, Policy Year 2003 through June 29, 2005, Business manager.

**EXHIBIT A-31  
HISD BANK ACCOUNTS  
BALANCE AS OF JUNE 30, 2005**

BANK ACCOUNT	BALANCE (PER BANK)
Finance Clearing Fund	\$3,745
Operating	\$1,515,962
Payroll	\$23,788
Summer Lunch Program	\$56,713
Federal Programs	\$80,499
Federal Vocational	\$6,000
Building	\$35,982
Athletic Fund	\$35,044
Campus Activity Funds (4)	\$49,208
Tax Account	\$1,783
Series 2003 Project Note Fund	\$74

SOURCE: Hearne ISD Bank Statement as of June 30, 2005, Business office.

the finance clearing account. Staff transfers funds to the finance clearing account from the various district accounts as they write checks and present them for payment. Since the review team conducted on-site work in September 2005, the district has closed some accounts in an effort to streamline its operations.

**FIXED ASSETS**

HISD contracted with a third party vendor in 2001 to conduct a facilities review and physical inventory of the capital assets in preparation for the implementation of the Governmental Accounting Standards Board (GASB) Statement 34 financial reporting model. The firm prepared a comprehensive property report. The report included detailed information on the individual buildings, including building diagram and location, square footage, year built, historical cost, allocated space by functional usage, and annual depreciation per square foot. The report provides a synopsis

of building information for existing campuses and additions for management purposes that district officials can use to determine the age and condition of the district’s physical property.

The contracted party conducted a physical inventory of the district’s furniture and equipment and included both fixed assets valued greater than \$5,000; the district’s financial records also included these items, as well as items valued at less than \$5,000 that have a useful life greater than one year. Campus and department administrators verify items annually, and the Technology Department tracks items electronically throughout the year. As district personnel move items or remove them from service, they update the inventory to reflect the move.

Efficient management of fixed assets provides information for planning and control. This type of information identifies the type of asset, its original cost, and its physical location. This information is necessary for inventory records and for calculating annual depreciation. The information also provides a basis for insurance valuations and insurance purposes, such as calculating premiums and determining replacement values for claims arising from fire, theft, vandalism, or other damage.

**BONDED INDEBTEDNESS**

In 2003, the district issued 10-year maintenance tax notes at the rate of 3.5 percent for the renovation and creation of a high school campus from a vacant building. Maintenance tax notes are direct obligations and pledge the full faith and credit of the district. In accordance with the note covenants, the district must set aside a portion of its maintenance tax debt to pay the annual obligation. Maintenance tax notes are not eligible for Instructional Facilities Allotment (IFA) funding.

As of August 31, 2004, HISD had an outstanding principal obligation of \$1,835,000 (**Exhibit A–32**).

HISD voters recently approved a bond issue for \$13.9 million for the construction of new facilities for elementary and junior high students, a gymnasium partially funded via a Texas Parks and Wildlife grant, and renovations to existing facilities. When sold, HISD expects to incur a debt rate of approximately \$.305 per year if the district receives an instructional facilities allotment. If the district does not receive IFA funding, the tax rate will increase by \$.4175.

**EXHIBIT A–32  
OUTSTANDING MAINTENANCE TAX NOTE**

	PRINCIPAL	INTEREST	TOTAL
2005	\$175,000	\$61,163	<b>\$236,163</b>
2006	\$185,000	\$54,863	<b>\$239,863</b>
2007	\$190,000	\$48,300	<b>\$238,300</b>
2008	\$195,000	\$41,563	<b>\$236,563</b>
2009	\$205,000	\$34,563	<b>\$239,563</b>
2010-2013	\$885,000	\$63,435	<b>\$948,435</b>
<b>TOTAL</b>	<b>\$1,835,000</b>	<b>\$303,887</b>	<b>\$2,138,887</b>

SOURCE: Hearne ISD 2003-04 annual financial statement.

**CHAPTER 7  
FINANCIAL MANAGEMENT**

School districts must have sound financial practices in order to maximize resources available to ensure that quality instruction and learning is available to each student. Efficient financial management ensures a school district receives and manages all available revenue from local, state, and federal resources; 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.

All Texas school districts must comply with state financial reporting guidelines as contained in the Texas Education Agency’s (TEA) *Financial Accountability System Resource Guide* (FASRG). The guide includes the accounting and financial reporting requirements of recognized, generally accepted accounting principles, federally mandated auditing and financial reporting requirements, and specific accounting and financial reporting requirements of TEA. A district’s annual audited financial statements must include all necessary financial information and related disclosures as prescribed by FASRG. The financial management section of this report addresses how the district is funded and how the district manages its resources to provide a quality education to its students.

Over the past five years, HISD has increased their reliance on local property taxes, which have increased from 28.9 percent to 45.4 percent of the budgeted revenue. This increase in local property taxes has led to a corresponding decline in budgeted state funding of 64.5 percent to 48.2

percent during the same period as illustrated in **Exhibit A-33**.

**EXHIBIT A-33  
HISD BUDGETED SOURCES OF REVENUE  
AS A PERCENT OF TOTAL BUDGETED REVENUE, ALL FUNDS  
FISCAL YEAR 2000-01 THROUGH 2004-05**

SOURCE OF FUNDS	2000-01	2001-02	2002-03	2003-04	2004-05
Local property tax	28.9%	35.0%	35.7%	42.1%	45.4%
Other local & intermediate	2.3%	2.5%	2.0%	1.4%	1.3%
State	64.5%	58.5%	57.9%	52.4%	48.2%
Federal	4.3%	4.0%	4.4%	4.1%	5.1%
<b>TOTAL</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>

SOURCE: Texas Education Agency, PEIMS Budget Reports, 2000-01 through 2003-04.

The decline in state revenue is attributed to a decline in the overall number of students attending HISD (**Exhibit A-34**).

**EXHIBIT A-34  
HISD ENROLLMENT  
2000-01 THROUGH 2004-05**

YEAR	TOTAL STUDENTS
2004-05	1,229
2003-04	1,160
2002-03	1,159
2001-02	1,119
2000-01	1,192

SOURCE: Texas Education Agency, AEIS, 2000-01 through 2003-04; PEIMS Enrollment Report, 2004-05.

HISD revenues are evenly distributed between local property taxes, 45.4%, and state funding, 48.2% as compared to state averages of 54.2% and 38.6% respectively (**Exhibit A-35**).

School districts adopt a tax rate each year for general operations and debt service. HISD has had no outstanding long-term debt, and therefore did not adopt a debt rate until fiscal year 2006. Calculation of this rate is dependent upon the certified tax roll provided by the central appraisal district. School districts levy taxes on real and personal property.

HISD's maintenance and operations property tax rate remained static from 2000-01 through 2003-04 while the total number of students decreased. Local property values

**EXHIBIT A-35  
HISD, PEER DISTRICTS, AND THE STATE  
2004-05 SOURCES OF BUDGETED REVENUE AS A  
PERCENTAGE OF TOTAL BUDGETED REVENUE, ALL FUNDS**

ENTITY	LOCAL PROPERTY TAX	OTHER LOCAL AND INTERMEDIATE	STATE	FEDERAL
Calvert	34.7%	6.4%	54.5%	4.5%
Corrigan-Camden	32.7%	6.8%	56.1%	4.4%
<b>HISD</b>	<b>45.4%</b>	<b>1.3%</b>	<b>48.2%</b>	<b>5.1%</b>
Rice Consolidated	53.4%	2.8%	39.3%	4.5%
Rosebud Lott	15.9%	4.1%	76.1%	3.9%
<b>STATE</b>	<b>54.2%</b>	<b>3.5%</b>	<b>38.6%</b>	<b>3.8%</b>

SOURCE: Texas Education Agency, PEIMS Budgeted Financial Data, 2004-05.

have increased by 32.65 percent for this same period (**Exhibit A-36**).

In 2004-05, HISD budgeted a smaller percentage of total expenditures for classroom teaching than the state average and all but one of its peers (**Exhibit A-37**).

**Exhibit A-38** shows how HISD distributed budgeted funds in 2003-04 compared to state averages. HISD budgeted a lower percentage of funds for instruction as compared to the state average of 56.3 percent. The district exceeds the state averages in plant maintenance and operations and central administration by 2.8 and 3.7 percent respectively. The district attributes this difference to the age of the district's buildings and the increased maintenance requirements, and the district's legal fees associated with student transfer issues.

HISD's total per student funding has varied since the 2000-01 school year and is currently lower than the state average of \$ 6,526 (**Exhibit A-39**). On a per student basis from 2000-01 to 2004-05, HISD's budgeted expenditures have decreased 7.2 percent as compared to a state increase of 9.8 percent. The most dramatic decreases have occurred in the instructional areas, which have decreased 16 percent.

Certified property values increased 8.8 percent in 2004 as shown in **Exhibit A-40**.

**TAX OFFICE OPERATIONS**

All Robertson County taxing entities use the same tax collection accounting system for reporting purposes. The system lacks the necessary reports to allow the tax collector

**EXHIBIT A-36**  
**ASSESSED PROPERTY VALUES AND PER STUDENT PROPERTY VALUES**  
**FISCAL YEAR 2001-01 THROUGH 2003-04**

CATEGORY	2000-01	2001-02	2002-03	2003-04	PERCENTAGE CHANGE FROM 2000-01 TO 2003-04
Maintenance and Operations Tax Rate	\$1.460	\$1.460	\$1.460	\$1.460	0%
Total Students	1,192	1,119	1,159	1,160	2.68%
Total property value	\$186,775,689	\$216,325,818	\$219,486,185	\$247,775,946	32.65%
Property Value Per Student	\$156,691	\$193,321	\$189,375	\$213,600	36.31%

SOURCE: Texas Education Agency, AEIS, 2000-01 through 2003-04.

**EXHIBIT A-37**  
**2004-05 BUDGETED CLASSROOM TEACHING EXPENDITURES**  
**AS A PERCENTAGE OF TOTAL EXPENDITURES, ALL FUNDS**

ENTITY	CLASSROOM TEACHING EXPENDITURES	TOTAL EXPENDITURES	CLASSROOM TEACHING EXPENDITURES AS A PERCENTAGE OF TOTAL EXPENDITURES
Rice Consolidated	\$ 5,416,829	\$ 10,606,866	51.07%
<b>HISD</b>	<b>\$ 3,974,872</b>	<b>\$7,749,031</b>	<b>51.3%</b>
Rosebud-Lott	\$ 3,337,323	\$6,356,356	52.5%
Corrigan-Camden	\$ 4,587,704	\$8,518,870	53.9%
Calvert	\$ 1,390,785	\$2,463,405	56.5%
<b>STATE</b>	<b>\$16,118,450,371</b>	<b>\$28,607,396,924</b>	<b>56.3%</b>

SOURCE: Texas Education Agency, PEIMS Budget Reports, 2004-05.

**EXHIBIT A-38**  
**TOTAL BUDGETED OPERATING EXPENDITURES BY FUNCTION**  
**AS A PERCENTAGE OF TOTAL BUDGETED EXPENDITURES 2003-04, ALL FUNDS**

FUNCTION	HISD	PERCENT	STATE	PERCENT
Instruction (11,95)	<b>\$3,974,872</b>	51.2%	\$16,118,450,371	56.3%
Instructional Media Services (12)	<b>\$117,169</b>	1.5%	525,318,107	1.8%
Curriculum Staff Development (13)	<b>\$10,899</b>	.1%	\$310,860,548	1.1%
Instructional Leadership (21)	<b>\$69,699</b>	.9%	371,395,975	1.3%
School Leadership (23)	<b>\$538,697</b>	6.9%	\$1,727,503,540	6.0%
Guidance and Counseling (31)	<b>\$127,795</b>	1.6%	\$937,725,775	3.3%
Social Work Services (32)	<b>\$1,002</b>	*	\$63,285,165	.2%
Health Services (33)	<b>\$26,498</b>	.3%	\$287,602,279	1.0%
Student Transportation (34)	<b>\$236,200</b>	3.0%	\$855,072,756	3.0%
Food Services (35)	<b>\$29,400</b>	6.8%	\$1,633,707,456	5.7%
Co-curricular/ Extracurricular Activities (36)	<b>265,500</b>	3.4%	\$754,237,672	2.6%
Central Administration (41)	<b>\$592,800</b>	7.6%	\$1,149,010,142	4.0%
Plant Maintenance & Operations (51)	<b>\$1,097,000</b>	14.1%	\$3,266,349,808	11.4%
Security & Monitoring Services (52)	<b>\$23,000</b>	.3%	\$222,924,019	.8%
Data Processing Services (53)	<b>\$148,500</b>	1.9%	\$383,462,260	1.3%
<b>TOTAL BUDGETED EXPENDITURES</b>	<b>\$7,759,031</b>	<b>100.0%</b>	<b>\$28,606,905,873</b>	<b>100.0%</b>

SOURCE: Texas Education Agency, PEIMS, 2003-04.

**EXHIBIT A-39**  
**HISD BUDGETED OPERATING EXPENDITURES, ALL FUNDS**  
**PER STUDENT**  
**2000-01 THROUGH 2004-05**

EXPENDITURE CATEGORY	2000-01	2001-02	2002-03	2003-04	2004-05
Instruction	\$4,067	\$4,670	\$4,261	\$4,101	\$3,413
Instructional and School Leadership	\$472	\$504	\$512	\$539	\$498
Student Support Services	\$925	\$679	\$1,053	\$1,073	\$987
General administration	\$410	\$862	\$531	\$508	\$493
Support Services	\$882	\$975	\$970	\$1,026	\$1,056
<b>TOTAL NON-OPERATIONS</b>	<b>\$189</b>	<b>\$201</b>	<b>N/A</b>	<b>N/A</b>	<b>N/A</b>
<b>TOTAL PER STUDENT</b>	<b>\$6,945</b>	<b>\$7,891</b>	<b>\$7,327</b>	<b>\$7,247</b>	<b>\$6,447</b>
<b>STATE TOTAL PER STUDENT</b>	<b>\$5,941</b>	<b>\$6,197</b>	<b>\$6,317</b>	<b>\$6,385</b>	<b>\$6,526</b>

\*N/A = not available

SOURCE: Texas Education Agency, AEIS, 1999-2000 through 2002-03 and PEIMS, Budgeted Financial Data, 2003-04.

**EXHIBIT A-40**  
**SCHEDULE OF PROPERTY VALUES**  
**2001 THROUGH 2004**

TAX YEAR	INITIAL VALUE (T1/T3)	INCREASE/(DECREASE)	VALUE LESS \$15,000 HOMESTEAD (T2/T4)	INCREASE/(DECREASE)
2004	\$283,822,363	8.8%	\$270,365,763	8.8%
2003	\$260,853,366	12.3%	\$247,775,946	12.3%
2002	\$232,324,635	1.6%	\$219,486,185	1.6%
2001	\$228,553,808	15.1%	\$216,325,818	15.1%

SOURCE: State of Texas Property Value Study, 2000 through 2004.

to easily distinguish delinquencies by type of property, real or personal. All property is currently listed as real property. The system vendor is currently upgrading the system to allow for more efficient reporting.

The Robertson County Chief Appraiser issues a limited number of value changes each year. Value changes are typically due to late homestead applications or application by a 65-year old for a property value freeze. The tax collector reconciles the district's roles with the appraisal district roles on an annual basis prior to the district setting the effective tax rate. After this point, the tax collector does not reconcile with the appraisal district to ensure that the district is in balance.

## CHAPTER 8 PURCHASING

An effective purchasing system begins with sound policies that a district implements through systematic procedures. Strong internal controls and cost-efficient practices, such as bulk purchasing and bidding, provide the framework for the efficient procurement of goods and services.

Districts can also enter into cooperative agreements with neighboring governmental entities to acquire goods and services that further enhance their purchasing processes. Cooperative purchasing provides many benefits including cost savings on goods and services, reducing administrative costs by eliminating duplicate efforts, and access to more products and services.

HISD has entered into contracts and agreements for legal and tax collection services, state funding analysis, purchasing cooperatives, shared service arrangements for educational services, and agreements for services through the regional service center. The superintendent authorizes the contracts, which are maintained in files located in the business office.

## CHAPTER 9 FOOD SERVICES

HISD charges students and visiting adults for breakfast and lunch meals served (**Exhibit A-41**). Qualifying students pay a reduced price for meals in accordance with National School Lunch and Breakfast program requirements. HISD charges the same price for regular student meals at the high school

**EXHIBIT A-41  
HISD BREAKFAST AND LUNCH PRICES  
2005-2006**

SCHOOL/MEAN	REGULAR PRICE	REDUCED PRICE	ADULTS
High/Junior High Schools Breakfast	\$1.00	\$ .30	\$1.50
Elementary Schools Breakfast	\$ .75	\$ .30	\$1.50
High/Junior High Schools Lunch	\$1.75	\$ .40	\$2.50
Elementary Schools Lunch	\$1.25	\$ .40	\$2.50

SOURCE: Hearne ISD director of Food Services, September 2005.

and junior high school, while elementary meals are slightly lower. Student reduced price meals are the same at all campuses, as are visiting adult meal prices.

The National School Lunch and Breakfast program establishes reimbursement rates for all student meals and snacks served. The highest reimbursement rate is \$2.24 for free student lunches (**Exhibit A-42**).

**EXHIBIT A-42  
HISD SCHOOL LUNCH AND  
BREAKFAST REIMBURSEMENT RATES**

PROGRAM	FULL PRICE	REDUCED PRICE	FREE
Reimbursable Lunches	\$0.21	\$1.84	\$2.24
Reimbursable Breakfasts	\$0.23	\$0.93	\$1.23
Severe Need Breakfasts	\$0.23	\$1.17	\$1.47
After-School Snack Program	\$0.05	\$0.30	\$0.61

SOURCE: USDA, Child Nutrition Programs (CNP) reimbursement rates, 2004-05.

**NATIONAL SCHOOL LUNCH PROGRAM (NSLP)  
PROVISION 2**

The NSLP's Provision 2 is an option that enables the district to provide free meals to all students and reduce paperwork and related administrative costs. With HISD's districtwide free and reduced lunch eligible student population at 86 percent for 2003-04, the majority of the district's Food Service revenue is from NSLP free meal reimbursements. HISD also receives the severe need breakfast reimbursement for all free and reduced breakfasts served.

Under Provision 2, all students receive free meals, regardless of income, and schools collect applications for free and reduced-price meals once every four years, at most. Schools under Provision 2 do not have to track and record the different categories of meals served for at least three out of every four years. Provision 2 districts pay the difference between the cost of serving meals at no charge to all students and the federal reimbursement for the meals.

The HISD superintendent contacted the Texas Education Agency (TEA) in 2002 to check on the possibility of Provision 2 participation for the HISD Food Service program. TEA mailed a Provision 2 video tape that the Administrative Team viewed and considered. The superintendent then talked with TEA staff by phone on the Provision 2 participation, and was warned by TEA against entering into Provision 2 if the district was considering changing the make-up of its campuses. HISD is planning to reduce its cafeterias from four to two under the new bond program. Under TEA guidance, HISD is considering applying for Provision 2 status for its Food Service program once the cafeteria reconfiguration is completed and ready for operations.

**CHAPTER 10  
TRANSPORTATION**

Regular transportation is the largest transportation category and includes a number of different sub-programs: regular education, alternative, bilingual, gifted and talented, parenting, pre-kindergarten, year-round and desegregation. State transportation reimbursement is based upon students who either live two or more road miles from the school (standard two-mile eligible students) or live within two miles of the school but in areas designated as hazardous.

For the regular transportation program, the state reimburses districts for qualifying transportation expenses based on linear density, which is the ratio of the average number of regular-program students transported daily on standard routes to the number of route miles traveled daily for those standard routes. Standard route miles and riders are a subprogram of the regular program and do not include miles or riders for alternative, bilingual, desegregation, magnet, parenting, year-round, or hazardous area services. TEA uses this ratio to assign each school district to one of seven linear density groups. Each group is eligible to receive a maximum allotment per mile. As linear density increases, so does the state allotment. **Exhibit A-43** shows the state-approved

**EXHIBIT A-43  
STATE APPROVED LINEAR DENSITY GROUPS  
2004-05**

LINEAR DENSITY GROUP	ALLOTMENT PER MILE
2.40 and above	\$1.43
1.65 to 2.40	\$1.25
1.15 to 1.65	\$1.11
0.90 to 1.15	\$0.97
0.65 to 0.90	\$0.88
0.40 to 0.65	\$0.79
Up to 0.40	\$0.68

SOURCE: Texas Education Agency, Handbook on School Transportation Allotments, revised June 2002.

linear density groups for 2004-05 and the related allotment per mile.

**Exhibit A-44** shows the allotment per mile for HISD and its peer districts in 2002-03 and 2003-04. State reimbursement is based on the previous year's reported linear density.

**EXHIBIT A-44  
TRANSPORTATION ALLOTMENT FOR REGULAR  
TRANSPORTATION  
HISD AND PEER DISTRICTS  
2002-03 AND 2003-04**

DISTRICT	2002-03 ALLOTMENT PER MILE	2003-04 ALLOTMENT PER MILE
Calvert	\$0.68	\$0.68
<b>HISD</b>	<b>\$0.79</b>	<b>\$0.79</b>
Rosebud-Lott	\$0.79	\$0.79
Rice Consolidated	\$0.79	\$0.88
Corrigan-Camden	\$0.88	\$0.97

SOURCE: Texas Education Agency, School Transportation Operations Reports, 2002-03 and 2003-04.

**Exhibit A-45** summarizes HISD's transportation costs from 1999-2000 through 2003-04.

**Exhibit A-46** shows the regular transportation operations costs for HISD and the peer districts for 2003-04.

**Exhibit A-47** indicates that the reimbursement from the state does not fully cover a district's cost of providing transportation. The cost of HISD operations exceeded the state reimbursement by \$228,774.

**Exhibit A-48** shows the actual cost per mile for HISD and the peer districts from 1999-2000 through 2003-04.

Compared to its peer districts, HISD's cost per mile for regular education from 1999-2000 through 2003-04 increased 32.7 percent, the second highest in the group.

Special transportation is available for those students who have special needs as determined by the local district. The federal Individuals with Disabilities Education Act (IDEA) requires a public school district to provide transportation to students with disabilities if it provides transportation for students in the general population or if its students with disabilities require transportation to special education services.

TEA does not base its reimbursements for special program transportation on linear density. The per-mile allotment rate for special programs is set and capped by the Texas Legislature. All transportation for special program students, except certain extracurricular trips, is eligible for state reimbursement at a maximum of \$1.08 for each route mile. In 2003-04, HISD's actual cost for special program transportation was \$2.70 per mile (**Exhibit A-49**).

From 1999-2000 through 2003-04, HISD's operating costs for special program transportation increased 73.1 percent (**Exhibit A-50**). HISD's special education student population increased from six students transported in 1999-2000 to 16 in 2003-04.

**Exhibit A-51** shows the special program transportation operations costs for HISD and peer districts for 2003-04.

The reimbursement from the state does not fully cover a district's cost of providing special program transportation. For HISD, the state allotment covered 36.6 percent of operations costs for 2003-04, the second lowest percentage among the peer districts (**Exhibit A-52**).

Hazardous transportation reimbursement is for students living within the two-mile regular service area where hazardous walking conditions exist. Examples of hazardous areas include areas in which there are no sidewalks, no formal crosswalks, no traffic control signals, heavy traffic, and other circumstances creating hazards for pedestrian traffic. The state pays school districts a maximum of 10 percent of the regular program allotment for a given fiscal year for hazardous transportation reimbursement. In 2004-05, HISD provided hazardous busing for 266 students, totaling 14,311 miles. The state reimbursement was \$3,102 (39,269 regular route miles x \$0.79 state allotment per mile based on linear density x 10 percent maximum for hazardous route = \$3,102).

**EXHIBIT A-45**  
**HISD SUMMARY OF SCHOOL TRANSPORTATION OPERATIONS REPORTS FOR REGULAR TRANSPORTATION**  
**1999-2000 THROUGH 2003-04**

	1999-2000	2000-01	2001-02	2002-03	2003-04	PERCENTAGE CHANGE +/-(-) 1999-2000 THROUGH 2003-04
<b>OPERATIONS COSTS</b>						
Salaries and benefits	\$82,120	\$82,404	\$103,096	\$101,344	\$127,613	55.4%
Purchased and contracted services	14,841	23,417	28,526	41,586	44,354	198.9%
Supplies and materials	28,001	39,210	38,711	41,880	31,279	11.7%
Other operating expenses	3,676	10,242	14,328	63,894	57,505	1464.3%
Debt service	35,332	87,926	0	0	0	(100%)
Capital outlay	14,560	22,830	91,253	0	0	(100%)
<b>TOTAL OPERATIONS COSTS</b>	<b>\$178,530</b>	<b>\$266,029</b>	<b>\$275,914</b>	<b>\$248,704</b>	<b>\$260,751</b>	<b>46.1%</b>
<b>MILEAGE SUMMARY</b>						
Route mileage	61,092	60,365	58,265	41,724	40,477	(33.7%)
Extra/co-curricular mileage	29,480	31,940	32,100	30,994	37,192	26.2%
Other mileage	500	1,000	4,000	0	22,572	4,414.4%
<b>TOTAL ANNUAL MILEAGE</b>	<b>91,072</b>	<b>93,305</b>	<b>94,365</b>	<b>72,718</b>	<b>100,241</b>	<b>10.1%</b>
<b>COST PER MILE</b>	<b>\$1.96</b>	<b>\$2.85</b>	<b>\$2.92</b>	<b>\$3.42</b>	<b>\$2.60</b>	<b>32.7%</b>

SOURCE: Texas Education Agency, School Transportation Operations Reports, 1999-2000 through 2003-04.

**EXHIBIT A-46**  
**COMPARISON OF OPERATIONS COSTS FOR REGULAR TRANSPORTATION**  
**HISD AND PEER DISTRICTS**  
**2003-04**

DISTRICT	SALARIES AND BENEFITS	PURCHASED AND CONTRACTED SERVICES	SUPPLIES AND MATERIALS	OTHER OPERATING EXPENSES	CAPITAL OUTLAY	TOTAL OPERATING COSTS
Rice Consolidated	\$268,034	\$19,651	\$84,115	\$36,796	0	\$408,596
Corrigan-Camden	\$219,312	\$8,069	\$56,614	\$73,292	0	\$357,287
<b>HISD</b>	<b>\$127,613</b>	<b>\$44,354</b>	<b>\$31,279</b>	<b>\$57,505</b>	<b>0</b>	<b>\$260,751</b>
Rosebud-Lott	\$161,185	\$70	\$52,832	\$13,621	0	\$227,708
Calvert	\$26,244	\$15,464	\$10,486	\$16,276	0	\$68,470

SOURCE: Texas Education Agency, School Transportation Operations Reports, 2003-04.

**EXHIBIT A-47**  
**STATE TRANSPORTATION ALLOTMENT FOR REGULAR TRANSPORTATION**  
**HISD AND PEER DISTRICTS**  
**2003-04**

DISTRICT	TOTAL ALLOTMENT*	OPERATIONS COSTS	ALLOTMENT AS A PERCENTAGE OF OPERATIONS COSTS
Rosebud-Lott	\$135,659	\$227,708	59.6%
Rice Consolidated	\$159,097	\$408,596	38.9%
Corrigan-Camden	\$133,386	\$357,287	37.3%
<b>HISD</b>	<b>\$31,977</b>	<b>\$260,751</b>	<b>12.3%</b>
Calvert	\$12,785	\$68,470	18.7%

\*State allotment is based on previous year's linear density.

SOURCE: Texas Education Agency School Transportation Operations Reports, 2003-04, and Route Services Reports.

**EXHIBIT A-48**  
**COMPARISON OF COST PER MILE FOR REGULAR TRANSPORTATION**  
**HISD AND PEER DISTRICTS**  
**1999-2000 THROUGH 2003-04**

DISTRICT	1999-2000	2000-01	2001-02	2002-03	2003-04	PERCENTAGE CHANGE + / (-) 1999-2000 THROUGH 2003-04
Corrigan-Camden	\$1.56	\$1.50	\$1.50	\$1.67	\$2.08	33.3%
<b>HISD</b>	<b>\$1.96</b>	<b>\$2.84</b>	<b>\$2.97</b>	<b>\$3.38</b>	<b>\$2.62</b>	<b>32.7%</b>
Rosebud-Lott	\$1.10	\$1.03	\$1.06	\$0.92	\$1.11	0.9%
Rice Consolidated	\$1.48	\$1.43	\$1.46	\$1.32	\$1.45	(2.0%)
Calvert	\$2.46	\$1.56	\$1.71	\$1.58	\$1.55	(37.0%)

SOURCE: Texas Education Agency, School Transportation Operations Reports, 1999-2000 through 2003-04.

**EXHIBIT A-49**  
**COMPARISON OF COST PER MILE FOR SPECIAL TRANSPORTATION**  
**HISD AND PEER DISTRICTS**  
**1999-2000 THROUGH 2003-04**

DISTRICT	1999-2000	2000-01	2001-02	2002-03	2003-04	PERCENTAGE CHANGE + / (-) 1999-2000 THROUGH 2003-04
Calvert	\$ .88	\$1.45	\$1.21	\$4.51	\$2.76	213.6%
Rice Consolidated	\$1.02	\$1.01	\$1.11	\$1.87	\$2.06	102.0%
<b>HISD</b>	<b>\$1.56</b>	<b>\$2.04</b>	<b>\$2.55</b>	<b>\$5.11</b>	<b>\$2.70</b>	<b>73.1%</b>
Rosebud-Lott	0	0	0	0	0	0
Corrigan-Camden	\$0.87*	\$1.89	\$2.45	\$1.82	\$1.25	(43.7%)

\*Report rejected by TEA.

SOURCE: Texas Education Agency, School Transportation Operations Reports, 1999-2000 through 2003-04.

**EXHIBIT A-50**  
**HISD SPECIAL PROGRAM TRANSPORTATION OPERATIONS COSTS**  
**1999-2000 THROUGH 2003-04**

OPERATIONS COSTS	1999-2000	2000-01	2001-02	2002-03	2003-04	PERCENTAGE CHANGE + / (-) 1999-2000 THROUGH 2003-04
Salaries and benefits	\$11,088	\$14,584	\$10,416	\$9,129	\$5,808	(47.6%)
Purchased and contracted services	\$0	\$0	\$2,200	\$2,654	\$2,334	N/A
Supplies and materials	\$2,038	\$2,307	\$3,510	\$3,780	\$1,646	(19.2%)
Other operating expenses	\$0	\$0	\$0	\$6,633	\$5,970	N/A
Debt service	\$0	\$0	\$0	\$0	\$0	0%
Capital outlay	\$1,820	\$1,520	\$0	\$0	\$0	(100%)
<b>TOTAL OPERATIONS COSTS</b>	<b>\$14,946</b>	<b>\$18,411</b>	<b>\$16,126</b>	<b>\$22,196</b>	<b>\$15,758</b>	<b>5.4%</b>
<b>MILEAGE SUMMARY</b>						
Route mileage	7,980	7,915	5,130	3,343	5,086	(36.3%)
Extra/co-curricular mileage	1,600	1,125	1,200	1,000	750	(53.1%)
Other mileage	0	0	0	0	0	0%
<b>TOTAL ANNUAL MILEAGE</b>	<b>9,580</b>	<b>9,040</b>	<b>6,330</b>	<b>4,343</b>	<b>5,836</b>	<b>(39.1%)</b>
<b>COST PER MILE</b>	<b>\$1.56</b>	<b>\$2.04</b>	<b>\$2.55</b>	<b>\$5.11</b>	<b>\$2.70</b>	<b>73.1%</b>

SOURCE: Texas Education Agency, School Transportation Operations reports, 1999-2000 through 2003-04.

**EXHIBIT A-51  
COMPARISON OF SPECIAL PROGRAM TRANSPORTATION OPERATIONS COSTS  
HISD AND PEER DISTRICTS  
2003-04**

DISTRICT	SALARIES AND BENEFITS	PURCHASED AND CONTRACTED SERVICES	SUPPLIES AND MATERIALS	OTHER OPERATING EXPENSES	CAPITAL OUTLAY	TOTAL OPERATING COSTS
Rosebud-Lott	\$0	\$0	\$0	\$0	\$0	\$0
Calvert	\$2,100	\$882	\$3,495	\$716	\$0	\$7,193
<b>HISD</b>	<b>\$5,808</b>	<b>\$2,334</b>	<b>\$1,646</b>	<b>\$5,970</b>	<b>\$0</b>	<b>\$15,758</b>
Corrigan-Camden	\$35,769	\$210	\$7,951	\$18,870	\$0	\$62,800
Rice Consolidated	\$36,550	\$2,183	\$20,276	\$4,088	\$0	\$63,097

SOURCE: Texas Education Agency, School Transportation Operations Reports, 2003-04.

**EXHIBIT A-52  
PERCENTAGE OF SPECIAL PROGRAM TRANSPORTATION COSTS COVERED BY STATE ALLOTMENT  
HISD AND PEER DISTRICTS  
2003-04**

DISTRICT	TOTAL ALLOTMENT	OPERATIONS COSTS	STATE ALLOTMENT AS A PERCENTAGE OF OPERATIONS COSTS
Corrigan-Camden	\$54,657	\$62,800	87.0%
Calvert	\$2,704	\$7,193	37.6%
<b>HISD</b>	<b>\$5,767</b>	<b>\$15,758</b>	<b>36.6%</b>
Rice Consolidated	\$20,684	\$63,097	32.8%
Rosebud-Lott	\$0	\$0	0.0%

SOURCE: Texas Education Agency, School Transportation Operations and Route Services Reports, 2003-04.

**Exhibit A-53** summarizes HISD’s total students transported, annual mileage, and state allotment by the regular and special programs from 1999–2000 through 2003–04. Regular program information includes hazardous route information.

**Exhibit A-54** shows the annual cost per rider of providing regular program transportation services in HISD and its peer districts, as well as the number of riders per route mile. HISD’s total regular transportation ridership consists mostly of students whose routes to and from school encounter hazardous conditions. As a result, only one-third of the total ridership, or 112 students in 2003–04, are considered regular route ridership for state reporting, resulting in a skewed cost per rider in HISD.

**Exhibit A-55** shows the annual cost per rider for 2003–04 for providing special program transportation service in HISD and its peer districts, and the number of riders per route mile.

**Exhibit A-56** shows HISD ridership by state program category for 2000–01 through 2003–04. Students on hazardous routes are not included in these categories.

HISD has nine regular transportation routes. One of the routes has a different ridership in the morning than in the afternoon. The three numbered routes are routes for students who live two or more miles from their assigned school. The state reimburses these routes based on the capacity of ridership using the linear density formula. In 2005–06, ridership on these three routes is 119 students, or 30.1 percent of all students riding an HISD bus (**Exhibit A-57**).

The six unnumbered routes are within the city of Hearne and are for students on hazardous routes who do not live two or more miles from their assigned school. Two of the “in-city routes” are afternoon-only routes. In 2005–06, HISD transports 276 students within the two-mile limit. Of the 395 students riding HISD buses, 30.1 percent live two or more miles from their assigned school, and 69.9 percent live within two miles of their assigned school.

**CHAPTER 11  
COMPUTERS AND TECHNOLOGY**

The development of an effective, integrated network of software, hardware, and telecommunications is a major and technically complex endeavor. To achieve this, leadership,

**EXHIBIT A-53**  
**HISD RIDERSHIP, MILEAGE, AND STATE ALLOTMENT BY PROGRAM CATEGORY**  
**1999-2000 THROUGH 2003-04**

	1999-2000	2000-01	2001-02	2002-03	2003-04	PERCENTAGE CHANGE +/-(-) 1999-2000 THROUGH 2003-04
<b>REGULAR PROGRAM</b>						
Total Daily Ridership	135	157	140	111	112	(17.0%)
Total Annual Mileage	61,092	60,365	58,265	41,724	40,477	(33.7%)
<b>SPECIAL PROGRAM</b>						
Total Daily Ridership	6	12	19	18	16	166.7%
Total Annual Mileage	5,810	5,530	5,530	3,168	5,340	(8.1%)
<b>STATE ALLOTMENT</b>						
Regular Program	\$48,263	\$41,048	\$46,029	\$32,962	\$31,977	(33.7%)
Special Program	\$6,275	\$5,972	\$5,972	\$3,421	\$5,767	(0.8%)
<b>TOTAL ALLOTMENT</b>	<b>\$54,538</b>	<b>\$47,020</b>	<b>\$52,001</b>	<b>\$36,383</b>	<b>\$37,744</b>	<b>(30.8%)</b>

SOURCE: Texas Education Agency, School Transportation Operations and Route Services Reports, 1999-2000 through 2003-04.

**EXHIBIT A-54**  
**COMPARISON OF COST PER RIDER FOR REGULAR**  
**TRANSPORTATION**  
**HISD AND PEER DISTRICTS**  
**2003-04**

DISTRICT	TOTAL ANNUAL OPERATING COSTS	DAILY RIDERSHIP	ANNUAL COST PER RIDER
<b>HISD</b>	<b>\$260,751</b>	<b>112</b>	<b>\$2,328</b>
Rice Consolidated	\$408,596	746	\$548
Calvert	\$68,470	151	\$453
Rosebud-Lott	\$227,708	475	\$479
Corrigan-Camden	\$357,287	833	\$429

SOURCE: Texas Education Agency, School Transportation Operations and Route Services Reports, 2003-04.

**EXHIBIT A-55**  
**COMPARISON OF COST PER RIDER FOR SPECIAL**  
**TRANSPORTATION**  
**HISD AND PEER DISTRICTS**  
**2003-04**

DISTRICT	TOTAL ANNUAL OPERATING COSTS	ANNUAL RIDERSHIP	ANNUAL COST PER RIDER
Rice Consolidated	\$63,097	15	\$4,206
Calvert	\$7,193	3	\$2,398
<b>HISD</b>	<b>\$15,758</b>	<b>16</b>	<b>\$985</b>
Corrigan-Camden	\$62,800	126	\$498
Rosebud-Lott	\$0	0	\$0

SOURCE: Texas Education Agency, School Transportation Operations Reports and Route Services Reports, 2003-04.

**EXHIBIT A-56**  
**HISD STUDENTS TRANSPORTED BY CATEGORY**  
**2000-01 THROUGH 2003-04**

RIDERSHIP CATEGORY	2000-01	2001-02	2002-03	2003-04	PERCENTAGE CHANGE 2000-01 THROUGH 2003-04
Total daily regular program ridership	157	140	111	112	(28.7%)
Total daily special program ridership	12	19	18	16	33.3%
<b>TOTAL RIDERSHIP IN ALL PROGRAMS</b>	<b>169</b>	<b>159</b>	<b>129</b>	<b>128</b>	<b>(24.3%)</b>

SOURCE: Texas Education Agency, School Transportation Operations and Route Services Reports, 2000-01 through 2003-04.

**EXHIBIT A-57  
HISD REGULAR AND HAZARDOUS ROUTES AND RIDERSHIP  
2005-06**

ROUTE NUMBER	CAPACITY	NUMBER OF RIDERS	SCHOOLS SERVED	PERCENTAGE OF CAPACITY	LENGTH OF ROUTE	
					MILES	MINUTES
<b>ROUTES FOR STUDENTS LIVING TWO OR MORE MILES FROM THEIR ASSIGNED SCHOOL</b>						
1	79	11	Elementary		31	75
		23	Junior high school			
		3	High school			
<b>TOTAL</b>		<b>37</b>		<b>46.8%</b>		
2	79	29	Elementary		23	33
		8	Junior high school			
		6	High school			
<b>TOTAL</b>		<b>43</b>		<b>54.4%</b>		
4	79	26	Elementary		37	60
		5	Junior high school			
		8	High school			
<b>TOTAL</b>		<b>39</b>		<b>49.4%</b>		
<b>GRAND TOTALS</b>	<b>237</b>	<b>119</b>		<b>50.2%</b>		
		<b>66</b>	<b>ELEMENTARY</b>			
		<b>36</b>	<b>JUNIOR HIGH SCHOOL</b>			
		<b>17</b>	<b>HIGH SCHOOL</b>			
<b>HAZARDOUS ROUTES FOR STUDENTS LIVING WITHIN TWO MILES OF THEIR ASSIGNED SCHOOL</b>						
In-city route	79	40	Elementary		7	65
		8	Junior high school			
		2	High school			
<b>TOTAL</b>		<b>50</b>		<b>63.3%</b>		
In-city route						
(afternoon only)	79	41	Elementary	51.9%	4	43
In-city route	79	18	Junior high school		15	35
		14	High school			
<b>TOTAL</b>		<b>32</b>		<b>40.5%</b>		
In-city route	79	41	Elementary		7	65
		6	Junior high school			
		3	High school			
<b>TOTAL</b>		<b>50</b>		<b>63.3%</b>		
In-city route						
(afternoon only)	69	45	Elementary		4	55
		8	High school			
<b>TOTAL</b>		<b>53</b>		<b>76.8%</b>		
In-city route (morning)	79	10	Elementary		15	60
		5	Junior high school			
		4	High school			
<b>TOTAL</b>		<b>19</b>		<b>24.1%</b>		
In-city route (afternoon)	79	31	Elementary	39.2%	14	27
<b>GRAND TOTALS</b>	<b>464</b>	<b>276</b>		<b>59.5%</b>		
		<b>208</b>	<b>ELEMENTARY</b>			
		<b>37</b>	<b>JUNIOR HIGH SCHOOL</b>			
		<b>31</b>	<b>HIGH SCHOOL</b>			

SOURCE: Hearne ISD director of School Services, 2005-06.

clear organizational goals, effective assignments of responsibilities, and the commitment of sufficient resources, both financial and personnel, are required. An imbalance in any of these key ingredients will result in the expenditure of substantial resources without achieving the intended improvement in student skills and knowledge, increase in staff skills or enhanced administrative efficiency.

The impact of technology on student achievement revolves around how well technology is integrated within the district to support student instructional objectives. This requires placing computers into schools and classrooms and providing the resources that are needed to incorporate technology into lesson plans and other educational activities. Substantial professional development emphasizing both technology applications and its integration into the curriculum and classroom instruction is necessary to further technology integration. Teachers and administrators must have a clear vision of effective technology integration best practices and a clear path to achieve true integration of technology into instructional programs.

Administrative technology includes the software that is necessary to support the administrative and business functions of the school district, including: personnel management, salary and benefits administration, pupil transportation services, vehicle maintenance, child nutrition sales tracking and warehouse storage information, financial management and reporting, requisitions and purchase orders, and warehouse inventory tracking.

HISD currently has 520 Pentium III computers for instructional and administrative uses, as well as complementary peripheral devices, such as printers, scanners, digital cameras, and the like. According to the HISD Technology Plan, for 2005–06:

- The district spends approximately \$326 per student on technology;
- All four campuses and 94 percent of the district's 246 classrooms are connected to the Internet; and
- The ratio of students per computer is 10:1, which is not within the state's long-range technology plan guidelines of achieving a ratio of one student per one computer by 2010. Teachers do have a computer available for their use in the classroom.

The HISD Technology Plan for 2005–06 indicates that evaluation of the implementation of the Technology Plan will be conducted two times each year, in November and

May, by the technology committee, which is comprised of the Technology director and specialist, the director of Curriculum and Federal Programs, one librarian, and four teachers representing all grade levels. According to the plan, a report on the status of the plan's implementation is given to the superintendent and the Hearne ISD Board of Trustees after each formal evaluation occurs.

The HISD Technology Department consists of a director of Technology and Administrative Services, who is responsible for technology and data collection and conversion related to the PEIMS, and one assistant. The department is responsible for managing the district's instructional and administrative applications; maintaining all technology hardware and software; planning, implementing, and monitoring local (LAN) and wide area networks (WAN); and providing training and technical support for all computer applications and networks.

HISD's WAN consists of a main distribution facility in the old high school, which connects to the new high school, junior high school, and administration building using gigabit fiberoptic cabling. The two elementary schools connect to the network using 11-megabit wireless bridges. The district connects classrooms within a building with twisted pair cabling rated for 100 base T Ethernet, while separate buildings located on a school site are connected with fiberoptic cabling rated for gigabit Ethernet.

The district leases two high-speed data circuits – a T-1 data circuit from Texas A&M University in College Station for Internet connectivity and a D-3 data circuit from Regional Education Service Center VI (Region 6) in Huntsville for distance learning applications. The distance learning equipment for the district is housed at the high school and is used for the dual credit course. During 6th period, nine students go to the library to work online on a dual credit course in language arts.

The five file servers in the main distribution facility (old high school) include a mail server, a domain name server for Internet access, an Internet firewall server, an email-filtering server, and a remote access server for teachers to access their electronic grade book from home. All servers run the Novell operating system except the email-filtering server, which runs the Linux operating system.

Each school has four file servers, including a terminal server, a Linux email-filtering server, a library server, and the main school server used for the Winschool student application, user log on, printing, file sharing, and data backups. The high

school also has a special server for a student application, Tango, which interfaces with student handheld personal data assistants. The administration building houses a server for its financial database provided by the Regional Service Center Computer Cooperative.

HISD purchased almost all of its technology with state and federal funds, including technology infrastructure funds (TIF), technology integration funds (TIE), and E-rate discounts. HISD has a high percentage of economically disadvantaged students; therefore, through E-rate, the district is eligible for 90 percent discounts on telecommunications services, Internet access, internal connections, and basic maintenance.

HISD technology expenditures for 2005–06 are budgeted at \$445,407, an increase of 28.3 percent over 2004–05 (Exhibit A–58).

Local funds provide less than 20 percent of HISD’s technology budget each year (Exhibit A–59).

**CHAPTER 12  
SAFETY AND SECURITY**

Critical to school districts today 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 staff deserve to know that they can count on a safe environment and can concentrate on preparing children for the future. It is the responsibility of principals, security personnel, and district administrators to collaborate in an effort to manage their resources effectively and aggressively plan for potential dangerous situations to ensure a safe district and to create a positive and safe environment. That includes the security of facilities and physical assets, each of

which are vital in delivering effective, clearly communicated initiatives and selecting an approach appropriate to their environment and strategies. For planning to be effective, districts must tie strategies to budgets and monitor performance continually.

According to the National Education Association (NEA), “Students learn best and achieve their full potential in safe and orderly classrooms. This positive academic environment begins with safe families and safe communities. Statistically, schools continue to be one of the most secure places for our children. ...Some of us argue for “hard” responses such as metal detectors, added security personnel, and zero-tolerance for weapons possession. Others favor “soft” solutions that include more counseling, conflict-resolution programs, and better communications between school and home. It will take a combination of both approaches—administered with reason and centered in respect—to keep our children from harm.”

*Keeping Texas Children Safe in School*, a Texas School Performance Review (TSPR) report issued in January 2000, outlines a common sense approach 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. Safety and security programs must include elements of prevention, intervention and enforcement, as well as cooperation with all local law enforcement agencies. According to the report, “Prevention is the foundation laid to deter crime and violence.”

Exhibit A–60 outlines the 10 steps of TSPR’s plan organized around three key areas: prevention, intervention, and enforcement.

**EXHIBIT A–58  
HISD TECHNOLOGY EXPENDITURES BY CATEGORY  
2004–05 AND 2005–06**

EXPENDITURE CATEGORY	2004–05	2005–06	PERCENTAGE INCREASE
Teaching and Learning	\$59,420	\$62,000	4.3%
Educator Preparation and Development	\$70,000	\$113,236	61.8%
Administration and Support Services	\$65,650	\$59,866	(8.8%)
Infrastructure for Technology	\$152,082	\$210,305	38.3%
<b>TOTAL</b>	<b>\$347,152</b>	<b>\$445,407</b>	<b>28.3%</b>

SOURCE: Hearne ISD director of Technology and Administrative Services.

**EXHIBIT A-59  
HISD TECHNOLOGY BUDGET, BY FUNDING SOURCE  
2004-05 AND 2005-06**

FUNDING SOURCE	2004-05	2005-06	BUDGET CATEGORIES
E-Rate	\$229,939 (66.2%)	\$250,566 (64.6%)	Equipment, telecommunications, Internet access, materials and supplies, and equipment maintenance.
Target Grant	\$30,000 (8.6%)	\$20,000 (5.2%)	Staff development
Title I	\$22,000 (6.3%)	\$22,000 (5.7%)	Staff development
Compensatory Education	\$27,779 (8.0%)	\$28,000 (7.2%)	Staff development
Title II-D	\$4,221 (1.2%)	\$6,000 (1.5%)	Staff development
Local	\$33,213 (9.6%)	\$61,283 (15.8%)	Equipment, telecommunications, Internet access, materials and supplies, equipment maintenance, staff development, and miscellaneous expenses.
<b>TOTAL</b>	<b>\$347,152</b>	<b>\$378,849</b>	

SOURCE: Hearne ISD Technology Plans, 2004-05 and 2005-06.

**EXHIBIT A-60  
KEEPING TEXAS CHILDREN SAFE IN SCHOOL  
JANUARY 2000**

ELEMENT	MEASURES
Prevention	<p>Know your goals and objectives: where your district is going and what you want to accomplish.</p> <p>Establish clear expectations for students, parents, teachers, and administrators.</p> <p>Address warning signs before they turn into trouble.</p>
Intervention	<p>Look for trouble before it finds you.</p> <p>Recognize trouble when you see it.</p> <p>Have individuals in the right place and at the right time to intervene.</p> <p>Have a plan of action appropriate for the occasion and practice it.</p>
Enforcement	<p>Leave no room for double standards.</p> <p>Ensure that discipline management extends inside and outside the classroom.</p> <p>Alternative programs are not just a matter of compliance with the law; they are many students' last chance at success.</p>

SOURCE: TSPR, "Keeping Texas Children Safe in Schools," January 2000.

Providing a secure environment for students, teachers, and other school district staff is a critical task for any district. Because of recent instances of school violence in the United States, parents, educators, taxpayers, and lawmakers are focusing more attention than ever on security in public schools.

The National Center for Education Statistics (NCES) and the National Forum on Education Statistics (The Forum) released the "Safety in Numbers" handbook in July 2002. They note that collecting and using incident data is essential

in developing effective prevention and intervention plans. Some of the benefits mentioned include:

- Replace hunches with facts;
- Identify the causes of problems;
- Assess needs so that services can be targeted;
- Determine whether goals are being accomplished;
- Understand the impact of prevention and intervention; and

- Answer community questions regarding the results of their investment.

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 that suggested districts develop a plan for handling crises. Staff and students should test the effectiveness of a district's emergency plan until responses become automatic and consistent.

### **SECURITY ORGANIZATION, STAFFING, AND BUDGET**

In a safe district, schools identify potential threats or hazards and have mechanisms to respond as necessary. Some districts employ police departments to assist in the security of the district and its stakeholders, as well as use security equipment for the monitoring of potential security hazards. Other districts use contract officers or district staff to implement safety and security measures.

HISD uses a School Resource Officer (SRO). An SRO is defined by section 1709, Part Q of Title I of the Omnibus Crime Control and Safe Streets Act of 1968, amended in 1998, as follows: "a school resource officer means a career law enforcement officer with sworn authority, deployed in community oriented policing, and assigned by the employing police department or agency to work in collaboration with school and community-based organizations."

HISD reimburses the city of Hearne for 68 percent of the SRO's base salary, medical insurance, vehicle maintenance, and training, and the city pays for all remaining insurance, workers' compensation, and uniforms. The city also provides a motor vehicle for the SRO.

### **OPERATIONS MANAGEMENT**

A physical evaluation of every HISD campus took place on September 2005 by the review team. The following is a summary of the individual campuses:

#### **HEARNE HIGH SCHOOL – GRADES 9 TO 12**

Hearne High School is located at the site of a former Wal-Mart in a rectangular configuration. Three hallways extend from the front to the rear with one long hallway at the rear extending along the science labs. Upon entering the front

door, the office was very visible and a staff member immediately waved to indicate it was necessary to check in. Hallways and a number of classrooms were extremely warm as the district is still working on getting the temperature right in the building. Teachers stand at their doors looking out to the hallways during changes in classes. There was good lighting under the front awning. Interior doors from the hall to the cafeteria were locked. Gymnasium building appeared to be clean.

The high school principal was not aware of the title SRO, but knew what it was when he heard the name of the individual in that position. He indicated that the SRO handles problems with school safety and security and deals with students who don't do what the principal wants. He is contacted through the principal when needed and is around periodically during the day

During 2004–05, the high school did not use all allotted days from the Interquest Detection contract. The principal wasn't sure, but thought the contract called for automatic visits.

Student identification cards were required at both the junior high and high school during the 2003–04 year, but the campuses have not used them since then. The reason for this was unclear as was the location of the identification card machine.

There is a phone in each classroom and a public address system.

#### **HEARNE JUNIOR HIGH SCHOOL – GRADES SEVEN AND EIGHT**

According to the principal, fire drills were pending at Hearne Junior High for probably once each month. The campus has had disaster drills; last year they actually ran a "drill" during bad weather in the spring when they had 17 inches of rain.

The Crisis Plan flip chart was on the wall in the principal's office.

Students start arriving as early as 7:00 a.m. each day; most come by bus starting at 7:30 a.m. The principal arrives at 7:00 a.m. and is supervising during this time, and a teacher is on duty beginning at 7:30 a.m. Teachers have duty on six-week monitoring periods.

Of the 180 students at the school, 150 are in extra curricular activities. Band students from the high school are bused to the junior high school for class at the band hall.

The junior high school is the location for the bus exchange where students from other schools are bused to this campus to change to other buses.

There is an intercom in each classroom.

#### **BLACKSHEAR ELEMENTARY – GRADES THREE TO SIX**

Blackshear had been the site of the Black school that housed children of all grades prior to desegregation in the 1950s. Plans are underway to build one new elementary school serving Pre-K to sixth grade on the site of the old high school.

The SRO is available when needed, but does not do many things at this campus. The school is planning to use the Drug Abuse Resistance Education (DARE) officer this year for all grades if the officer is available. Teachers monitor sidewalks surrounding the school.

The principal writes down information about drills for when the information must be submitted to the State Fire Marshal's Office (by July 15 each year), but no one at the district level receives anything from the campus or confirms the submission of the document with the state. Teachers meet as a faculty and the principal reviews safety and security procedures. There are two way intercoms in each classroom. The principal is very aware that the campus is open and easily accessible.

#### **EASTSIDE ELEMENTARY – GRADES EE TO TWO**

The SRO comes by Eastside on occasion when needed.

For safety or security questions, the principal feels free to ask the superintendent or the other elementary school principal.

The target date for the opening of the new elementary school is fall 2008. The principal is aware of and understands the safety issues on the campus. Each classroom has an emergency exit map, and there is a good process in play to release children if a parent arrives early. Teachers seem watchful of strangers.

There is a public address system and intercom in each classroom.

#### **STUDENT BEHAVIOR MANAGEMENT**

In Texas and throughout the country, there has been a steady progression of changes to laws governing the safety and security of students in public schools. In 1994, Congress reauthorized the Safe and Drug-Free Schools and Communities Act, which requires school systems to institute a

comprehensive safe and drug-free schools program. The funding to state and local governments promotes the development of violence prevention programs.

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 cannot let up on our efforts. Our young people cannot learn if they do not feel safe and our teachers must be able to teach in classrooms free of violence and disruption. We must continue to work hand in hand with local law enforcement agencies, parents, community, and religious groups to ensure that our schools are safe havens for our children and their teachers.

Enforcement of state and local laws and school rules must be fair, consistent, appropriate, and rapidly and clearly communicated to administrators, teachers, parents, and students.

Every Texas school district must adopt a code of conduct that establishes standards for student behavior and discipline and comply with provisions outlined in the Texas Education Code Chapter 37. Discipline management includes student discipline policies, procedures and programs developed and managed by the school district. Policies and procedures include the student code of conduct and delinquency prevention and intervention programs.

*Keeping Texas Children Safe in Schools* states that the student code of conduct is only useful when used consistently for all students and at all locations.

All Hearne school administrators state that during the 2004–05 school year there were no incidents of criminal or violent behavior. All students receive both *The Student Code of Conduct* and the *Student Handbook*. Both parents and

students must sign to acknowledge they have received and read the documents.

HISD provides the At-Risk Youth and Family Counseling program of Robertson County (STAR) to district families for individual and family counseling, anger management, truancy prevention, first offenders program, and tobacco awareness and parenting classes. The program is funded by a grant from the Texas Department of Family and Protective Services and provides assistance to at-risk youth ages 0 to 17 and their families at no cost for up to 180 days.

**Exhibit A-61** shows the incident counts of Hearne and its peer districts based on the report to Texas Education Agency, Public Education Information Management System (PEIMS) for the Safe and Drug-Free Schools and Communities Program Annual Evaluation Report Part III: Program Performance Measures Local Education Agency (LEA) Program Specific Indicators Incident Counts for 2002-03 through 2004-05. Although Hearne's percentage change is second lowest when compared to peer districts, the actual totals are currently the second highest when compared with peers. Comparisons among years and districts are difficult to accurately assess because changes in state reporting

requirements may affect the way districts record the incidents.

Data reported to PEIMS in **Exhibit A-62** shows the type and total number of offenses at Hearne High School for 2002-03 through 2004-05. Total incidents increased by 43 percent and the violations of student code of conduct increased 200 percent.

Data reported to TEA through the PEIMS in **Exhibit A-63** shows the location and number of offenses at the junior high school. The increase is 62 percent from 2002-03 to 2004-05.

**STUDENT ATTENDANCE**

Children in Texas between the ages of six and 18 must attend school. Texas Education Code (TEC) 25.085 – Compulsory Attendance states that unless specifically exempted, a child “shall attend school in the district of his residence or in some other district to which he/she may be transferred as provided or authorized by law a minimum of 90 percent of the days of the regular school term of the district which the child resides or to which he has been transferred.”

**EXHIBIT A-61  
INCIDENT COUNTS BY PEER DISTRICT  
2002-03 THROUGH 2004-05**

DISTRICT	2002-03				2003-04				2004-05				PERCENT CHANGE
	E	M	HS	T	E	M	HS	T	E	M	HS	T	
Rosebud	51	57	47	155	51	57	423	764	51	57	406	811	423%
Rice/Corrigan	60	82	79	221	60	82	140	246	60	82	269	378	71%
Corrigan	4	46	178	228	56	159	194	409	32	116	187	335	47%
<b>HISD</b>	<b>155</b>	<b>111</b>	<b>330</b>	<b>596</b>	<b>122</b>	<b>172</b>	<b>320</b>	<b>620</b>	<b>111</b>	<b>180</b>	<b>471</b>	<b>762</b>	<b>28%</b>
Calvert	75	109	95	279	111	36	40	87	20	16	34	70	(75%)

Key: E=Elementary; M=Middle School; HS=High School; T=Total.  
SOURCE: Texas Education Agency, PEIMS 2002-03 through 2004-05.

**EXHIBIT A-62  
NUMBER AND TYPE OF OFFENSES  
HISD HIGH SCHOOL STUDENTS  
2002-03 THROUGH 2004-05**

NUMBER	TYPE OF OFFENSE	2002-03	2003-04	2004-05
01	Disruptive Classroom Behavior	165	0	0
04	Possess, sold or used marijuana or other controlled substance	6	0	0
21	Violation of student code of conduct	157	325	471
	Other			
	<b>TOTAL INCIDENTS</b>	<b>330</b>	<b>326</b>	<b>471</b>

SOURCE: Texas Education Agency, PEIMS 2002-03 through 2004-05.

**EXHIBIT A-63**  
**NUMBER AND TYPE OF OFFENSES**  
**JUNIOR HIGH SCHOOL**  
**2002-03 TO 2004-05**

NUMBER	TYPE OF OFFENSE	2002-03	2003-04	2004-05
01	Disruptive Classroom Behavior	11	20	0
21	Violation of student code of conduct	100	151	180
	Other			
	<b>TOTAL INCIDENTS</b>	<b>111</b>	<b>172</b>	<b>180</b>

SOURCE: Texas Education Agency, PEIMS 2002-03 through 2004-05.

HISD keeps good track of student attendance. Parents/guardians are responsible to make sure their child attends school. Failure to do so subjects them to fines of \$500 and a Class C misdemeanor according to TEC Sec. 25.094. HISD follows this law and first sends letters to the parents warning them about the absences and consequences. If students fail to comply, they receive an “Affidavit for Complaint Failure to attend School” and the parent/guardian must appear in the Hearne Municipal Court to make a plea for the charges filed against the student for failure to attend school. During the 2004-05 school year some of the students received warnings or affidavits. At the high school, these included one warning in October 2004 who had already missed nine days, and affidavits to four students in February 2005 who missed an average of 34 days, and 12 students in April 2005 who missed an average of 43 days. At the junior high school, 115 warnings and seven affidavits were issued during 2004-05.

**Exhibit A-64** shows the Superintendent’s Semester Report of Student Attendance for 2004-05.

**ALTERNATIVE EDUCATION PROGRAMS**

In 1997, Congress re-authorized the Individuals with Disabilities Education Act (IDEA) with some notable changes. The revisions require school systems to provide appropriate education services to students with disabilities and make it easier to remove dangerous or violent students with special needs from the classroom. The law also permits the removal of students from regular education programs if they are involved with drugs or bring weapons to school.

HISD operates an In-School Suspension (ISS) program, an Alternative Education Program (AEP) that includes a credit recovery opportunity, and a Disciplinary Alternative Education Program (DAEP), all located in a former shop building at the junior high school campus, under the name Hearne Eagle Academy. For students who commit serious offenses or have persistent misbehavior at the Hearne High

**EXHIBIT A-64**  
**SUPERINTENDENT’S SEMESTER REPORT**  
**STUDENT ATTENDANCE 2004-05**

GRADE	PERCENT IN ATTENDANCE
PK	93.2%
KG	95.2%
1	96.1%
2	95.7%
3	96.0%
4	96.6%
5	96.0%
6	96.7%
7	96.4%
8	96.0%
9	94.8%
10	92.9%
11	92.0%
12	91.1%
<b>TOTAL</b>	<b>95.0%</b>

SOURCE: PEIMS, Table I-Superintendents’ Semester Report of Student Attendance, 2004-05.

School, Hearne Junior High School, and Blackshear Elementary, assignments to DAEP are for a minimum of five days to maximum of three six-week periods, reviewed at the end of thirty school days. To return to the regular campus environment, the student must meet district requirements regarding attendance and complete their work assignments

The junior high school principal provides oversight for the entire facility for ISS, DAEP, AEP, and credit recovery and visits the facility regularly and when called. A director/teacher and one full-time aide are present each day. The junior high school principal provided the title “director/teacher” as no job description could be located. During the site visit, the director was the only person present and attempted to keep students quietly in their seats. The students

work independently with assignments provided by their regular classroom teachers. According to the Junior High School principal, when the students return to their schools from AEP and DAEP, they require no additional assistance from their teachers since their academics are current.

For approximately nine years until 2003–04, HISD housed a boot camp at the site of the old high school. Other districts participating in this program run by Robertson County included Calvert, Franklin, and Bremond. The buildings were in poor shape and Hearne was funding 90 percent of the program, yet the district was not pleased that their own students were often unable to be placed in the program because of the large numbers. The *2005–06 Hearne Junior High School Handbook* refers to the boot camp although it is no longer open.

The district currently participates in a JJAEP program at Rockdale. Data on this program is not known by anyone at the district.

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## COMMUNITY OPEN HOUSE COMMENTS

A community open house was held on September 13, 2005 at the Hearne High School Cafeteria and produced the following comments.

The comments below illustrate community perceptions of Hearne Independent School District (HISD) and do not reflect the findings and opinions of the Legislative Budget Board or the review team.

### EDUCATIONAL SERVICES

- We have no GT programs at Blackshear and I personally feel that few of our children are being challenged at any level. The push in the District is for TAKS, which is not all there is to education.
- I have been in several school districts as a parent and as a worker (staff). I feel our children are not being challenged and that social skills/life skills are being ignored. Field trips are almost non-existent. This is a very small school district; so much can be accomplished if much is expected and implemented.
- Some of the teachers need to be more professional in attitude and dress code. Principals need to be stricter on dress code of teachers, aides, and substitutes. What kind of mentor are you in front of the class in flip-flops and a mini-skirt?
- Substitutes need to be more qualified.
- Teachers need to offer more tutorial time at high school.
- Some of the teachers do a great job teaching and motivating students.
- The current high school principal has made a great improvement at the campus. The kids respect him and look up to him. He is doing a great job leading them.
- We need a full-time counselor for the high school and junior high. The kids need someone to be able to discuss problems with whether it's about school or home.
- The Community Learning Center (CLC) after school program is a good thing. But I think that more time should be spent on homework at least the first hour of TAKS practice. This time after school is when most kids are doing homework. When the kids get home at 6:15-6:20 p.m. they're ready to eat supper and get ready for bed.
- Teachers need to not judge students by who their parents are or how much money they have. We do not need teachers that show favoritism toward students because they're buddies with the parents.
- There is not enough study time.
- The students are not getting the help they need in the classroom.
- Teachers are not explaining the assignments, they just hand them out.
- The students are being put out of the classroom because the teacher is not having a good day.
- TAKS – This is something that a lot of kids are having difficulties with simply because when the test is given to them it's something that they haven't ever seen before (why are they in TAKS if they're not learning anything?).
- Teachers should not have the right to discriminate against a child based on who their parents are.
- Every child should be treated fairly.
- Who are the counselors and where are they?
- No child should ever be thrown out of the classroom because they learn nothing from this. They need discipline and leadership more.
- Teachers with attitudes should not be allowed to teach our children. We need teachers that care about our children's future.
- Teachers that have children going to another school district should not be allowed to teach in our district (this tells a lot about who they are and how they feel).
- Hearne schools have made some improvement but could still do better.
- Why are only a select few parents invited to meetings involving our children? Every parent should be made aware of what's going on in our district.

- Suggest that all classes should be full TAKS practice, make learning more fun and interesting. Most children don't hear the teaching because it's not interesting.
- Teachers shouldn't have an attitude if students don't understand, even if it's just one because everyone needs to pass/ace the TAKS test.
- Should have TAKS classes after school instead of during because it makes it impossible to be in classes that are needed. If students don't show up, that's their problem.
- Primarily make learning more fun; more children learn better that way. We need teachers who want to teach and not just receive the paycheck!
- The educational programs have been very good for the past couple of years.
- The tutoring classes are very good for the children to help with their schooling.
- The CLC classes that were offered during the summer were a good experience for the children, and it was not only about schoolwork, but also about the children expressing themselves and sharing their talents. It was really educational for the children as well as for me, with the different activities they do.
- I have some concern about these fresh out of school one year teachers. I don't believe that in a year's time that you could possibly learn all there is to know. There have been teachers whom have been here for years before I was born and they also learn new and different things everyday. Some of these teachers are not certified to be teachers; they need an aide to help them.

### **ORGANIZATION & MANAGEMENT**

- Our children are at a point of hopelessness because of the lack of leadership, organization & a non-existent management. They need to be involved in the process and the leaders need to involve our children and parents. When they are involved and know of these entities they are better able to understand the concept and principles and its effects on them. There is such a gap in our District; it's like them vs. us.

### **COMMUNITY INVOLVEMENT**

- The community involvement has gotten a lot better and is still improving. We have been through a lot of trials and tribulations within the past couple of years. This has really brought our community closer together. Hopefully in the years to come, we can come together as a family and not have a Mumford ISD, Milano ISD, Gause ISD, but one school that all our kids can share, get a good education and be happy like it should be at Hearne ISD.
- I am new to Hearne and plan on working with the teachers and the parents to start and become more active. I have spoken to several staff members and they have expressed sadness that parents are not involved. I as a parent have volunteered my services and rarely have I had a call. I have also just observed and I have come to the conclusion that there is a gap, culturally, regionally, and a class status "gap" that needs to be closed by parents being expected to be more involved.
- The school district should demand a theme in public schools and then ask for 20 hours per semester per family there is nothing wrong with that and if it is implemented where the parents can see and experience the effects from the results it would be effective and successful. I have seen it done and it can be accomplished here in Hearne.
- Ideas on how parents can get involved.
- Getting teachers to open up more to parents.
- The teachers need to not act as if the parent is a bother instead they should be glad they are there to learn and help.
- If parents want to be involved they must get involved! They must try and understand how the schools operate, before they complain about issues. Bring issues to light! Come to the schools when your kids are doing well and not so well, not only when your child is in trouble. But first of all make sure your kid is in Hearne ISD and not somewhere else before you try and change our school. Don't put a negative emphasis on our kids because we want to encourage kids not put them down, so to speak!
- I think the community should become more involved in the schools. I believe this will encourage the students to want to participate more and also help the children

to become even better students. The community needs to come to conclusion or some kind of agreement to help the schools and the community needs to come to conclusion to make every thing THE WAY IT SHOULD BE! The children need more support not only from the parents but as well as everyone involved in the school district. The teachers need to sometimes take their own words into hand.

### **PERSONNEL MANAGEMENT**

- Offer better paying jobs for local community members.
- Higher pay for higher quality/experienced teachers.
- Stop hiring so many fresh out of college, inexperienced teachers.
- More information on what's going on in the school district.
- I feel that the superintendent is not performing in a beneficial manner.
- It is a great school, but why a new school when we have to fight tooth and nail to get our kids educated in the old school. Buildings and buses do not educate, teachers do! Hearne has no retention program at all that I see.
- I have no problem with teachers moving away because of multiple reasons. But when we get a good group of teachers it seems that the next year we are looking at an entire new batch of teachers, which could be due to the old teachers unable to get a raise. Some of the teachers have attended classes to perform at levels expected and then the next year they are going somewhere else or have moved.
- The administration in this district plays the game of telling parents what they want to hear and then fail to act on any situation.
- We have a problem with a failure to retain teachers in this district.

### **FACILITIES USE AND MANAGEMENT**

- Hearne has needed new facilities for a long time. I am very glad that we are getting a new school. I think the only reason some people didn't want a new school was because their kids didn't go to Hearne!

- How are they going to manage Pre-K through 8th grade in one building? What will happen to the buildings that stay empty? How strict is it going to be at the new school? Will the new school have enough room for all the students?
- My main concern is mixing the older, more experience kids with the younger kids. The (younger) children need to be protected. Their innocence is jeopardized when they are around older more mature kids. Also I feel that teen pregnancy will rise, and impact the impressionable young girls and visa versa. I do not agree with mixing children so young with older children.
- The restroom facilities need a lot of work; they should also be cleaned more than once or twice a day. Children go in and out, not washing their hands and spreading germs, which is why most children become ill.
- They shouldn't be on the outside of the building; they need to be more secure for the safety of the children. Both schools really need to do better with the facilities. The buildings are very old and need a lot of work in the cafeterias and auditoriums, as well as providing more air conditioning.
- The school (Blackshear Elementary) should be bigger and have more room.

### **ASSET AND RISK MANAGEMENT**

- The district has a sound and well-organized risk management program in place.
- District administration is constantly striving to ensure efficiency in this area.

### **FINANCIAL MANAGEMENT**

- This area is one of the district's strongest points. Funds are expended in an effective manner and financial decisions are well thought-out. They are consistently under budget.

### **PURCHASING AND CONTRACT MANAGEMENT**

- How is the money spent and on what?
- A new school is very much needed for the elementary.
- More advanced upscale books are needed.
- The high school needs new lockers.

- Decoration of the high school needs to be more up-scale.
- Additional warehouse space is needed to house the district's surplus assets.

### FOOD SERVICES

- What will you do about the kids that don't like the food?
- Why won't you make a vote for all the students to choose what kind of food they like? (sometimes you're just wasting food)
- This service has been very good for all the schools. They serve the children healthy food that they all need. I also enjoyed the services that were provided during the summer. A lot of children have really taken advantage of the program and I think they should continue this if everyone keeps up the good work.
- Food quality and portions should be larger at all schools, especially the high school.
- Menus need to be re-written, upgraded.
- Kids are sometimes offered seconds, which is a good thing.
- I really do believe with the rate of obesity and juvenile diabetes our children need to have more choices, healthier choices. This is a very small school district and I know from experience that we, Hearne, could do better. The number of minority and at risk children here in this district is important.
- The food services are very important to both the cooks and the kids. The foods that are being prepared are for the kids to enjoy and feel good about what they are eating. They need to change the menus to where the kids can fix their food the way they like it.
- Is it possible to partnership our district with Health Wise or Healthy Choices programs that will incorporate a partnership to teach staff, parents, and children on healthier diets?

### COMPUTERS AND TECHNOLOGY

- Our students need to be brought up to speed with the rest of the academic community so that they have the skills that can be transferred to work job related performance and not just surf the web.

- More needs to be expected from our students.
- More computer classes should be offered in early school age years (for student and/or parents).
- The children have already learned a lot of computer skills.
- The district should strongly consider developing and implementing a long-range technology plan that addresses the purchase of systems and technological improvements incrementally vs. spur of the moment.
- Additional basic computer technology classes would certainly enhance the growth of the district relative to the kids being able to navigate the many software applications available in today's environment.
- Computers are very useful for children to have. It teaches them new and interesting things.

### TRANSPORTATION

- Thankful for the in-town bus transportation; it helps working parents know that their kids have a safe dependable ride to school.
- Buses are sometimes overcrowded.
- Need more than one or two buses running the same route.
- Tutorials ~ after school transportation help the kids a lot. Some kids don't have support from home in that area.
- The District's transportation system is adequate.
- There's a need for established bus stops within the established routes. Designated stops would minimize the practice of door-to-door service. Additionally students would be on designated buses based on their residence within the city.
- The transportation for the inner-city has been very wonderful. As a parent of three I have found it very helpful. My children have been involved in many after-school activities where the schools provide the transportation they need.
- Some of the problems are they need bigger buses. There are too many kids on one bus. I think that transportation should also be provided to the parents that want to participate on field trips and other activities.

- How will you handle some of the students on the bus with no seats or enough room?
- Why aren't there enough buses with air conditioning (because other buses do have it)?
- We need money allocated for paraprofessionals or the elderly to work first through the Department of Family and Children Services to have a trained monitor on the school buses, two per bus to be honest. Then maybe cut back but our children need to be taught that the bus is not only a privilege but also a necessity for some and it should be handled properly.
- The state should not allow Hearne ISD kids to be bused to other schools. If you want your kid to go to another school then drive them there! The state shouldn't have to pay for this transportation. If this shall be the case, then the state should pay for my kid to go to a private school or at least be bused there!

### **SAFETY & SECURITY**

- The parents have the sole responsibility of ensuring their children's safety and security. The parents need to be sure their child is safe and both the school and parents are responsible to report any incidents that occur so that it is handled properly.
- A main concern is that the young people are safe and respect authority figures that also respect them as young people. This could be implemented successfully if the authority figures were a reflection of the population of the students and someone who understands them as they are not who they assume they are. People who understood them culturally, racially, and regionally or have had some sensitivity training and fully comprehend whom it is they are dealing with while talking to the authority figure. I feel there is a lack of respect for whom these children are and that predetermined ideas and assumptions are here and that created a negative environment.
- The older schools are falling apart due to the rain, broken fixtures, bathrooms are unsanitary, and water fountains not fit for human consumption.
- Why won't you make the students wear uniforms so that you won't have to complain about sagging shirts that are too small, and other things?
- How will you be handling safety among the students with weapons and other various things?
- How do you encourage the students not to fight in school or with each other?
- What will you do when a student is hurt?
- The safety of the children is a big concern. Eastside and Blackshear really need the safety. For one the playgrounds are too open for anyone to walk up and take a child. The children also have to walk outside to go to the facilities at the school, they should be closed in.
- It has been observed by a community member that when the children are changing classes, anyone could have the opportunity to walk off the campus without the teachers' knowledge of knowing.
- Blackshear is very dangerous because it's right by the street. Security is highly recommended for this campus.
- The kids at the younger schools need to be watched closer, especially on the eastside.
- The high school does a good job with keeping up with the kids and not allowing them to leave the campus. There are not any kids just wandering the hallways.
- HISD is a good safe district and we will keep improving.



# PARENT SURVEY

N=45

## PART A: DEMOGRAPHIC DATA

Note: Percentages may not equal 100 due to rounding.

1. GENDER (OPTIONAL)	MALE	FEMALE	NO ANSWER			
	27%	73%	0%			

2. ETHNICITY (OPTIONAL)	AFRICAN AMERICAN	ASIAN	HISPANIC	NATIVE AMERICAN	WHITE	OTHER	NO ANSWER
	58%	0%	29%	0%	11%	0%	2%

3. HOW LONG HAVE YOU BEEN LIVED IN THE SCHOOL DISTRICT?	5 YEARS OR LESS	6-10 YEARS	11+ YEARS	NO ANSWER	
	18%	22%	69%	0%	

4. CIRCLE THE GRADE LEVEL AT WHICH YOU HAVE CHILDREN. IF YOU HAVE CHILDREN AT MORE THAN ONE LEVEL, PLEASE CIRCLE ALL LEVELS THAT APPLY.	ELEMENTARY	JUNIOR HIGH	HIGH	NO ANSWER	
	71%	20%	7%	2%	

## PART B: SURVEY QUESTIONS

### A. DISTRICT ORGANIZATION AND MANAGEMENT

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
1. The school board allows sufficient time for public input at meetings.	22%	40%	33%	2%	2%	0%
2. School board members listen to the opinions and desires of parents and community members.	18%	51%	24%	4%	2%	0%
3. The superintendent is respected as a leader by parents and community members.	20%	51%	13%	7%	9%	0%

### B. EDUCATIONAL SERVICES DELIVERY

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
4. Education is the main priority in our school district.	47%	44%	4%	4%	0%	0%
5. Teachers at my child's school are provided supplies and equipment to do their job effectively.	29%	38%	22%	9%	2%	0%
6. I receive timely communications from my child's teachers regarding his/her progress in school.	47%	44%	7%	2%	0%	0%

**B. EDUCATIONAL SERVICES DELIVERY (CONTINUED)**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
7. I receive sufficient information on programs offered by the district for which my child may be qualified (e.g., gifted and talented, career and technology, special intervention programs after school or in the summer).	44%	38%	7%	11%	0%	0%
8. I am immediately notified if my child is absent from school.	33%	31%	18%	9%	9%	0%
9. I am impressed with the quality of my child's teacher(s).	47%	40%	13%	0%	0%	0%
10. Class sizes are reasonable.	36%	49%	11%	0%	2%	2%

**C. COMMUNITY INVOLVEMENT**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
11. My child's school provides me with regular communications.	38%	47%	7%	9%	0%	0%
12. My child's school is open for community use.	27%	44%	22%	4%	2%	0%
13. My child's school has sufficient volunteers to help student and school programs.	33%	36%	20%	9%	2%	0%

**D. FACILITIES USE AND MANAGEMENT**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
14. The quality of new construction is excellent.	33%	22%	38%	0%	4%	2%
15. My child's school is clean.	33%	44%	7%	9%	4%	2%
16. My child's school is well maintained.	27%	44%	11%	13%	2%	2%

**E. FINANCIAL MANAGEMENT**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
17. Board members and administrators do a good job explaining the use of tax dollars.	13%	33%	44%	9%	0%	0%
18. Financial information about my child's school or the district is readily available.	13%	38%	38%	11%	0%	0%

**F. PURCHASING**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
19. My child is issued textbooks in a timely manner.	31%	58%	4%	4%	2%	0%
20. My child's textbooks are in good shape.	33%	44%	11%	11%	0%	0%

**G. FOOD SERVICES**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
21. My child regularly purchases his/her lunch from the cafeteria.	24%	47%	16%	7%	2%	4%
22. My child regularly eats the primary lunch meal rather than an a la carte meal.	33%	47%	16%	2%	0%	2%
23. The food served is nutritious.	31%	49%	11%	7%	0%	2%

**H. TRANSPORTATION**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
24. My child(ren) ride(s) the bus.	53%	22%	2%	2%	20%	0%
25. The length of the student's bus ride is reasonable.	18%	38%	22%	9%	11%	2%
26. The drop-off zone at the school is safe.	33%	36%	20%	7%	2%	2%
27. The bus stop near my house is safe.	36%	29%	24%	7%	0%	4%
28. The bus stop is within walking distance from our home.	38%	38%	18%	4%	0%	2%
29. Buses arrive and depart on time.	22%	40%	16%	7%	11%	4%

**I. SAFETY AND SECURITY**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
30. My child feels safe and secure at school.	33%	60%	4%	2%	0%	0%
31. Gangs are not a problem in this district.	44%	40%	11%	4%	0%	0%
32. Drugs are not a problem in this district.	31%	22%	27%	13%	7%	0%
33. Vandalism is not a problem in this district.	33%	33%	20%	9%	4%	0%
34. Students receive fair and equitable discipline for misconduct.	27%	36%	27%	7%	4%	0%

**J. COMPUTERS AND TECHNOLOGY**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
35. My child has regular access to computer equipment and software in the classroom or in labs.	33%	44%	11%	9%	2%	0%
36. My child's teacher(s) know(s) how to use computers in the classroom.	42%	42%	11%	2%	0%	2%
37. Computers are new enough to be useful to teach students.	44%	36%	9%	9%	0%	2%



# TEACHER SURVEY

N=50

## PART A: DEMOGRAPHIC DATA

Note: Percentages may not equal 100 due to rounding.

1.	GENDER (OPTIONAL)	MALE	FEMALE	NO ANSWER			
		24%	58%	18%			

2.	ETHNICITY (OPTIONAL)	AFRICAN AMERICAN	ASIAN	HISPANIC	NATIVE AMERICAN	WHITE	OTHER	NO ANSWER
		20%	0%	4%	0%	50%	4%	22%

3.	HOW LONG HAVE YOU BEEN EMPLOYED BY THE SCHOOL DISTRICT?	5 YEARS OR LESS	6-10 YEARS	11-15 YEARS	16-20 YEARS	20+ YEARS	NO ANSWER
		48%	8%	14%	10%	10%	10%

4.	CIRCLE THE GRADE LEVEL YOU TEACH. IF YOU WORK AT TWO LEVELS, PLEASE CIRCLE THE ONE AT WHICH YOU TEACH THE MOST CLASSES.	ELEMENTARY	JUNIOR HIGH	HIGH	NO ANSWER
		52%	18%	22%	8%

## PART B: SURVEY QUESTIONS

### A. DISTRICT ORGANIZATION AND MANAGEMENT

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
1. Site-based management is effective at my school.	20%	58%	8%	8%	6%	0%
2. The superintendent is a respected and effective instructional leader.	14%	36%	28%	12%	10%	0%
3. The superintendent is a respected and effective business manager.	14%	32%	32%	14%	8%	0%
4. Central administration is efficient.	20%	48%	10%	16%	6%	0%
5. Central administration supports the educational process.	20%	52%	8%	10%	10%	0%
6. The superintendent communicates well with teachers.	14%	24%	24%	22%	14%	2%

**B. EDUCATIONAL SERVICES DELIVERY**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
7. Education is the main priority in our school district.	34%	48%	6%	6%	6%	0%
8. My principal is an instructional leader.	58%	34%	8%	0%	0%	0%
9. Teachers are given an opportunity to suggest programs and materials that they believe are most effective.	36%	38%	8%	8%	8%	2%
10. Teachers are provided the supplies and equipment needed to do their jobs effectively.	24%	36%	6%	22%	10%	2%
11. The district provides curriculum guides for all grades and subjects.	16%	50%	10%	18%	6%	0%
12. The curriculum guides are appropriately aligned and coordinated.	18%	26%	18%	28%	8%	2%
13. The district's curriculum guides clearly outline what to teach and how to teach it.	14%	26%	22%	28%	10%	0%
14. The district has scope and sequence documents to ensure students achieve grade level objectives and are prepared for the next grade.	14%	42%	20%	16%	6%	2%
15. My school uses vertical teaming to ensure that students learn the necessary material to be prepared for the next grade.	14%	36%	18%	18%	14%	0%
16. The district uses a pacing calendar to determine when objectives are taught.	10%	22%	28%	24%	16%	0%
17. The district uses benchmark tests to monitor student performance and identify performance gaps.	36%	52%	4%	6%	0%	2%
18. My principal observes teachers in my school on a regular basis to ensure that the curriculum is being taught consistently.	48%	44%	4%	4%	0%	0%
19. In my school, the educational programs are effective in the following areas:						
a. Core subjects	26%	52%	6%	8%	4%	4%
b. Electives	14%	34%	32%	8%	8%	4%
c. Computer instruction	14%	30%	16%	20%	18%	2%
d. Career and technology	10%	18%	40%	16%	14%	2%
e. Bilingual/ESL	12%	38%	24%	16%	8%	2%
f. Gifted and talented	14%	30%	20%	24%	12%	0%
g. Special education	32%	40%	8%	16%	2%	2%
h. Alternative education	18%	40%	24%	12%	6%	0%
20. Parents are immediately notified if a child is absent from school.	14%	14%	38%	22%	12%	0%
21. Teachers are knowledgeable in the subject areas they teach.	40%	48%	8%	4%	0%	0%

**B. EDUCATIONAL SERVICES DELIVERY (CONTINUED)**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
22. All schools have equal access to educational materials such as computers, television monitors, science labs, and art classes.	22%	34%	12%	26%	6%	0%
23. The students-to-teacher ratio is reasonable.	32%	46%	4%	12%	4%	2%
24. Classrooms are seldom left unattended.	56%	36%	2%	2%	0%	4%
25. My principal:						
a. Is an advocate and spokesperson for the school to all stakeholders	54%	38%	4%	2%	2%	0%
b. Provides teachers with materials and professional development necessary for the successful execution of their jobs	36%	46%	4%	12%	2%	0%
c. Recognizes and celebrates school accomplishments and acknowledges failures	50%	44%	2%	4%	0%	0%
d. Protects teachers from issues and influences that would detract from their teaching time or focus	38%	50%	8%	2%	2%	0%
e. Communicates and operates from strong ideals and beliefs about schooling	58%	38%	0%	4%	0%	0%
f. Fosters shared beliefs and a sense of community and cooperation	60%	30%	4%	6%	0%	0%
g. Demonstrates an awareness of the personal aspects of teachers and staff	56%	32%	4%	4%	2%	2%
h. Is knowledgeable about current curriculum, instruction and assessment practices	42%	34%	10%	12%	0%	2%
i. Establishes a set of standard operating procedures and routines	50%	42%	2%	6%	0%	0%
j. Establishes clear goals and keeps these goals in the forefront of the school's attention	56%	40%	2%	2%	0%	0%
k. Involves teachers in the design and implementation of important decisions and policies	44%	28%	12%	14%	2%	0%
l. Is aware of the details and undercurrents in the running of the school and uses this information to address current and potential problems	48%	32%	14%	4%	2%	0%
m. Has quality contact and interactions with teachers and students	60%	28%	10%	2%	0%	0%
n. Recognizes and rewards individual accomplishments	48%	40%	6%	4%	2%	0%
o. Is willing to and actively challenges the status quo	46%	34%	12%	6%	0%	2%

**B. EDUCATIONAL SERVICES DELIVERY (CONTINUED)**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
p. Is directly involved in the design and implementation of curriculum, instruction and assessment practices	36%	26%	18%	20%	0%	0%
q. Monitors the effectiveness of school practices and their impact on student learning	50%	34%	10%	4%	0%	2%
r. Ensures that faculty and staff are aware of the most current theories and practices and makes the discussion of these a regular aspect of the school's culture	34%	50%	8%	8%	0%	0%
s. Adapts his or her leadership behavior to the needs of the current situation and is comfortable with dissent	40%	44%	8%	8%	0%	0%
t. Establishes strong lines of communication with teachers and among students	50%	34%	2%	14%	0%	0%
u. Inspires and leads new and challenging innovations	40%	40%	8%	10%	2%	0%

**C. PERSONNEL MANAGEMENT**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
26. Teacher turnover is low.	8%	24%	14%	30%	20%	4%
27. Highly qualified teachers fill job openings.	14%	38%	26%	14%	8%	0%
28. Teacher openings are filled quickly.	8%	46%	20%	16%	10%	0%
29. District teacher salaries are competitive.	2%	10%	12%	38%	38%	0%
30. District salaries are a key factor in retaining teachers.	12%	26%	24%	20%	18%	0%
31. The district has a good and timely program for orienting new teachers.	6%	28%	28%	22%	16%	0%
32. Professional development for teachers in my school is targeted to the needs of students.	12%	52%	14%	10%	10%	2%
33. Teachers in my school help determine professional development needs.	10%	26%	26%	22%	16%	0%
34. Teachers in my school receive annual personnel evaluations.	26%	68%	4%	2%	0%	0%
35. Teachers are recognized for superior performance.	14%	30%	26%	22%	8%	0%
36. Teachers are counseled about less than satisfactory performance.	12%	50%	28%	10%	0%	0%
37. The district has a fair and timely grievance process.	10%	30%	48%	4%	6%	2%

**C. PERSONNEL MANAGEMENT (CONTINUED)**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
38. The district's health insurance package is cost effective.	12%	28%	24%	24%	10%	2%

**D. COMMUNITY INVOLVEMENT**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
39. My school regularly communicates with parents.	32%	50%	8%	8%	2%	0%
40. My school has sufficient volunteers to help student and school programs.	4%	14%	28%	38%	16%	0%
41. My school is open for community use.	14%	42%	32%	8%	2%	2%

**E. FACILITIES USE AND MANAGEMENT**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
42. The district plans facilities far enough in the future to support enrollment.	10%	30%	24%	28%	8%	0%
43. Teachers provide input into facility planning.	12%	24%	26%	16%	18%	4%
44. My school is clean.	8%	40%	8%	22%	20%	2%
45. The school grounds are well maintained.	8%	26%	12%	32%	20%	2%
46. Needed repairs at my school are made in a timely manner.	0%	14%	10%	48%	26%	2%

**F. FINANCIAL MANAGEMENT**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
47. Teachers at my school have input to the campus budget process.	6%	12%	34%	22%	24%	2%
48. Financial resources are allocated fairly and equitably at my school.	6%	26%	36%	12%	18%	2%

**G. PURCHASING**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
49. Purchasing gets me what I need when I need it.	10%	40%	16%	22%	10%	2%
50. Purchasing processes are not cumbersome.	14%	34%	24%	16%	8%	4%
51. Students are issued textbooks in a timely manner.	12%	58%	18%	10%	0%	2%
52. Textbooks are in good shape.	10%	50%	10%	16%	12%	2%

**G. PURCHASING (CONTINUED)**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
53. The district has an effective process for recapturing the cost of lost textbooks.	4%	10%	54%	14%	16%	2%
54. The school library meets students' needs for books and other resources.	6%	32%	14%	22%	24%	2%

**H. FOOD SERVICES**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
55. I would rather be paid more than receive free meals.	36%	26%	20%	12%	2%	4%
56. The cafeteria's food looks and tastes good.	10%	52%	18%	8%	10%	2%
57. Food is served warm.	20%	54%	18%	4%	2%	2%
58. Students have enough time to eat.	12%	60%	8%	12%	6%	2%
59. Students eat lunch at an appropriate time of day.	20%	72%	6%	0%	0%	2%
60. Discipline and order are maintained in the school cafeteria.	24%	62%	6%	4%	2%	2%
61. Cafeteria staff is helpful and friendly.	34%	46%	8%	8%	2%	2%
62. Cafeteria facilities are sanitary and neat.	34%	52%	8%	2%	2%	2%

**I. SAFETY AND SECURITY**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
63. Teachers feel safe and secure at my school.	44%	46%	2%	8%	0%	0%
64. School disturbances are infrequent.	20%	60%	10%	10%	0%	0%
65. Gangs are not a problem in this district.	28%	44%	20%	8%	0%	0%
66. Drugs are not a problem in this district.	12%	20%	32%	30%	6%	0%
67. Vandalism is not a problem in this district.	6%	28%	22%	34%	8%	2%
68. Security personnel have a good working relationship with teachers.	18%	44%	34%	4%	0%	0%
69. Security personnel are respected.	18%	42%	34%	4%	2%	0%
70. A good working arrangement exists between the local law enforcement and the district.	24%	46%	24%	6%	0%	0%

**I. SAFETY AND SECURITY (CONTINUED)**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
71. Students receive fair and equitable discipline for misconduct.	26%	56%	8%	6%	4%	0%
72. Safety hazards do not exist on my school's grounds.	8%	34%	28%	24%	4%	2%
73. Practice drills are conducted regularly to ensure students and staff are prepared in case of a crisis.	20%	44%	16%	14%	6%	0%
74. My school has a crisis plan with which I am familiar.	20%	40%	20%	10%	8%	2%

**J. COMPUTERS AND TECHNOLOGY**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
75. Students in my class regularly use computers.	16%	40%	6%	26%	10%	2%
76. Students in my class have regular access to computer equipment and software in the classroom or in labs.	16%	32%	8%	26%	18%	0%
77. Teachers in my school know how to use computers to enhance instruction.	10%	50%	18%	20%	2%	0%
78. Computers are new enough to be useful for student instruction.	18%	52%	10%	12%	6%	2%
79. The district meets students' needs in classes in computer fundamentals.	14%	36%	18%	20%	12%	0%
80. The district meets student needs in classes in advanced computer skills.	14%	18%	32%	18%	16%	2%
81. Teachers and students have easy access to the Internet.	22%	56%	6%	12%	4%	0%
82. Technology staff responds quickly to requests for service or support.	6%	38%	24%	14%	18%	0%



# PRINCIPAL AND ASSISTANT PRINCIPAL SURVEY

N=4

## PART A: DEMOGRAPHIC DATA

Note: Percentages may not equal 100 due to rounding.

1. GENDER (OPTIONAL)	MALE	FEMALE	NO ANSWER				
	50%	25%	25%				

2. ETHNICITY (OPTIONAL)	AFRICAN AMERICAN	ASIAN	HISPANIC	NATIVE AMERICAN	WHITE	OTHER	NO ANSWER
	25%	0%	0%	0%	50%	0%	25%

3. HOW LONG HAVE YOU BEEN EMPLOYED BY THE SCHOOL DISTRICT?	5 YEARS OR LESS	6-10 YEARS	11-15 YEARS	16-20 YEARS	20+ YEARS	NO ANSWER
	0%	25%	0%	25%	50%	0%

4. CIRCLE THE GRADE LEVEL YOU TEACH. IF YOU WORK AT TWO LEVELS, PLEASE CIRCLE THE ONE AT WHICH YOU TEACH THE MOST CLASSES.	ELEMENTARY	JUNIOR HIGH	HIGH	NO ANSWER
	50%	25%	25%	0%

## PART B: SURVEY QUESTIONS

### A. DISTRICT ORGANIZATION AND MANAGEMENT

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
1. School board members work well with the superintendent.	25%	75%	0%	0%	0%	0%
2. The superintendent is a respected and effective instructional leader.	25%	50%	0%	25%	0%	0%
3. The superintendent is a respected and effective business manager.	25%	75%	0%	0%	0%	0%
4. Central administration is efficient.	50%	50%	0%	0%	0%	0%
5. Central administration supports the educational process.	50%	50%	0%	0%	0%	0%
6. The superintendent communicates well with school administrators.	50%	25%	0%	25%	0%	0%
7. Site-based management is effective at my school.	50%	50%	0%	0%	0%	0%

**B. EDUCATIONAL SERVICES DELIVERY**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
8. Education is the main priority in our school district.	50%	25%	0%	0%	0%	25%
9. Teachers are given an opportunity to suggest programs and materials that they believe are most effective.	50%	25%	0%	25%	0%	0%
10. Teachers are provided the supplies and equipment needed to do their jobs effectively.	25%	75%	0%	0%	0%	0%
11. The district provides curriculum guides for all grades and subjects.	50%	50%	0%	0%	0%	0%
12. The curriculum guides are appropriately aligned and coordinated.	25%	50%	0%	25%	0%	0%
13. The district's curriculum guides clearly outline what to teach and how to teach it.	25%	50%	0%	25%	0%	0%
14. The district has scope and sequence documents to ensure students achieve grade level objectives and are prepared for the next grade.	50%	25%	0%	25%	0%	0%
15. My school uses vertical teaming to ensure that students learn the necessary material to be prepared for the next grade.	50%	50%	0%	0%	0%	0%
16. The district uses a pacing calendar to determine when objectives are taught.	50%	25%	0%	25%	0%	0%
17. The district uses benchmark tests to monitor student performance and identify performance gaps.	50%	50%	0%	0%	0%	0%
18. Teachers in my school are observed on a regular basis to ensure that the curriculum is being taught consistently.	50%	50%	0%	0%	0%	0%
19. Parents are immediately notified if a child is absent from school.	50%	25%	0%	25%	0%	0%
20. Teachers are knowledgeable in the subject areas they teach.	50%	50%	0%	0%	0%	0%
21. All schools have equal access to educational materials such as computers, television monitors, science labs, and art classes.	50%	25%	0%	25%	0%	0%
22. The student-teacher ratio is reasonable.	50%	50%	0%	0%	0%	0%
23. Students have access, when needed, to a school nurse.	50%	50%	0%	0%	0%	0%

**C. PERSONNEL MANAGEMENT**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
24. Teacher turnover is low.	25%	50%	0%	25%	0%	0%
25. Highly qualified teachers fill job openings.	50%	50%	0%	0%	0%	0%
26. Teacher openings are filled quickly.	50%	50%	0%	0%	0%	0%
27. Teachers are recognized for superior performance.	50%	50%	0%	0%	0%	0%
28. Teachers are counseled about less than satisfactory performance.	50%	50%	0%	0%	0%	0%
29. District principal and assistant principal salaries are competitive.	25%	50%	25%	0%	0%	0%

**C. PERSONNEL MANAGEMENT (CONTINUED)**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
30. District teacher salaries are competitive.	25%	50%	25%	0%	0%	0%
31. The district has a good and timely program for orienting new employees.	25%	50%	0%	25%	0%	0%
32. Professional development for teachers in my school is targeted to the needs of students.	50%	50%	0%	0%	0%	0%
33. Teachers in my school help determine professional development needs.	25%	50%	0%	25%	0%	0%
34. The district conducts a leadership-training program for district personnel interested in becoming an administrator.	25%	25%	0%	50%	0%	0%
35. For new principals and assistant principals, the district conducts an orientation program on key job responsibilities.	25%	50%	0%	25%	0%	0%
36. It is the responsibility of the principal to "train" an assistant principal.	50%	50%	0%	0%	0%	0%
37. The district provides ongoing professional development for principals and assistant principals in key areas (e.g., the principal as instructional leaders).	25%	50%	0%	25%	0%	0%
38. All staff in my school receives annual personnel evaluations.	50%	50%	0%	0%	0%	0%
39. The district has a fair and timely grievance process.	50%	50%	0%	0%	0%	0%
40. The district's health insurance package is cost effective.	50%	50%	0%	0%	0%	0%

**D. COMMUNITY INVOLVEMENT**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
41. My school regularly communicates with parents.	50%	50%	0%	0%	0%	0%
42. My school has sufficient volunteers to help student and school programs.	50%	25%	0%	25%	0%	0%
43. My school is open for community use.	50%	50%	0%	0%	0%	0%

**E. FACILITIES USE AND MANAGEMENT**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
44. Parents, citizens, students, and faculty provide input into facility planning.	25%	25%	25%	25%	0%	0%
45. The district plans facilities far enough in the future to support enrollment growth.	25%	25%	50%	0%	0%	0%
46. My school is clean.	50%	25%	0%	25%	0%	0%
47. The school grounds are well maintained.	50%	25%	0%	25%	0%	0%
48. Repairs at my school are made in a timely manner.	25%	50%	0%	25%	0%	0%
49. Emergency maintenance is handled promptly.	25%	50%	0%	25%	0%	0%

**F. FINANCIAL MANAGEMENT**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
50. Campus administrators receive sufficient training by the district in fiscal management techniques.	25%	25%	25%	25%	0%	0%
51. Teachers at my school have input to the campus budget process.	25%	25%	50%	0%	0%	0%
52. Financial resources are allocated fairly and equitably at my school.	25%	50%	25%	0%	0%	0%

**G. PURCHASING**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
53. Purchasing gets my staff what it needs when they need it.	25%	75%	0%	0%	0%	0%
54. Purchasing processes are not cumbersome.	25%	75%	0%	0%	0%	0%
55. Students are issued textbooks in a timely manner.	25%	75%	0%	0%	0%	0%
56. Textbooks are in good shape.	25%	75%	0%	0%	0%	0%
57. The district has an effective process for recapturing the cost of lost textbooks.	25%	50%	0%	25%	0%	0%
58. The school library meets student's needs for books and other resources.	25%	75%	0%	0%	0%	0%

**H. FOOD SERVICES**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
59. The cafeteria's food looks and tastes good.	50%	50%	0%	0%	0%	0%
60. Food is served warm.	50%	50%	0%	0%	0%	0%
61. Students have enough time to eat.	50%	50%	0%	0%	0%	0%
62. Students eat lunch at the appropriate time of day.	50%	50%	0%	0%	0%	0%
63. Discipline and order are maintained in the school cafeteria.	50%	50%	0%	0%	0%	0%
64. Cafeteria staff is helpful and friendly.	50%	50%	0%	0%	0%	0%
65. Cafeteria facilities are sanitary and neat.	50%	50%	0%	0%	0%	0%

**I. TRANSPORTATION**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
66. The drop-off zone at the school is safe.	50%	50%	0%	0%	0%	0%
67. The district has a simple method to request buses for special events.	50%	50%	0%	0%	0%	0%
68. Buses typically arrive and leave on time.	50%	50%	0%	0%	0%	0%

**J. SAFETY AND SECURITY**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
69. Students feel safe and secure at my school.	50%	50%	0%	0%	0%	0%
70. Teachers feel safe and secure at my school.	50%	50%	0%	0%	0%	0%
71. School disturbances are infrequent.	50%	50%	0%	0%	0%	0%
72. Gangs are not a problem in this district.	50%	50%	0%	0%	0%	0%
73. Drugs are not a problem in this district.	50%	25%	0%	25%	0%	0%
74. Vandalism is not a problem in this district.	50%	50%	0%	0%	0%	0%
75. Security personnel have a good working relationship with principals and teachers.	50%	50%	0%	0%	0%	0%
76. Security personnel are respected.	50%	50%	0%	0%	0%	0%
77. A good working arrangement exists between the local law enforcement and the district.	50%	50%	0%	0%	0%	0%
78. Students receive fair and equitable discipline for misconduct.	50%	50%	0%	0%	0%	0%
79. Safety hazards do not exist on my school's grounds.	50%	50%	0%	0%	0%	0%
80. Access to my school during school hours is well controlled.	50%	50%	0%	0%	0%	0%
81. Practice drills are conducted regularly to ensure students and staff is prepared in case of a crisis.	50%	50%	0%	0%	0%	0%
82. My school has a crisis plan with which all staff is familiar.	50%	50%	0%	0%	0%	0%

**K. COMPUTERS AND TECHNOLOGY**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
83. Students have regular access to computer equipment and software in the classroom or in labs.	50%	50%	0%	0%	0%	0%
84. Computers are new enough to be useful for student instruction.	50%	50%	0%	0%	0%	0%
85. Teachers in my school know how to use computers to enhance instruction.	50%	50%	0%	0%	0%	0%
86. Teachers and students have easy access to the Internet.	50%	50%	0%	0%	0%	0%
87. Technology staff responds quickly to requests for service or support.	50%	50%	0%	0%	0%	0%



# PROFESSIONAL-TECHNICAL STAFF SURVEY

N=3

## PART A: DEMOGRAPHIC DATA

Note: Percentages may not equal 100 due to rounding.

1.	GENDER (OPTIONAL)	MALE	FEMALE	NO ANSWER
		0%	100%	0%

2.	ETHNICITY (OPTIONAL)	AFRICAN AMERICAN	ASIAN	HISPANIC	NATIVE AMERICAN	WHITE	OTHER	NO ANSWER
		33%	0%	0%	0%	67%	0%	0%

3.	HOW LONG HAVE YOU BEEN EMPLOYED BY THE SCHOOL DISTRICT?	5 YEARS OR LESS	6-10 YEARS	11-15 YEARS	16-20 YEARS	20+ YEARS
		33%	33%	0%	6%	33%

4.	ARE YOU A(N):			
	A. ADMINISTRATOR	B. PROFESSIONAL (E.G., COUNSELOR, LIBRARIAN)	C. OTHER (E.G., IT STAFF)	NO RESPONSE
	0%	100%	0%	0%

## PART B: SURVEY QUESTIONS

### A. DISTRICT ORGANIZATION AND MANAGEMENT

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
1. The superintendent is a respected and effective instructional leader.	0%	100%	0%	0%	0%	0%
2. Central administration is efficient.	33%	67%	0%	0%	0%	0%
3. Central administration supports the educational process.	33%	67%	0%	0%	0%	0%
4. I understand the goals and objectives of my department.	33%	67%	0%	0%	0%	0%
5. My job responsibilities are well defined.	33%	67%	0%	0%	0%	0%
6. My job description is current.	33%	67%	0%	0%	0%	0%
7. Education is the main priority in our school district.	33%	67%	0%	0%	0%	0%

**B. EDUCATIONAL SERVICES DELIVERY**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
8. District salaries for my position are competitive with similar positions in the job market.	0%	33%	0%	67%	0%	0%
9. The district has a good and timely program for orienting new employees.	0%	67%	33%	0%	0%	0%
10. The district successfully projects future staffing needs.	0%	67%	33%	0%	0%	0%
11. The district has an effective employee recruitment program.	0%	33%	67%	0%	0%	0%

**C. PERSONNEL MANAGEMENT**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
12. The district operates an effective professional development program.	0%	67%	0%	33%	0%	0%
13. District employees receive annual personnel evaluations.	0%	67%	33%	0%	0%	0%
14. The district rewards competence and experience and spells out qualifications such as seniority and skill levels needed for promotion.	0%	67%	0%	33%	0%	0%
15. Employees who perform below the standard of expectation are counseled appropriately and timely.	0%	67%	33%	0%	0%	0%
16. The district has a fair and timely grievance process.	0%	67%	33%	0%	0%	0%
17. The district's health insurance package meets my needs.	0%	100%	0%	0%	0%	0%

**D. COMMUNITY INVOLVEMENT**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
18. The district regularly communicates with parents.	33%	67%	0%	0%	0%	0%
19. The district works with businesses and community organizations to improve education.	0%	67%	33%	0%	0%	0%

**E. FACILITIES USE AND MANAGEMENT**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
20. The district plans facilities far enough in the future to support enrollment growth.	0%	67%	33%	0%	0%	0%
21. Parents, citizens, students, faculty, staff, and the board provide input into facility planning.	0%	67%	33%	0%	0%	0%

**F. FINANCIAL MANAGEMENT**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
22. The budget process is comprehensive and well developed.	0%	67%	33%	0%	0%	0%
23. My department's budget reflects the department's goals.	0%	67%	33%	0%	0%	0%

**G. PURCHASING**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
24. Purchasing gets me what I need when I need it.	33%	67%	0%	0%	0%	0%
25. Purchasing processes are not cumbersome.	33%	67%	0%	0%	0%	0%

**H. COMPUTERS AND TECHNOLOGY**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
26. Administrative computer systems are easy to use.	0%	67%	0%	33%	0%	0%
27. I receive sufficient training to know how to use my computer and the software needed for my job.	0%	67%	0%	33%	0%	0%
28. Computers are new enough to be useful for all my work needs.	0%	67%	0%	33%	0%	0%
29. Technology staff responds quickly to requests for service or support.	0%	67%	0%	33%	0%	0%



# SUPPORT STAFF SURVEY

N=33

## PART A: DEMOGRAPHIC DATA

Note: Percentages may not equal 100 due to rounding.

1. GENDER (OPTIONAL)	MALE	FEMALE	NO ANSWER				
	12%	79%	9%				

2. ETHNICITY (OPTIONAL)	AFRICAN AMERICAN	ASIAN	HISPANIC	NATIVE AMERICAN	WHITE	OTHER	NO ANSWER
	39%	6%	15%	0%	36%	0%	3%

3. HOW LONG HAVE YOU BEEN EMPLOYED BY THE SCHOOL DISTRICT?	5 YEARS OR LESS	6-10 YEARS	11-15 YEARS	16-20 YEARS	20+ YEARS	NO ANSWER
	27%	21%	15%	15%	18%	3%

4. ARE YOU A(N):	A. CLERICAL OR PARAPROFESSIONAL POSITION	B. CLASSROOM AIDE	C. OTHER	NO RESPONSE
	39%	15%	42%	3%

## PART B: SURVEY QUESTIONS

### A. DISTRICT ORGANIZATION AND MANAGEMENT

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
1. I understand the goals and objectives of my department.	58%	36%	0%	3%	0%	3%
2. My job responsibilities are well defined.	52%	36%	0%	6%	0%	6%
3. My job description is current.	55%	21%	12%	6%	0%	6%

### B. PERSONNEL MANAGEMENT

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
4. District salaries for my position are competitive with similar positions in the job market.	15%	30%	18%	12%	15%	9%
5. The district has a good and timely program for orienting new employees.	18%	55%	18%	3%	0%	6%
6. The district provides ongoing training for me in my job.	30%	24%	24%	18%	0%	3%
7. I receive an annual personnel evaluation.	21%	39%	24%	12%	0%	3%
8. The district rewards competence and experience and spells out qualifications such as seniority and skill levels needed for promotion.	15%	18%	33%	24%	6%	3%

**B. PERSONNEL MANAGEMENT (CONTINUED)**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
9. Employees who perform below the standard of expectation are counseled appropriately and timely.	6%	27%	36%	18%	3%	9%
10. The district has a fair and timely grievance process.	21%	39%	36%	0%	0%	3%
11. The district's health insurance package meets my needs.	36%	36%	21%	0%	3%	3%

**C. PURCHASING**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
12. Purchasing gets me what I need when I need it.	42%	33%	18%	0%	0%	6%
13. Purchasing processes are not time consuming.	24%	36%	24%	6%	0%	9%

**D. COMPUTERS AND TECHNOLOGY**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
14. Administrative computer systems are easy to use.	27%	42%	21%	3%	0%	6%
15. I receive sufficient training to know how to use my computer and the software needed for my job.	21%	21%	33%	15%	0%	9%
16. Technology staff respond quickly to requests for service or support.	18%	33%	33%	6%	3%	6%

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# STUDENT SURVEY

N=33

## PART A: DEMOGRAPHIC DATA

Note: Percentages may not equal 100 due to rounding.

1. GENDER (OPTIONAL)	MALE	FEMALE	NO ANSWER
	34%	32%	34%

2. CLASSIFICATION	JUNIOR	SENIOR	NO ANSWER
	40%	26%	34%

## PART B: SURVEY QUESTIONS

### A. EDUCATIONAL SERVICES DELIVERY

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
1. Education is the main priority of our school district.	24%	18%	12%	6%	6%	34%
2. Students respect my school's principal and assistant principal(s).	18%	34%	8%	4%	2%	34%
3. Teachers are motivated and interested in teaching.	22%	22%	14%	8%	0%	34%
4. Class sizes are reasonable.	16%	48%	0%	2%	0%	34%

### B. FACILITIES USE AND MANAGEMENT

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
5. My school is clean.	16%	44%	4%	2%	0%	34%
6. The school is well maintained, both inside and out.	22%	32%	10%	2%	0%	34%

### C. PURCHASING

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
7. Textbooks are issued in a timely manner.	16%	26%	14%	6%	4%	34%
8. There are enough textbooks in all my classes.	14%	28%	10%	12%	2%	34%
9. The school library meets my needs for books and other resources.	22%	28%	12%	4%	0%	34%

**D. FOOD SERVICES**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
10. The cafeteria's food tastes good.	14%	32%	8%	6%	6%	34%
11. Students have enough time to eat.	8%	18%	6%	16%	18%	34%
12. Discipline and order are maintained in the school cafeteria.	12%	36%	8%	8%	2%	34%
13. Cafeteria staff is helpful.	18%	38%	2%	6%	0%	36%
14. Cafeteria facilities are sanitary.	22%	24%	16%	0%	2%	36%

**E. TRANSPORTATION**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
15. I ride the bus.	8%	2%	6%	10%	34%	40%
16. The driver maintains discipline.	8%	22%	6%	2%	2%	60%
17. The length of my bus ride is reasonable.	6%	18%	10%	0%	4%	62%
18. The drop-off zone at school is safe.	10%	22%	4%	0%	2%	62%
19. Buses arrive and depart on time.	6%	18%	10%	4%	2%	60%
20. Buses are clean.	4%	28%	16%	4%	2%	46%

**F. SAFETY AND SECURITY**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
21. I feel safe and secure at school.	16%	40%	6%	0%	2%	36%
22. School disturbances are infrequent.	22%	24%	14%	0%	4%	36%
23. Gangs are not a problem.	32%	8%	10%	8%	6%	36%
24. Drugs are not a problem.	18%	18%	10%	8%	6%	40%
25. Vandalism is not a problem.	22%	10%	18%	6%	6%	38%
26. Security personnel are respected.	20%	30%	6%	6%	2%	36%
27. Students receive fair and equitable discipline for misconduct.	22%	28%	2%	8%	4%	36%

**G. COMPUTERS AND TECHNOLOGY**

STATEMENT	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	NO ANSWER
28. Students have regular access to computer equipment and software in the classroom or in labs.	18%	34%	8%	2%	2%	36%
29. Teachers know how to use computers in the classroom.	30%	32%	0%	2%	0%	36%
30. Computers are new enough to be useful for student instruction.	24%	28%	8%	2%	2%	36%
31. The district offers enough computer classes to meet my needs.	22%	30%	8%	4%	0%	36%